



5

Improving Teaching Using Appraisal and Feedback

Teacher appraisal and feedback are important components of teachers' careers and development. The primary purpose is to provide teachers with valuable input to better understand and improve their teaching practice. However, teacher appraisal and feedback can also be used to identify professional development or career opportunities for teachers. This chapter looks at teachers' access to both formal appraisal and formal and informal feedback from sources internal and external to their schools. The chapter explores the focus and content of the appraisal and feedback that teachers receive, as well as any consequences that result. Finally, the chapter discusses whether other factors, such as increased school autonomy, have an influence on the nature and occurrence of teacher appraisal and feedback.



Highlights

- Teachers receive feedback from multiple sources. On average across countries and economies participating in the OECD Teaching and Learning International Survey (TALIS), nearly 80% of teachers report getting feedback following classroom observation, and nearly two-thirds report receiving feedback following analysis of student test scores. These are encouraging reports given that classroom observation and data-based feedback and decision making have been shown to be important levers for improving teaching.
- Teachers report that the feedback they receive in their schools focuses on several aspects of their teaching. Nearly nine in ten teachers on average report that student performance, teachers' pedagogical competency in their subject field and classroom management are strongly emphasised in the feedback they receive. Feedback from students and parents is somewhat less frequently reported to be considered with moderate or high importance.
- Teachers feel that the appraisals they receive lead to positive changes in their work. More than six in ten teachers report that appraisals lead to positive changes in their teaching practices, and more than half report that appraisals lead to positive changes in both their use of student assessments and their classroom-management practices.
- The formal appraisal of teachers has little to do with giving financial recognition to high-performing teachers or advancing the careers of high performers over low performers. Annual increments in teacher pay are awarded regardless of the outcome of the formal teacher appraisal in all but about one-fifth of teachers' schools. Moreover, 44% of teachers work in schools where the school principal reports that formal teacher appraisal never results in a change in a teacher's likelihood of career advancement.
- Formal teacher appraisal does appear to have a developmental focus in most schools where teachers work. More than eight in ten teachers work in schools where formal appraisals at least sometimes lead to teacher development or training plans.
- While most teachers receive various forms of feedback (many of which are connected to classroom teaching), comprehensive systems of teacher appraisal and feedback that are effectively connected to improving teaching practices and student learning in schools are much less common. Indeed, on average across TALIS countries, nearly half of teachers report that teacher appraisal and feedback systems in their school are largely undertaken simply to fulfil administrative requirements.

INTRODUCTION

Research suggests that high-performing school systems make it a priority to develop effective teachers and put systems in place to ensure that all children are able to benefit from good teaching practices (Barber and Mourshed, 2007). Teacher appraisal and feedback are important components of teachers' careers and development. They can significantly improve teachers' understanding of their teaching methods, teaching practices and student learning (Santiago and Benavides, 2009). In addition to being used to enhance professional development opportunities for teachers, appraisal and feedback systems can also be used to recognise performance.

Statistically, it can be difficult to prove a direct correlation between teacher appraisal and student achievement (Isore, 2009; Figlio and Kenny, 2006; OECD, 2013a). But when teachers receive continuous feedback on their teaching, it creates opportunities for them to improve teaching practices, which, in turn, can have a powerful impact on student learning and outcomes (Fuchs and Fuchs, 1985, 1986; Hattie, 2009; Gates Foundation, 2010).

Meaningful appraisal and feedback are geared to teacher development and improvements in learning (Jacob and Lefgren, 2008; OECD, 2013a). They help teachers improve their teaching skills by identifying and developing specific aspects of their teaching and can improve the way teachers relate to students (Gates Foundation, 2010). Much of this improvement depends on the extent to which appraisal and feedback are formative and can therefore play an important role in teacher development (OECD, 2005, 2013a; Isore, 2009). Yet for such feedback to affect teaching practices, links between performance assessments and professional learning should be actively developed and cultivated. Information gleaned from appraisal and feedback also provides an opportunity to spread effective practices across schools. The OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* examined various components of evaluation and assessment frameworks used to bring about better outcomes across school systems (OECD, 2013a).



One of the key components examined was teacher evaluation. Box 5.1 presents the main challenges and policy directions regarding teacher appraisal identified by the OECD review. A number of the challenges identified by the review are also identified by teachers and principals in TALIS and discussed in this chapter.

Box 5.1. The OECD Review on Evaluation and Assessment Framework for Improving School Outcomes

The OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* examined policies across 25 school systems in 24 countries. In all countries, there is widespread recognition that evaluation and assessment frameworks are key to building stronger and fairer school systems. Countries also emphasise the importance of seeing evaluation and assessment not as ends in themselves, but instead as important tools for achieving improved student outcomes. However, there are a range of challenges in ensuring that evaluation and assessment reach this ultimate objective. Although each country context is unique, some common policy challenges emerge for this work. The following challenges relating specifically to teacher appraisal were identified:

- Developing a shared understanding of high-quality teaching
- Balancing the developmental and accountability functions of teacher appraisal
- Accounting for student results in the appraisal of teachers
- Developing adequate skills for teacher appraisal
- Using teacher appraisal results to shape incentives for teachers

To meet these challenges, a number of policy options regarding teacher appraisal and enhancing teacher professionalism are suggested:

- Resolve tensions between the developmental and accountability functions of teacher appraisal
- Consolidate regular developmental appraisal at the school level
- Establish periodic career-progression appraisal involving external evaluators
- Establish teaching standards to guide teacher appraisal and professional development
- Prepare teachers for appraisal processes and strengthen the capacity of school leaders for teacher appraisal
- Ensure that teacher appraisal feeds into professional development and school development
- Establish links between teacher appraisal and career-advancement decisions

Source: OECD, 2013a.

Recognising teachers' performance is also an important consequence of effective appraisal and feedback (Jensen and Reichl, 2011). Teacher appraisal and feedback can recognise (in various ways) and celebrate great teaching while simultaneously challenging teachers to address weaknesses in their pedagogical practices (Santiago and Benavides, 2009).

Teacher appraisal and feedback have been shown to have a positive effect on teachers' level of job satisfaction, making it a vital element of effective educational environments (Michaelowa, 2002). TALIS data reinforce this, indicating that teacher appraisal and feedback are related not only to job satisfaction but also to teachers' feelings of self-efficacy (see Chapter 7). Teachers, particularly those new to the profession, can be reassured by the feedback they receive (Kyriacou, 1995). They are able to test innovations, address problems and develop their teaching with greater certainty. Such appraisal and feedback can increase collaboration in schools, particularly through mechanisms such as observation, which can encourage sharing of teaching and learning experiences across the school. Collaboration is important not only for teachers' job satisfaction (see Chapter 7) but for improving teaching and learning in schools (Bolam et al., 2005).

Increased collaboration among teachers is important. Teachers who exchange ideas and coordinate practices report higher levels of job satisfaction and self-efficacy (see Chapter 7 and Vieluf et al., 2012) and better teacher-student relationships, all of which are significant predictors of student achievement (Caprara et al., 2006; Clement and Vandenberghe, 2000).



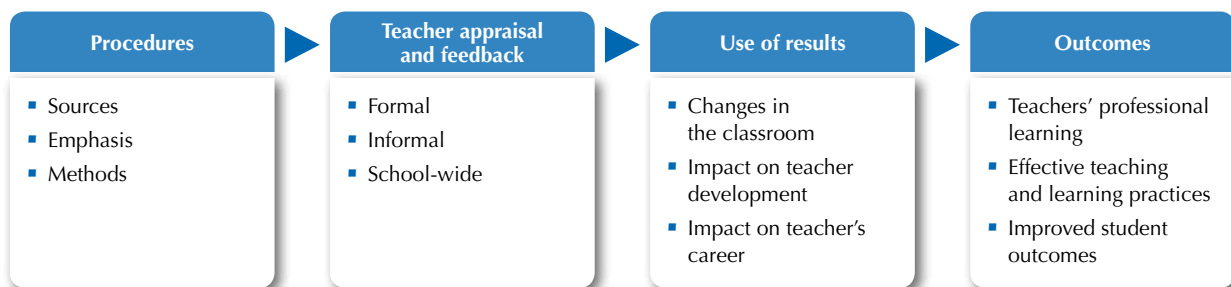
People are more likely to make fundamental shifts in teaching when they are exposed to new ideas, practice new behaviours and observe others practising those behaviours, and when they are being observed and want to be seen as successful (Elmore, 2004; Berry, Johnson and Montgomery, 2005; Andrews and Lewis, 2002 cited in Sargent and Hannum, 2009). Collaboration can also enhance professionalism and prevent stress and burnout (Rosenholtz, 1989; Clement and Vandenberghe, 2000).

Since the objective of teaching is to promote student learning, the manner in which students learn and the interactions between teaching and learning should be a key component of appraisal and feedback (Jensen et al., 2012). Such appraisal and feedback can take many forms and be provided by different people within schools. It can encompass various forms of classroom observation, feedback from students and assessments of teachers' performance and student learning (Gates Foundation, 2013).

Figure 5.1 is adapted from the conceptual framework used in the OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* (OECD, 2013a) and illustrates the elements of teacher appraisal and feedback examined by TALIS in this chapter.

■ Figure 5.1 ■

Elements of teacher appraisal examined in TALIS



DEFINING TEACHER APPRAISAL AND FEEDBACK

Teacher appraisal and feedback can encompass a number of activities. TALIS distinguishes between formal teacher appraisal, feedback to individual teachers and teacher appraisal and feedback systems in the school overall. They are defined here as:

- **Formal teacher appraisal:** This occurs when a teacher's work is reviewed by the principal, an external inspector or by the teacher's colleagues. Formal teacher appraisal is part of a formalised performance-management system, often involving set procedures and criteria, rather than a more informal approach (e.g. through informal discussions). In TALIS, information about formal teacher appraisal was provided by principals.
- **Teacher feedback:** This is broadly defined and includes any communication teachers receive about their teaching, based on some form of interaction with their work (e.g. observing classrooms and the teaching of students, discussing teachers' curriculum or the results of their students). This feedback can be provided through informal discussions or as part of a more formal and structured arrangement. In TALIS, teachers were asked specifically about the teacher feedback they personally receive in their school.
- **Teacher appraisal and feedback provided in the school more generally:** This is defined as reviews of teachers' work, which can be conducted in a range of ways, from a more formal approach (e.g. as part of a formal performance-management system, involving set procedures and criteria) to a more informal approach (e.g. through informal discussions). In TALIS, teachers were asked about this type of teacher appraisal and feedback provided in the school as a whole, rather than to themselves specifically.

Organisation of the chapter

This chapter begins by examining the formal appraisal of teachers. The discussion then moves to feedback provided to individual teachers, beginning with a look at who provides feedback to teachers and the number of people (e.g. school principals, mentors, other teachers) who provide this feedback. The methods used to develop feedback to teachers



(e.g. classroom observation, student surveys, self-assessment) are then examined. The next section describes the outcomes of teacher appraisal (formal and informal) and feedback. This includes the effects of outcomes on teachers and their careers and the impact on classroom teaching (as reported by teachers).

Teachers' perceptions of appraisal and feedback systems in their schools are then considered in order to paint a picture of how these systems operate in schools. Finally, some exploratory analyses examine how teacher appraisal and feedback differ between schools with different levels of autonomy. In analysing this issue, it is important to note that the structure of teachers' employment can impact appraisal and feedback alongside governance issues such as the level of school autonomy. For example, in some systems teachers are employed as civil servants. Specific regulatory and procedural requirements for civil servants can affect teacher appraisal and feedback in these systems. This analysis is preliminary in the sense that it looks at a single aspect of school autonomy but highlights the potential for further analysis.

Formal teacher appraisal

From a policy perspective, formal teacher appraisal may encompass greater involvement and regulation from government or a central administrative body. If so, formal teacher appraisal can offer a policy lever to policy makers to influence teaching and learning in schools. But not all systems have regulated frameworks for teacher appraisal and feedback systems. Box 5.2 provides examples from Finland and Sweden, where there are no nationally regulated frameworks for teacher evaluation, but where teachers receive feedback through more informal pathways.

Box 5.2. Finland and Sweden: Working without a nationally regulated framework for teacher evaluation

Finland's Ministry of Education and Culture has no role in teacher appraisal. Guidelines are set in the contract between the local government employer and the teachers' trade union. School principals are seen as the pedagogical leaders of the school, responsible for the teachers in their school and for the implementation of measures needed to enhance teaching quality. Teachers are appraised against the goals and contents of the national core curriculum and, to some extent, against their school's development plan for the year. As a result of a fairly low organisational structure, school leaders can have a significant number of teachers directly under them with whom they conduct face-to-face dialogue.

Teacher appraisal in Sweden is similarly not regulated by law and there are no formal procedures for evaluating the performance of fully qualified teachers. While teachers may be evaluated collectively as part of school self-evaluation and school inspection, there is no official method to appraise individual teachers.

As with Finland, the main form of feedback for permanent teachers is through dialogue with the school leader. School leaders and teachers may hold "individual development dialogues" that focus on teachers' work, working conditions and training. There is little guidance provided by central authorities on how to appraise teacher performance. Each municipality, in collaboration with local stakeholders, defines its own appraisal criteria linked to local objectives. Most municipalities have established some teacher-appraisal procedures with the expectation that schools further refine and develop the procedures to suit their needs.

Sources: Finnish government response to OECD survey; Nusche et al., 2011a.

TALIS 2013 asked school principals about formal teacher appraisal in their school, obtaining information on its frequency, methods and outcomes.

As shown in Table 5.1, 93% of teachers on average across TALIS countries and economies work in schools where principals report some form of formal appraisal. In Italy, the situation is somewhat different, where 70% of teachers work in schools where the principal reports that there is generally no formal teacher appraisal. The same is true for approximately one-third of teachers in Spain and one-quarter of teachers in Finland.

Most teachers are likely to have their work formally appraised by their school leaders: On average across TALIS countries, only 14% of teachers work in schools where the school principal reports that he or she never formally appraises teachers (Figure 5.2). Just under one-third of teachers work in schools where the school principal reports that teachers are never

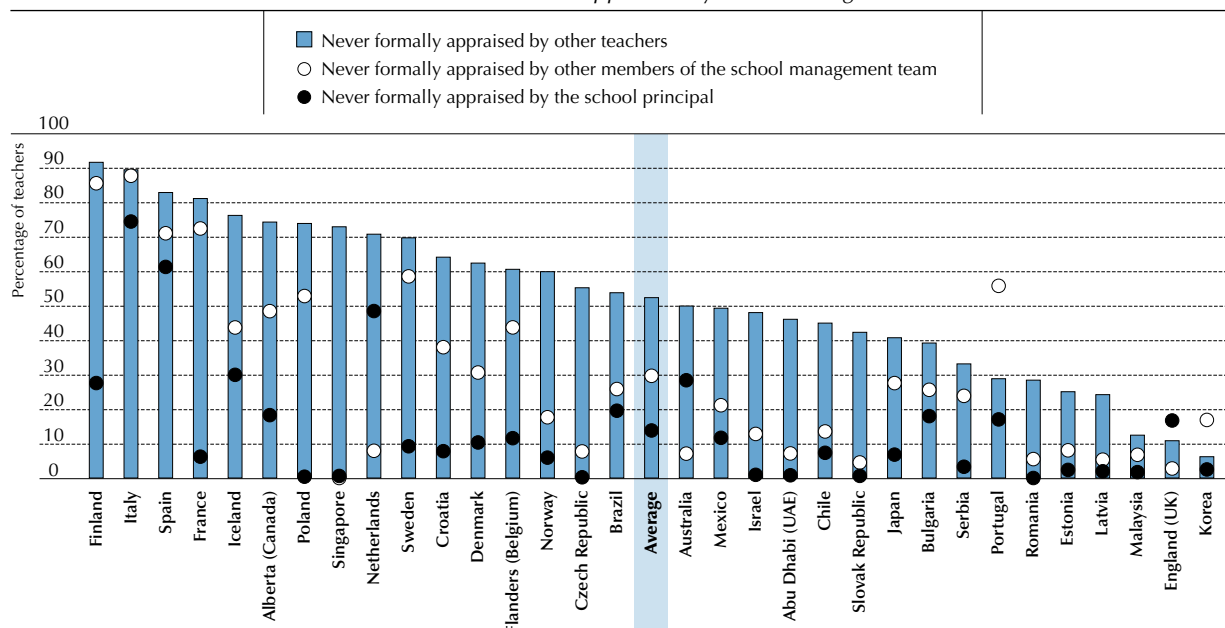


formally appraised by other members of the school management team. In contrast, just less than half of teachers, on average across TALIS countries, work in schools in which teachers are formally appraised by other teachers. (See also Table 5.1.Web.)

■ Figure 5.2 ■

Teachers who never received formal appraisal

Percentage of lower secondary education teachers whose school principal reports that their teachers were never appraised by the following bodies



Countries are ranked in descending order, based on the percentage of lower secondary education teachers whose school principal reports that their teachers were never formally appraised by other teachers.

Source: OECD, TALIS 2013 Database, Table 5.1.

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The most commonly reported methods of formally appraising teachers' work are based on collecting evidence of good practice, and thus they focus on classroom observation and analysis of student results (Figure 5.3). On average across TALIS countries, of those teachers who work in schools with formal teacher appraisal systems, 95% work in schools where formal teacher appraisal includes direct observations of their classroom teaching and 95% work in schools where formal teacher appraisal includes an analysis of student test scores (Table 5.2).

One of the findings from TALIS 2008 that is confirmed with TALIS 2013 data (Figure 5.4) is that formal appraisal often does not result in financial recognition for high-performing teachers or in differentiating them from underperforming teachers (OECD, 2009). This may be because school principals are reticent to take such actions or they may be constrained by legal or regulatory requirements. As shown in Table 5.3, on average across TALIS countries, 34% of teachers work in schools where the school principal reports that formal teacher appraisal leads to a change in teachers' salary or payment of a financial bonus. This means that, as illustrated in Figure 5.4, two-thirds of teachers work in schools where formal teacher appraisal never leads to a change in teachers' salary or payment of a financial bonus. In addition, 78% of teachers work in schools where the school principal reports that material sanctions such as reduced annual increases in pay are never imposed on poor-performing teachers following formal teacher appraisal.

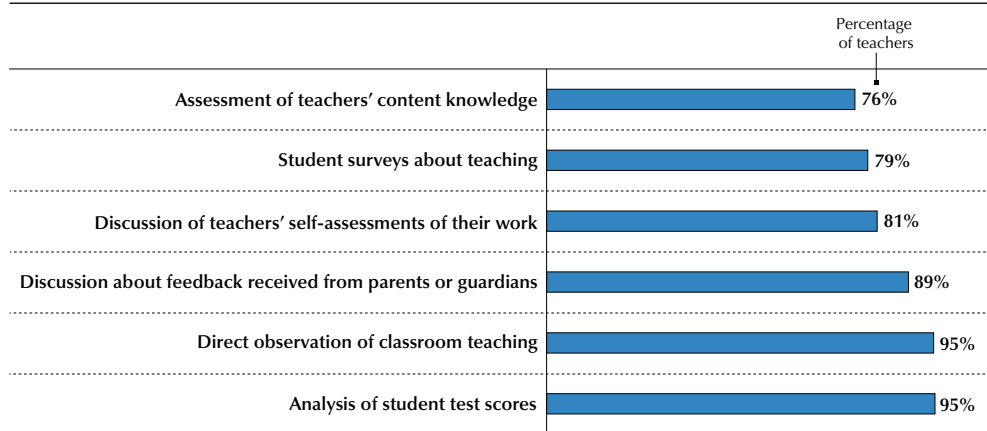
Moreover, 44% of teachers work in schools where the school principal reports that formal teacher appraisal never leads to a change in the likelihood of a teacher's career advancement. In a number of countries the figure is much higher. In Italy, Japan, Norway and Spain, 70% or more of teachers work in schools where the school principal reports that teacher appraisal never leads to a change in the likelihood of a teacher's career advancement. This contrasts with Singapore, where only 3% of teachers work in schools where the school principal reports that formal teacher appraisal never results in a change in the likelihood of career advancement, and where 28% work in schools where the school principal reports this connection happens most of the time or always (Table 5.3.Web).



■ Figure 5.3 ■

Methods of formally appraising teachers

Percentage of lower secondary education teachers whose school principal reports that teachers are formally appraised with the following methods^{1,2}



1. Percentage of teachers working in schools where the principal reports that teachers are appraised with the following methods by at least one body, including: external individuals or bodies, principal, member(s) of school management team, assigned mentors or other teachers.

2. Data derived from the principal questionnaire (question 28). Please note that schools that are not using formal teacher appraisal were filtered in question 27, meaning that these schools are not covered in question 28.

Items are ranked in ascending order, based on the percentage of lower secondary education teachers whose principal reports that teachers are formally appraised with this specific method.

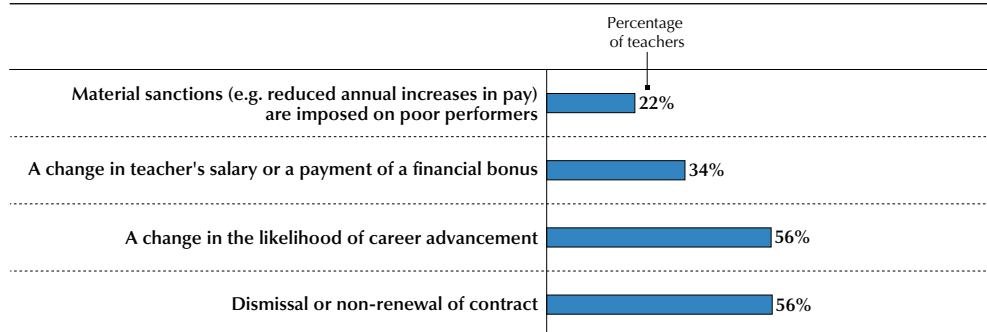
Source: OECD, TALIS 2013 Database, Table 5.2.

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■ Figure 5.4 ■

Outcomes of formal teacher appraisal

Percentage of lower secondary education teachers whose school principal reports that the following outcomes occurred "sometimes", "most of the time" or "always" after formal teacher appraisal¹



1. Data derived from the principal questionnaire (question 29). Please note that schools that are not using formal teacher appraisal were filtered in question 27, meaning that these schools are not covered in question 29.

Items are ranked in ascending order, based on the percentage of teachers who work in schools whose school principal reports that the outcome occurred "sometimes", "most of the time" or "always" after formal teacher appraisal.

Source: OECD, TALIS 2013 Database, Table 5.3.

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However, formal teacher appraisal is sometimes used as an intervention of last resort. On average across TALIS countries, 56% of teachers work in schools where teacher appraisal at least sometimes helps school principals make the decision whether to dismiss teachers or not renew their contract.

But, as shown in Figure 5.5, it appears that overall, formal teacher appraisal has more of a developmental focus. Most teachers work in schools where formal teacher appraisal is used to create teacher development or training plans and assign mentors to help teachers improve their teaching. On average across TALIS countries, 84% of teachers work in schools where the school principal uses formal teacher appraisal to aid in the creation of teacher development plans.

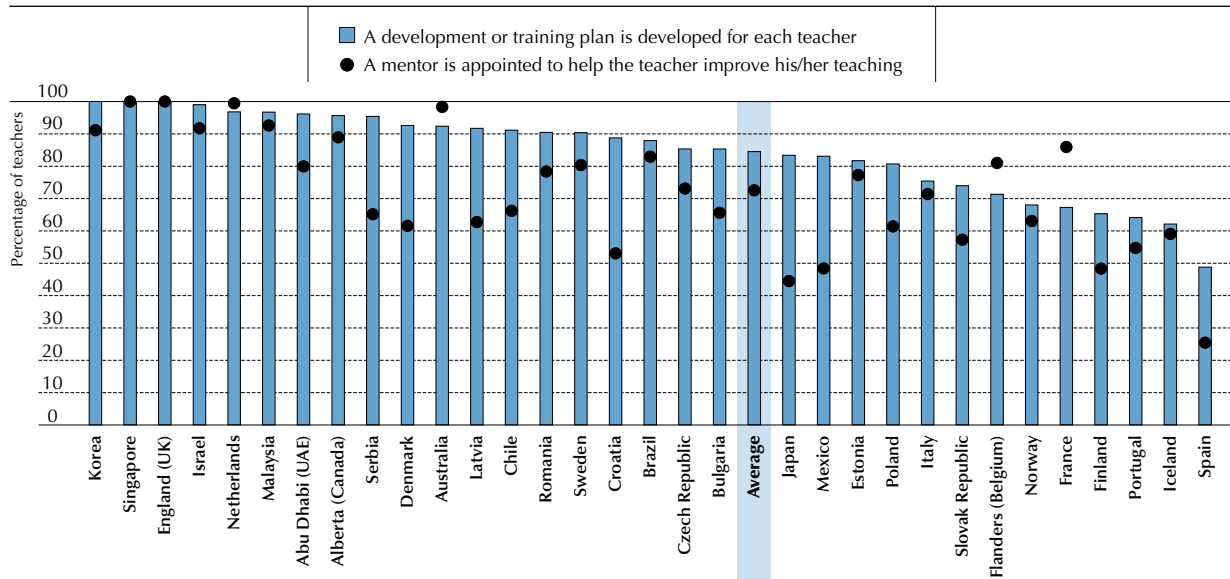


In addition, on average across TALIS countries, 73% of teachers work in schools where the school principal uses formal teacher appraisal to assign mentors to teachers in need of development. However, these outcomes appear to be much less common in Spain, where fewer than half of the teachers work in schools where the principal reports that a development plan is created for teachers and approximately one in four teachers work in a school where the principal reports that a mentor is appointed to help the teacher improve their teaching (Figure 5.5).

■ Figure 5.5 ■

Outcomes of formal teacher appraisal – development plan and mentoring

Percentage of lower secondary education teachers whose school principal reports that the following outcomes occurred “sometimes”, “most of the time” or “always” after formal teacher appraisal¹



1. Data derived from the principal questionnaire (question 29). Please note that schools that are not using formal teacher appraisal were filtered in question 27, meaning that these schools are not covered in question 29.

Countries are ranked in descending order, based on the percentage of teachers who work in schools whose principal reports that a development or training plan is developed for each teacher “sometimes”, “most of the time” or “always” after formal teacher appraisal.

Source: OECD, TALIS 2013 Database, Table 5.3.

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It should be noted that the authority of school principals differs across (and sometimes within) countries. For example, some school principals have the power to influence the career progression of teachers while others do not. This may influence the extent to which appraisal is likely to affect teachers’ career advancement. Further, any discussion of changing the intended outcomes of teacher appraisal and feedback should take into consideration the influence of different government arrangements on schools and school systems. The findings presented here should not be interpreted as indicative of whether school leaders act on – or prefer to ignore – the results of teacher appraisal. A more nuanced understanding is required that reflects differences in governance, context and institutional settings.

Who provides feedback to teachers

Teacher appraisal should have a greater impact if it is accompanied by feedback that improves teaching and learning. It is therefore important to analyse how teacher feedback operates within schools and different school systems. TALIS 2013 asked teachers directly about the feedback they receive regarding their work in their school. This differs from the discussion above, which distinguishes formal appraisal from teacher feedback. This section reports on the multiple possible sources of feedback and distinguishes between feedback from peers, teacher mentors, principals and, in some cases, external evaluators or agencies (Figure 5.6 and Table 5.4).

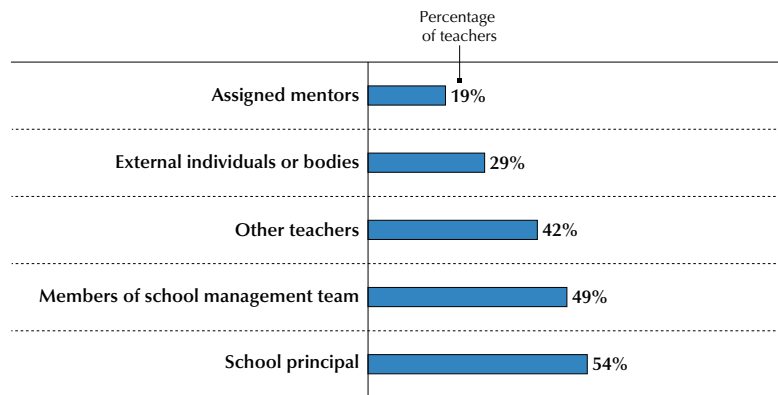
In all TALIS countries, the majority of teachers report receiving feedback on their teaching. On average, 88% of teachers say that they receive feedback in their school. However, in some countries, a significant percentage of teachers report not receiving feedback on their teaching in their school. For example, in Denmark, Finland, Iceland, Italy, Spain and Sweden, between 22% and 45% of teachers say that they have never received feedback in their current school (Table 5.4).



■ Figure 5.6 ■

Teachers' feedback by source of feedback


Percentage of lower secondary education teachers who report receiving feedback from various sources¹



1. Feedback is defined broadly as any communication of the results of a review of an individual's work, often with the purpose of noting good performance or identifying areas for development. The feedback may be provided formally or informally.

Items are ranked in ascending order, based on the source teachers report receiving feedback from.

Source: OECD, TALIS 2013 Database, Table 5.4.

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Peer feedback from other teachers can improve learning and teaching in classrooms and promote collaboration among staff (Kumrow and Dahlen, 2002; MacBeath and McGlynn, 2002). Some studies show that feedback from mentors has a positive impact (Smith and Ingersoll, 2004; Rockoff, 2008).

School leaders have been found to have a good understanding of teachers' effectiveness and are often in a good position to provide effective feedback to improve learning and teaching (Jacob and Lefgren, 2008). More than half of teachers report receiving feedback from their school principal (54% of teachers on average across TALIS countries) or members of the school management team (49% of teachers).

Peer feedback is somewhat less common. On average across TALIS countries, 42% of teachers report that they received feedback on their teaching from other teachers. Feedback from individuals or bodies external to teachers' schools is even less frequently reported by teachers (29% on average).

Feedback from mentors is also not common: On average across TALIS countries, 19% of teachers report that they receive feedback from assigned mentors in their school. However, there is wide variation among the countries. Less than 5% of teachers in Finland, Iceland, Italy, Norway and Sweden report receiving feedback from an assigned mentor compared with more than 40% of teachers in Portugal, Romania and Abu Dhabi (United Arab Emirates). Of course, the percentage of teachers who receive feedback from their mentor is a product of both the nature of the mentor relationship and whether teachers have mentors in the first place (see Chapter 4).

Differences in who provides feedback to teachers within schools may provide an indication of the distribution of responsibilities in schools or, at least, of how the responsibility of providing feedback to teachers is delegated within schools. Some countries have introduced programmes aimed at easing the leadership burden of principals (by disseminating responsibility for appraisal to teachers) and to take advantage of better informed peer appraisals. Programmes of this nature in the United States have also been successful in assessing teacher effectiveness (Goldstein 2004, 2007).

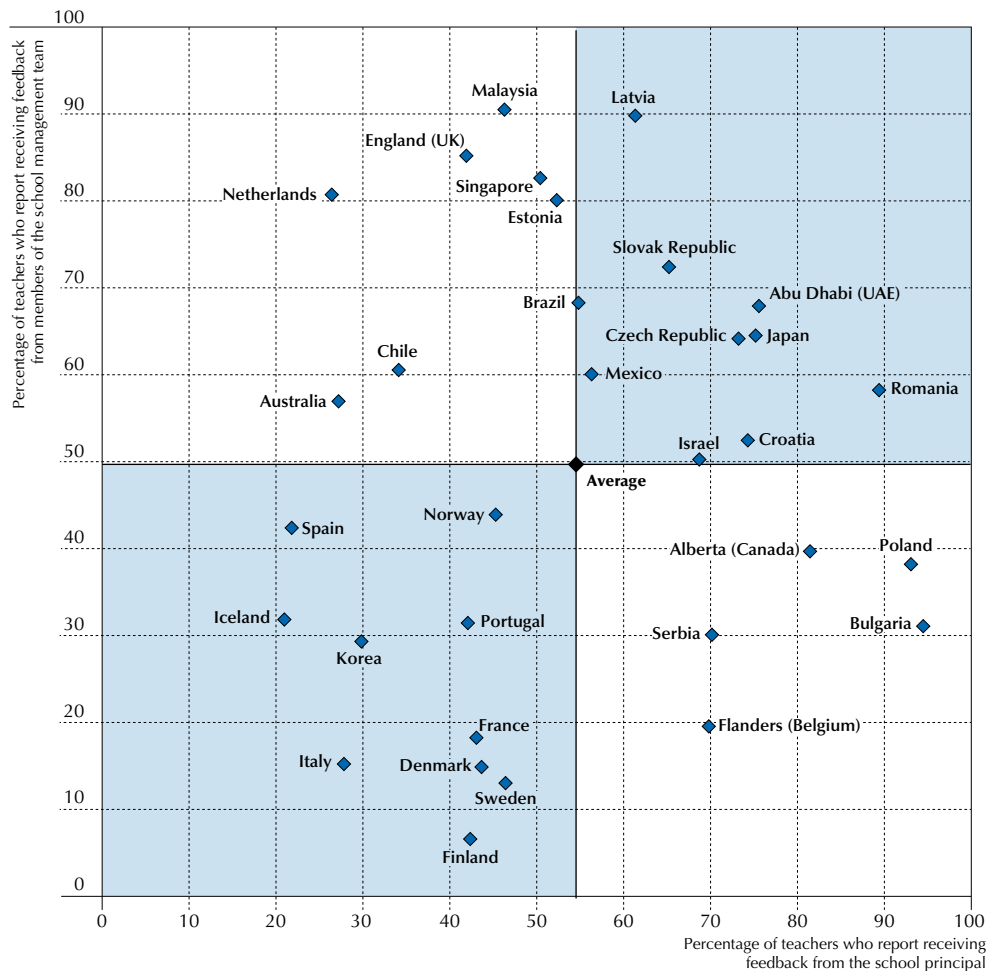
Figure 5.7 (top-left quadrant) shows a group of seven countries (Australia, Chile, Estonia, Malaysia, the Netherlands, Singapore and England [United Kingdom]) where teachers are more likely than average to report receiving feedback from members of the school management team, but less likely than average to report receiving feedback specifically from their school principals (see also Table 5.4). Conversely, in five school systems – Bulgaria, Poland, Serbia, Alberta (Canada) and Flanders (Belgium) – more teachers than average report that they receive feedback from their school principal, but fewer than average report receiving feedback from members of the school management team (see bottom-right quadrant of Figure 5.7). For example, in Bulgaria, 94% of teachers report they received feedback from their school principal,

but only 31% report that they received it from members of the school management team. Differences between these groups may reflect differences in distributed leadership within schools and how the responsibility for providing feedback for teachers is delegated across staff. It may also reflect differences in collaboration between different groups of educators and staff within schools. Further analysis may shed light on these issues and also on how the above differences may be the result of legal or regulatory requirements in countries.


■ Figure 5.7 ■

Teachers' feedback from principals and school management team

Percentage of lower secondary education teachers who report receiving feedback from members of the school management team and the school principal



Source: OECD, TALIS 2013 Database, Table 5.4.

StatLink  <http://dx.doi.org/10.1787/888933041801>

Multiple sources of teacher feedback

Clearly, teachers receive feedback from different people, but most receive feedback from more than one person. Figure 5.8 shows the number of sources of teacher feedback. The TALIS survey asked teachers whether they received feedback on their teaching from external individuals and bodies, their school principal, other members of the school management team, assigned mentors, or other teachers. Teachers who reported receiving feedback from all of these sources are represented in Figure 5.8 as having received feedback from five different sources.

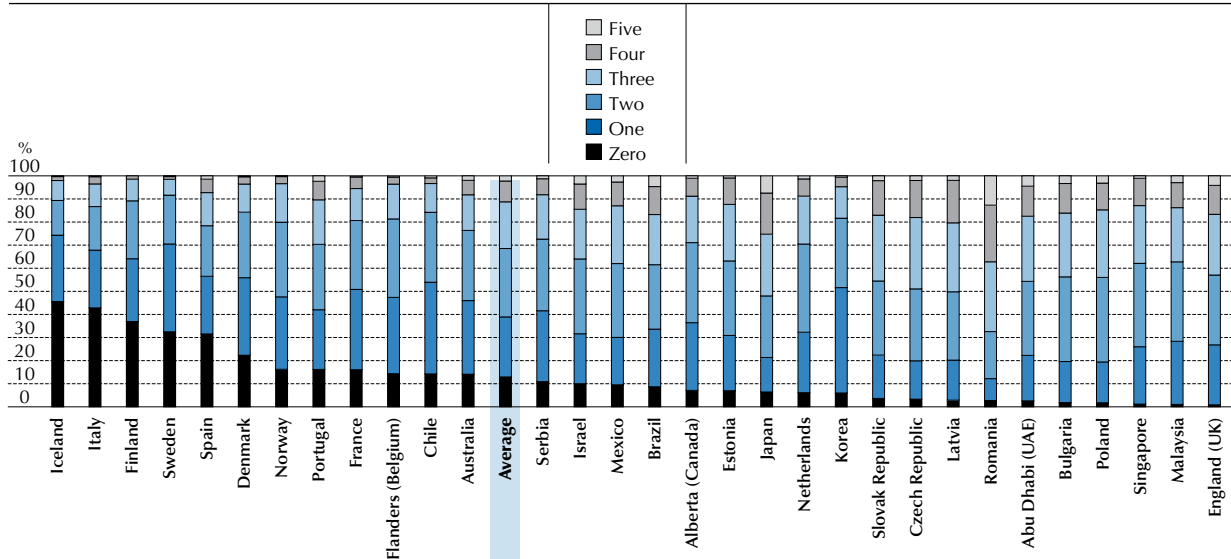
On average across TALIS countries, more than half of teachers (56%) report that they receive feedback from one or two sources. Twenty percent report receiving feedback from three sources, 9% report receiving feedback from four sources and only 2% report receiving feedback from all five sources.



■ Figure 5.8 ■

Sources for teachers' feedback

Percentage of lower secondary education teachers who report receiving feedback from zero, one, two, three, four or all of the five bodies that could provide feedback to teachers^{1,2}



1. Croatia is not presented in this graph because the question on “feedback following assessment of teachers’ content knowledge” was excluded as not applicable for this country.

2. The five bodies included in the survey are: external individuals or bodies, school principal, member(s) of the school management team, assigned mentors and other teachers (not a part of the management team).

Countries are ranked in descending order, based on the percentage of teachers who report not having received any feedback.

Source: OECD, TALIS 2013 Database, Table 5.10.Web.

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In Finland, Iceland, Italy, Sweden and Spain, more than 30% of teachers report that they did not receive feedback on their teaching in their school from any of the five sources identified in the TALIS survey. In contrast, at least 20% of teachers in Japan, Latvia and Romania report receiving feedback from at least four sources.

Box 5.3 presents the reported sources of feedback by teachers in primary and upper secondary schools for those countries that implemented TALIS at these levels.

Box 5.3. Sources of feedback for primary and upper secondary teachers

Tables 5.4.a and 5.4.b present teachers’ reports of the sources of the feedback they receive in their school in primary (ISCED 1) and upper secondary (ISCED 3) education, respectively. There are some interesting differences in the feedback that teachers at different levels of school education report receiving.

On average across the six countries with available data, primary school teachers are more likely to report receiving feedback from their principal than their colleagues in lower secondary schools (67% compared with 58% for these six countries). The difference between lower secondary teachers and upper secondary teachers is much smaller: On average across the 10 countries with available data, 44% of upper secondary school teachers report the same, compared with 48% on average for these countries in lower secondary schools.

Although there is not much difference in terms of the percentages of teachers in primary schools compared with lower secondary schools who report having received feedback from members of the school management team (29% and 31%, respectively), teachers in upper secondary schools are more likely than teachers in lower secondary schools to report the same in the ten countries with available data (49% compared with 42%). This may reflect the larger size of upper secondary schools (see Chapter 2), which may have a larger school management team. This may have consequences for the workloads of school principals at different levels of education and also for the structure of teacher feedback.



More sources of feedback does not automatically equate to better feedback. More information about the precise feedback received by teachers would be needed to make such an assertion. However, multiple sources of feedback could be an indicator of some types of teacher collaboration or distributed leadership within schools (Boston Consulting Group, 2003).

Methods for providing teacher feedback

Feedback to teachers has the greatest impact on classroom learning and teaching when it is based on a comprehensive appraisal of teachers' work (Jacob and Lefgren, 2008). A survey such as TALIS cannot provide complete data on the extent to which a comprehensive appraisal of teachers' work in school is undertaken before providing feedback. However, various inferences can be drawn by analysing the methods of providing feedback to teachers.

TALIS asked teachers about the methods used to provide feedback to them. These methods included feedback following classroom observation, student surveys, assessments of teachers' content knowledge, analysis of student test scores, self-assessments of their work and feedback from parents (including parent surveys).

Classroom observation-based feedback

Classroom observation can act as a quality-assurance mechanism, as people monitor teaching practices and ensure consistency in the quality of teaching across a school (Goldstein, 2004, 2007). Classroom observations that provide constructive and immediate feedback for teachers to improve their teaching can have a significant impact on student learning (Zwart et al., 2007). While observation is possibly perceived as threatening or confrontational for some, teachers say that this method improves teaching and learning and collegiality in schools (Kumrow and Dahlen, 2002). In time, it can help create a culture of sharing and for exchanging ideas across and between schools (Blackwell and McLean, 1996; Munson, 1998).

Table 5.5 shows that on average across TALIS countries, nearly 80% of teachers report that they receive feedback following some sort of classroom observation. In 12 countries (Bulgaria, the Czech Republic, Korea, Latvia, Malaysia, Poland, Romania, Singapore, the Slovak Republic, Abu Dhabi [United Arab Emirates] and England [United Kingdom]), at least 90% of teachers receive feedback following a classroom observation. Given the evidence showing positive links between observation and feedback and improvements in teaching and learning, this should be a positive indicator of teacher development and school improvement. In contrast, less than half of teachers in Finland, Iceland, Italy and Spain report receiving feedback following a classroom observation. As mentioned, these countries have comparatively low percentages of teachers who report receiving feedback in their school.

Student test scores as feedback

TALIS data show that the analysis of student test scores is the next most common practice on which feedback to teachers is based. On average across TALIS countries, 64% of teachers report that they receive feedback on their teaching following analysis of their students' test scores. Again, this is a positive finding given the evidence showing the positive impact of data-based feedback on school improvement and system performance (Barber and Mourshed, 2007). But there is substantial variation across countries. In Brazil, Bulgaria, Korea, Latvia, Malaysia, Mexico, Poland, Romania, Singapore and Abu Dhabi (United Arab Emirates), at least eight in ten teachers report that they received feedback on their teaching following analysis of their students' test scores. In contrast, in Finland, Iceland, and Sweden, less than a third of teachers report receiving feedback in this way.

Content knowledge assessments

Just over half of teachers, on average across TALIS countries, report that the feedback they received was based on an assessment of their content knowledge (55% of teachers on average across TALIS countries). This is particularly common in Latvia, Malaysia, Romania and Abu Dhabi (United Arab Emirates), where more than 80% of teachers report that assessments of their content knowledge are used as a basis for feedback on how to improve their teaching. In some countries, this is uncommon. Less than one-quarter of teachers in Iceland, Spain and Sweden report receiving feedback based on an assessment of their content knowledge. This should not be interpreted as conclusive evidence that these countries do not recognise the importance of content knowledge in effective instruction. There are many reasons why content knowledge may not be emphasised in teacher feedback. For example, teachers' content knowledge may be emphasised in other aspects of teacher training and development. Further analysis of countries' policies and field work in schools would reveal the nuances of how content knowledge is developed and assessed in countries and the interplay of various aspects of education systems.



Using student surveys to provide feedback

Students can be a vital source of feedback for teachers about their individual needs, ways of responding to distinct aspects of teaching, their progress, attitudes and learning habits. Student surveys have been important in the development of teaching in some Australian schools and in programmes in the United States and Canada (Peterson et al., 2003; Wilkerson et al., 2000; Bouchamma, 2005; Jensen and Reichl, 2011).

On average across TALIS countries, 53% of teachers report that the feedback they received is based on student surveys. But this varies widely across countries. Less than one-third of teachers in Finland, Iceland and Sweden report that student surveys are used as a basis for feedback on their teaching. On the other hand, more than three-quarters of teachers in Korea, Latvia, Malaysia and Romania report that student surveys are used in the feedback they receive at their school. Further field work could provide interesting information about the content of student surveys and how they are used to improve school culture and instruction in classrooms.

Feedback from parents

A similar percentage of teachers (53% on average across TALIS countries) report surveys or discussions with parents as a source of feedback in their school. Again, there is wide variation among countries that largely reflects patterns of the use of student surveys for teacher feedback.

One-third or fewer teachers in Iceland, Israel and Sweden report that parent surveys or discussions with parents are used as a basis for the feedback they receive in their school. Again, some other countries are much more likely to use feedback from parents in assessing teachers. For example, more than three-quarters of teachers in Latvia, Malaysia, Romania and Abu Dhabi (United Arab Emirates) report that surveys of and discussions with parents are used as a basis for the feedback they receive on their teaching in their school. Similar patterns are evident with feedback following teachers' self-assessment. On average across TALIS countries, 53% of teachers report receiving feedback following a self-assessment.

Box 5.4 presents the main findings regarding the reported methods of providing feedback to primary and upper secondary teachers for those countries with available data.

Box 5.4. Methods for providing feedback to primary and upper secondary teachers

Tables 5.5.a and 5.5.b present data about the methods for providing feedback to primary school (ISCED 1) teachers and upper secondary school (ISCED 3) teachers, respectively. Overall, the methods of providing feedback to teachers are similar across different levels of school education, although some differences are apparent.

On average, primary school teachers are more likely than teachers at other levels to receive feedback based on surveys of or discussions with parents. Across the six countries with available data, 58% of primary school teachers report receiving feedback based on parent interactions, compared with 50% on average for these same countries in lower secondary schools. On average, 41% of upper secondary school teachers across the ten countries with available data report the same (compared with 51% on average for these same countries in lower secondary schools).

Conversely, feedback based on student surveys was more common in upper secondary schools. On average across the ten countries with available data, 59% of upper secondary school teachers report the use of feedback from student surveys. This compares with 48% for these same countries in lower secondary education. On average across the six countries with available data in primary schools, 46% of teachers report receiving feedback based on student surveys. Presumably, this reflects the challenges associated with surveying students in the earlier years of school education. But in upper secondary schools, student surveys may be preferred to parent feedback because the connection between schools and parents can lessen as students get older.

To provide an overall picture of the nature of teacher feedback in schools, Figure 5.9 presents the percentage of teachers, on average across TALIS countries, who receive feedback from different people based on various mechanisms for providing feedback. For example, the top-left corner of the figure shows that 16% of teachers on average receive feedback from an individual or body external to the school following an observation of the teacher's classroom. The figure highlights that the majority of feedback comes from teachers' school principals and other members of the school management team. Teachers report that these school leaders most frequently use classroom observation as the basis for the feedback they provide to them. On average across TALIS countries, 39% of teachers report receiving feedback at their school in this manner.



In addition, on average across TALIS countries, 32% of teachers report receiving feedback, again based on classroom observations, from other members of the school management team.

■ Figure 5.9 ■


Teachers' feedback by source and type

Percentage of lower secondary education teachers who report having received the following feedback from different bodies and the percentage of teachers who report not having received the following feedback¹

	Feedback following classroom observation	Feedback from student surveys	Feedback following assessment of teachers' content knowledge	Feedback following analysis of student test scores	Feedback following self-assessment of teachers' work	Feedback from surveys or discussion with parents
	%	%	%	%	%	%
External individuals or bodies	16	8	11	9	6	8
School principal	39	19	20	24	24	23
Member(s) of school management team	32	22	20	27	22	22
Assigned mentors	12	6	9	7	7	5
Other teachers (not a part of the management team)	24	15	15	18	12	14
I have never received this type of feedback in this school	21	45	44	35	46	45

1. Teachers can receive feedback from more than one body at the same time, meaning that percentages will not add up to 100%.

Source: OECD, TALIS 2013 Database, Tables 5.5.Web.1, 5.5.Web.2, 5.5.Web.3, 5.5.Web.4, 5.5.Web.5 and 5.5.Web.6.

StatLink  <http://dx.doi.org/10.1787/888933041839>

Peer feedback

Peer feedback can increase collaboration, which, in turn, helps improve student learning as teachers jointly reflect on diagnosing student learning, lesson design and teaching approaches (Richards and Lockhart, 1992). Teachers discuss alternative teaching approaches, observe each other's classes, re-examine content and identify and solve problems in teaching the content (Kennedy, 2005).

Across countries, peer feedback is less commonly reported by teachers than feedback from school leaders, but it is still an important avenue of feedback for a number of teachers (Table 5.4). On average, nearly one-quarter of teachers (24%) report receiving feedback from peers following an observation of their classroom teaching. In the Netherlands and Norway, however, this number is 40%, and in Korea 73% of teachers report receiving feedback from their colleagues after an observation. Between 12-18% of teachers, on average across TALIS countries, report receiving feedback from peers based on other sources of information, such as an analysis of student test scores, an assessment of teachers' content knowledge or discussions with parents.

Multiple sources of feedback

Given the complexity of teachers' roles and responsibilities, it may be most accurate and instructive to gather multiple sources of evidence about teacher practices (Danielson, 2007; Peterson, Wahlquist and Bone, 2000; Marshall, 2005). However, this doesn't necessarily mean that more methods of providing feedback result in higher-quality feedback. For example, multiple sources of feedback may increase the likelihood of conflicting messages. The quality of the feedback provided is paramount, but TALIS does not collect the information required to make detailed assessments of the quality of feedback.

However, TALIS does ask teachers about the number of methods used to provide feedback on their teaching (Figure 5.10). Specifically, teachers are asked whether they receive any of six specific methods of feedback: feedback following classroom observation, student surveys, assessment of teachers' content knowledge, analysis of student test scores, self-assessment of teachers' work and surveys of or discussion with parents. Teachers receiving feedback based on all six methods, as indicated in Figure 5.10, may be receiving more comprehensive feedback on their teaching than teachers receiving it from a single source.

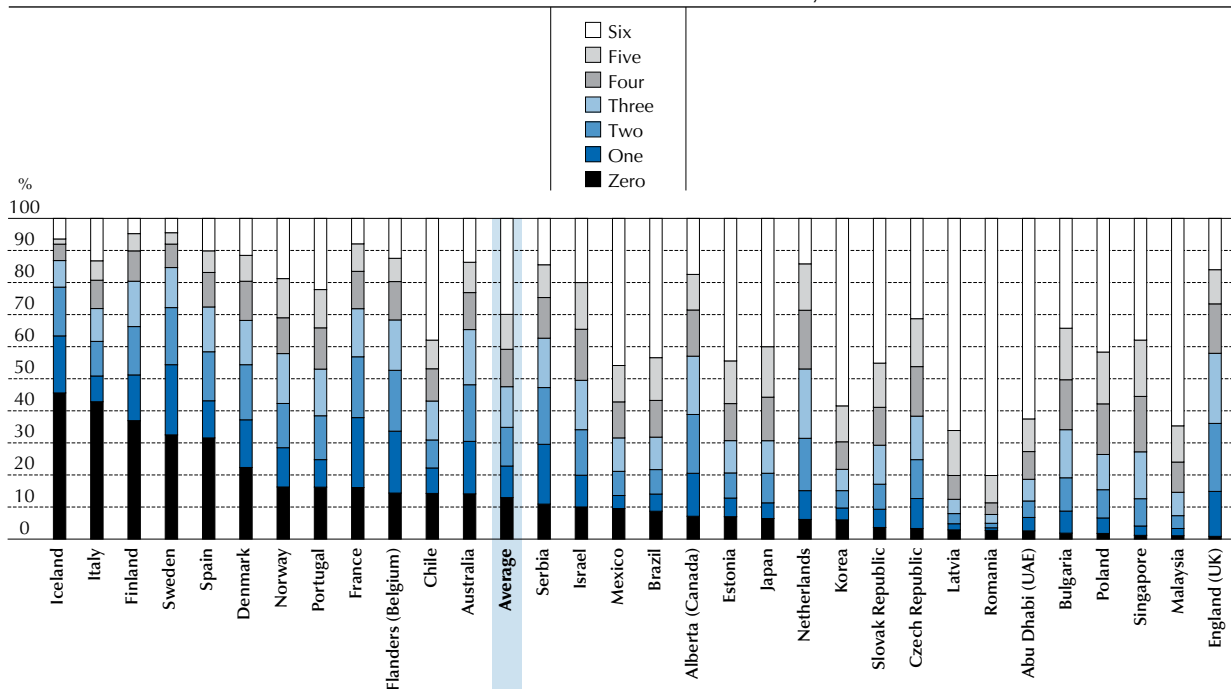
There is a relatively even distribution across the number of sources of feedback for teachers. On average across TALIS countries, 13% of teachers report receiving no feedback on their teaching, and between 10%-13% of teachers report receiving feedback from either one (10% of teachers), two (12% of teachers), three (13% of teachers), four (12% of teachers) or five (11% of teachers) different sources. However, 30% of teachers report receiving feedback from all six sources identified in the TALIS survey. In addition, at least half of teachers in Korea, Latvia, Malaysia, Romania and Abu Dhabi (United Arab Emirates) report receiving feedback on their teaching from all six sources.



■ Figure 5.10 ■

Methods for teachers' feedback

Percentage of lower secondary education teachers who report receiving feedback for zero, one, two, three, four, five or all of the six methods surveyed for teacher feedback^{1,2}




1. Croatia is not presented in this graph because the question on “feedback following assessment of teachers’ content knowledge” was excluded as not applicable for this country.

2. Surveyed items are: “feedback following direct observation of your classroom teaching”, “feedback from student surveys about your teaching”, “feedback following an assessment of your content knowledge”, “feedback following an analysis of your students’ test scores”, “feedback following your self-assessment of your work (e.g. presentation of a portfolio assessment)” and “feedback following surveys or discussions with parents or guardians”.

Countries are ranked in descending order, based on the percentage of teachers who report not receiving any feedback.

Source: OECD, TALIS 2013 Database, Table 5.11.Web.

StatLink  <http://dx.doi.org/10.1787/888933041858>

Teachers receiving feedback from all six sources may be working in schools with well-functioning systems of teacher feedback. Yet caution should be applied in interpreting the data in this way. TALIS does not have data on the frequency of teacher feedback. Hence, even though 30% of teachers report that they receive feedback in their school from all six sources identified in the TALIS survey, there may be substantial variation in the frequency of feedback received by this percentage of teachers. And, as mentioned previously, TALIS does not measure the quality of such feedback.

Focus of teacher feedback

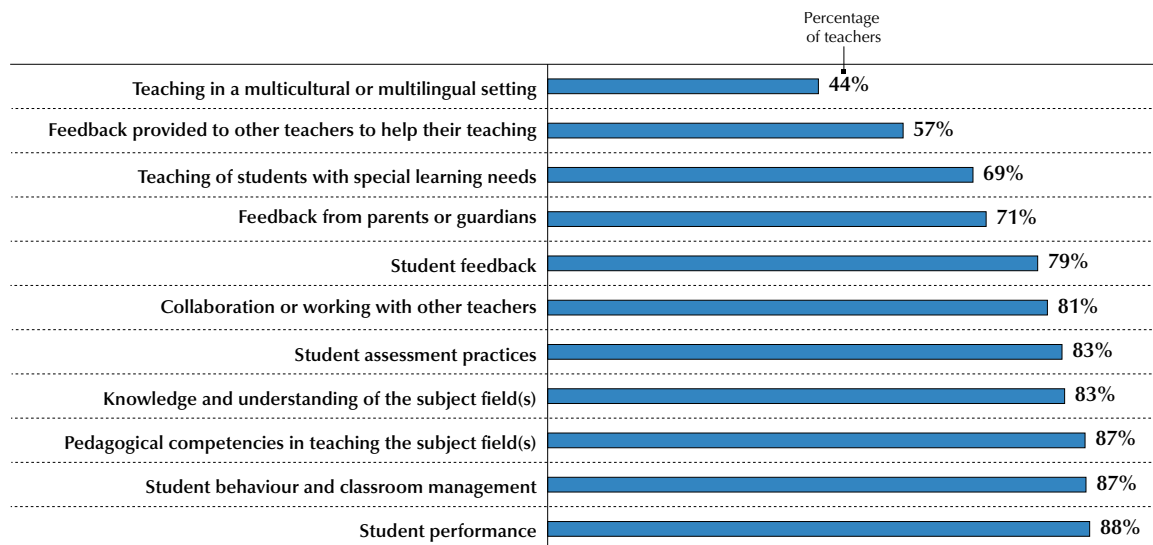
What the data cited in the previous section do show is that on average across TALIS countries, a sizable proportion of teachers is getting feedback from multiple sources based on a number of different methods for appraising teaching (e.g. classroom observation). But what is the focus of such feedback? Table 5.6 and Figure 5.11 present teachers’ reports of the different areas that have been emphasised in the feedback they receive at their school. It distinguishes between eleven aspects of school education and teaching and learning in classrooms: student performance, knowledge and understanding of subject fields, pedagogy, student assessment, student behaviour and classroom management, teaching students with special learning needs, teaching in a multicultural or multilingual setting, feedback that is developmental, feedback from parents, feedback from students and professional collaboration. (For the exact wording of the questions posed to teachers in these areas, see the questionnaires in the *TALIS Technical Report* [OECD, 2014]).

On average across TALIS countries, most teachers report that virtually all of the 11 aspects of teachers’ work are emphasised (with moderate or high importance) in the feedback they receive in their school. Nearly nine in ten teachers, on average across TALIS countries, report that student performance, teachers’ pedagogical competency in their subject field, and student behaviour and classroom management are strongly emphasised in the feedback they receive in their school.

■ Figure 5.11 ■


Emphasis of teacher feedback

Percentage of lower secondary education teachers who report that the feedback they received emphasised the following issues with a “moderate” or “high” importance



Items are ranked in ascending order, based on the percentage of teachers who report that the feedback they received emphasised the issue with a “moderate” or “high” importance.

Source: OECD, TALIS 2013 Database, Table 5.6.

StatLink  <http://dx.doi.org/10.1787/888933041877>

Feedback from students is reported as having a moderate or high emphasis in the feedback teachers receive for 79% of teachers, on average across TALIS countries. Fewer teachers (71%) report that parent surveys are emphasised with moderate or high importance in the feedback teachers receive about their work. Box 5.5 provides concrete examples from Norway and Sweden of how student feedback has been used to help teachers improve their teaching.

Box 5.5. Using student feedback to help teachers improve their teaching in Norway and Sweden

In Norway, principles and guidelines have been developed for teacher appraisal by students. Student surveys are provided for teachers who want to use them and focus on teaching practices that are relevant for student learning, such as adapted education and feedback to students, as well as questions on the general context of teaching, such as materials and physical conditions. Students’ self-assessment and assessment of peers also permits analysis of how student effort and motivation influences the learning environment.

The teacher and a group of students prepare a report on their analysis of results and changes they have agreed to make. This report, together with relevant data, is submitted to the teachers’ closest supervisor. While not all stakeholders agree with the recommendations that have emerged from this project, most have accepted the general idea that student views are an important source of feedback that teachers can use to improve their practice.

Reflecting the student-centred approach to education in Sweden, teachers often conduct surveys among their students with the aim of obtaining feedback on their teaching practices. These surveys are organised at the teachers’ own initiative and results are used exclusively by the teacher concerned, often in interaction with the students.

Sources: Nusche et al., 2011a; Nusche et al., 2011b.

Box 5.6 presents comparisons of the emphasis of teacher feedback between TALIS 2008 and TALIS 2013 data for those countries that participated in both cycles.



Box 5.6. Comparing the emphasis of teacher feedback, TALIS 2008 and TALIS 2013

Table 5.6.c provides a comparison between the percentage of teachers in 2008 and 2013 who report receiving feedback that focuses, with moderate or high importance, on student performance, knowledge and understanding of their subject field(s), teaching students with special learning needs, teaching in a multicultural or multilingual setting, and student feedback. On average for countries that participated in both cycles, a larger number of teachers in 2013 than in 2008 report an emphasis placed on student performance in the feedback. However, on average for countries that participated in both cycles, there is very little difference in the percentage of teachers reporting a strong focus on most of the other areas in the feedback they receive, although more data are needed to identify long-term trends.

The only clear exception is the emphasis on student performance in the feedback teachers report receiving. On average across TALIS countries that participated in both TALIS cycles, 67% of teachers reported a strong emphasis on student performance in TALIS 2008. This percentage reaches 87% in TALIS 2013. This difference is particularly evident in the following countries:

- **Australia:** 51% of teachers reported a moderate or high importance placed on student performance in the feedback they received in TALIS 2008 compared with 88% of teachers in TALIS 2013
- **Denmark:** 29% of teachers in TALIS 2008 compared with 72% of teachers in TALIS 2013
- **Iceland:** 45% of teachers in TALIS 2008 compared with 78% of teachers in TALIS 2013
- **Italy:** 62% of teachers in TALIS 2008 compared with 95% of teachers in TALIS 2013
- **Norway:** 47% of teachers in TALIS 2008 compared with 73% of teachers in TALIS 2013
- **Portugal:** 64% of teachers in TALIS 2008 compared with 95% of teachers in TALIS 2013

This may reflect the greater emphasis placed on student performance by governments and administrators in many countries over this period. For example, in Australia, national student assessments were introduced in 2008 and have played a significant role in education reform and school improvement debates across the country (Zanderigo, Dowd and Turner, 2012). A natural consequence is for this to have an impact on the feedback teachers receive. If the feedback is constructive and implemented as part of an effective programme, it might be possible to trace the links between reforms to introduce student assessments, a greater emphasis in teacher feedback and an improvement in teaching that lifts student performance. TALIS does not collect data on teaching effectiveness but does highlight potential links between policy reforms and teacher feedback and development.

In most countries, there is also a higher reported emphasis placed on teaching students with special learning needs in teachers' feedback. On average across TALIS countries, 68% of teachers reported that teaching students with special learning needs is given a strong emphasis in the feedback they receive in their school. This compares with 58% in TALIS 2008. This finding is also interesting given the needs that teachers expressed for professional development in this area in both cycles of TALIS. (See Chapter 4.)

Box 5.7 examines the focus of teacher feedback as reported by teachers in primary and upper secondary schools for those countries that implemented TALIS at these levels of education and highlights the main differences found between levels of education.

Box 5.7. Focus of feedback for primary and upper secondary teachers

Tables 5.6.a and 5.6.b present data on the focus of feedback for teachers in primary (ISCED 1) and upper secondary (ISCED 3) education, respectively. Again, the data reinforce that the structure of teacher feedback is similar across different levels of education. However, there are some noteworthy differences.

On average, upper secondary school teachers report that the feedback they receive has considerably less emphasis on teaching students with special learning needs compared with primary school teachers and lower-secondary school teachers. On average across the six countries with available data, 74% of primary school teachers report

...



Box 5.7. **Focus of feedback for primary and upper secondary teachers** (cont.)

receiving feedback on their teaching with a moderate or high importance placed on teaching students with special learning needs. This compares with 61% on average for these same countries for lower secondary teachers. In the ten countries with available data in upper secondary schools, only 49% of teachers on average report the same (compared with 62% for these same countries in lower secondary schools).

Again, the emphasis on parents' feedback is lower for upper secondary school teachers. On average across the ten countries with available data, 54% of upper secondary school teachers report receiving feedback at their school based on feedback from parents or guardians. This compares with an average of 70% for their colleagues in lower secondary schools in these same countries. Across the six countries with available data in primary schools, 74% of primary school teachers on average report the same (compared with 65% for the same countries in lower secondary schools).

OUTCOMES OF TEACHER APPRAISAL AND FEEDBACK

It is interesting to learn that teachers across countries are receiving appraisal and feedback, in many instances from a variety of sources and using several methods. But an equally important discussion concerns the outcomes of teacher appraisal and feedback. In other words, where does all of this lead? Research shows that feedback to teachers can have a number of positive impacts, ranging from a personal impact on teachers to an impact on their career, their development and their teaching. Each of these areas highlights the benefits of feedback in school education (Hattie, 2009).

First, feedback to teachers plays a positive role in recognising the work of teachers and in improving the enjoyment of their jobs. As shown in Table 5.7, on average across TALIS countries, 61% of teachers report moderate or large change in public recognition after the feedback they receive in their schools. Between countries, this ranges from at least three-quarters of teachers in Bulgaria, Japan, Malaysia and Romania, to less than half of teachers in Australia, Iceland, Portugal, Singapore, Alberta (Canada) and England (United Kingdom).

Slightly more teachers (63% on average across TALIS countries) report an increase in job satisfaction and job motivation (65% on average across TALIS countries). This is particularly pronounced in Bulgaria, Chile, Italy, Japan, Malaysia, Mexico and Romania, where more than three-quarters of teachers report an increase in job satisfaction and motivation. In addition, on average across TALIS countries, 71% of teachers report that the confidence they have in their teaching abilities increases after receiving feedback on their work in their school.

Nearly three-quarters of teachers, on average across TALIS countries, report a moderate or large increase in their confidence as a teacher after receiving feedback on their work. This outcome was common across all TALIS countries, with only Australia, Iceland, the Netherlands, Portugal, Spain and England (United Kingdom) having less than 60% of teachers report such an increase in confidence following feedback on their work.

Box 5.8. **Using appraisal results for professional development in Korea**

In Korea's Teacher Appraisal for Professional Development programme, a report collates teacher evaluation sheets. This includes the results of peer reviews conducted within each school. Using the evaluation sheets, each teacher writes a "plan for professional development (including training attendance plans)" and submits it to the appraisal management committee, which then compiles a report for the principal and vice-principal.

Based on appraisal results, local education authorities grant those teachers considered to be excellent a "study and research year" (similar to the sabbatical year given to university faculty) as an opportunity to participate in professional development activities. Underperforming teachers are obliged to participate in short- to long-term training programmes according to their appraisal results. Regardless of appraisal outcomes, local education offices support teachers with customised self-training programmes, fostering an atmosphere of self-study and self-improvement among teachers.

Source: Kim et al., 2010.



Some of the main policy recommendations regarding teacher appraisal stemming from the OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* include ensuring that teacher appraisal feeds into professional development and school development and establishing links between teacher appraisal and career-advancement decisions (OECD, 2013a). TALIS data show that these policy directions are not in place in all participating countries. Just under half of teachers on average report that their feedback has directly led to a positive change in the amount of professional development they undertake. This positive outcome is less common in Australia, the Czech Republic, Finland, France, Iceland, Norway, Sweden and England (United Kingdom), where less than one-third of teachers report this as a positive outcome of their feedback. Box 5.8 presents an example of how appraisal results are used for teachers' professional development in Korea.

Teacher feedback is also linked to teachers' careers and their jobs. On average across TALIS countries, just over one-third of teachers report that the feedback they receive is linked to the likelihood of their career advancement.

More than half of teachers (55% on average across TALIS countries) report that the feedback they receive in their school has an impact on their job responsibilities. This is especially encouraging for school improvement if feedback is based on a comprehensive appraisal of teachers' work, and then, after feedback is provided, teachers' job responsibilities are altered to better match their skills to specific jobs in schools. This would, in theory, increase school effectiveness.

While teacher feedback is related to changes in job responsibilities for most teachers, and career advancement for just over one-third of teachers on average, fewer teachers report that it is linked to their salary. On average across TALIS countries, 25% of teachers report that the feedback they receive has had a moderate or large positive impact on their salary (or they have received a financial bonus).

Box 5.9 provides an example of how teacher appraisal can be directly linked not only to financial bonuses but to specific career pathways that reflect teachers' strengths and interests.

Box 5.9. **Singapore: Linking teacher appraisal to career pathways**

Singapore's Enhanced Performance Management System (EPMS) is a developmental tool to help teachers achieve their aspirations in the Education Service. It was established after an extensive and comprehensive process of consultation with teachers from all levels. It is a structured process for setting work targets, appraising performance based on expected competencies and helping teachers identify areas for growth and plan for development accordingly. Regular discussions between teachers and their supervisors using the EPMS ensure that teachers who have done well are recognised and rewarded, while those who need to improve their performance are coached. This process thus helps teachers progress along their career track.

The Ministry of Education provides teachers with three career tracks to meet different professional aspirations and interests:

- The Teaching Track provides advancement opportunities for teachers who are keen to pursue a career in classroom teaching through progression to senior teacher, lead teacher, master teacher or principal master teacher. These senior teachers will take on mentoring roles as they impart their expertise and experience to their colleagues and develop new pedagogies to meet learning needs.
- The Leadership Track presents teachers with opportunities to take on management and leadership positions in schools or at the Ministry of Education.
- The Senior Specialist Track is for teachers who are more inclined towards more specialised areas where deep knowledge and skills are essential for breaking new ground in educational developments.

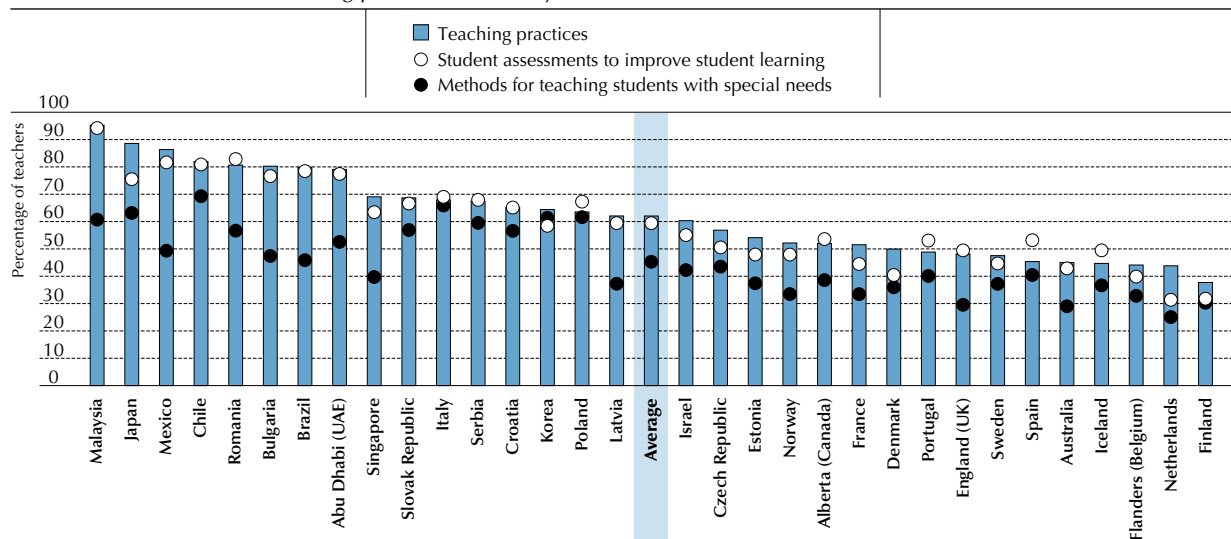
Source: Ministry of Education, Singapore.

The impact of teacher feedback on classroom teaching is the most important part of this analysis given the influence of effective teaching on student learning. It is encouraging that most teachers report that the feedback they receive results in changes in classroom teaching (Figure 5.12). On average across TALIS countries, 62% of teachers report that the feedback they receive in their school led to a moderate or large positive change in their teaching practices (Table 5.7).

■ Figure 5.12 ■

Outcomes of teacher feedback

Percentage of lower secondary education teachers who report a “moderate” or “large” positive change in the following practices after they received feedback on their work at their school



Countries are ranked in descending order, based on the percentage of teachers who report a “moderate” or “large” positive change in their teaching practices after they received feedback on their work at their school.

Source: OECD, TALIS 2013 Database, Table 5.7.

StatLink <http://dx.doi.org/10.1787/888933041896>

Looking at the details of specific teaching practices, more than half of teachers report that the feedback they received in their school led to moderate or large positive changes in their use of student assessments to improve student learning (59% of teachers) and classroom-management practices (56% of teachers). Moreover, 45% of teachers on average report that the feedback they receive leads to moderate or large positive changes in their methods for teaching students with special needs.

These findings emphasise the developmental nature of feedback and how it can have a direct impact on classroom teaching. This doesn't mean that all feedback has a direct impact on teaching. Some feedback will be particularly beneficial to teachers and some may have little impact. For example, on average across TALIS countries, 69% of teachers report receiving feedback that emphasised teaching students with special learning needs. However, only 45% report that the feedback they receive resulted in a moderate or large change in their teaching of students with special learning needs.

Box 5.10 presents the positive outcomes of the feedback reported by teachers in primary and upper secondary schools for those countries with available data.

Box 5.10. **Outcomes of feedback for primary and upper secondary education teachers**

Tables 5.7.a and 5.7.b present teachers' reports of the outcomes of the feedback they receive in their school in primary (ISCED 1) and upper secondary (ISCED 2) education, respectively. Both largely reflect the findings of lower secondary teachers, with one clear exception.

On average across the six countries with available data, a larger proportion of primary school teachers report that the feedback they receive leads to a moderate or large change in the methods they use to teach students with special learning needs (52%), compared with the average in those same countries for lower secondary schools (41%). In the ten countries with available data in upper secondary schools, even fewer teachers report this outcome following the feedback they receive (35% compared with 43% for these same countries in lower secondary schools). This aligns with the data presented in Tables 5.6.a and 5.6.b, which show, on average, that the feedback that upper secondary school teachers receive has less of an emphasis on teaching students with special learning needs.



Box 5.11 presents comparisons of teachers’ reports of the outcomes of the feedback they received in 2008 during the first cycle of TALIS and the responses obtained from teachers in 2013 for those countries that participated in both surveys.

Box 5.11. Comparing the outcomes of teacher feedback, TALIS 2008 and TALIS 2013

Table 5.7.c compares teachers’ reports in TALIS 2008 and TALIS 2013 on the likelihood that the appraisal and feedback they receive in their school leads to a moderate or large change in the likelihood of their career advancement. Comparing countries that participated in both TALIS cycles, in 2008, just 17% of teachers reported that appraisal and feedback was linked to their career advancement, compared with 35% of teachers in TALIS 2013. While two data points are too few to identify a trend, it can be seen as encouraging that in a relatively short time, the percentage of teachers who receive feedback linked to their career advancement has more than doubled.

Similar findings are evident in the outcomes of formal teacher appraisal as reported by school leaders and presented earlier in this chapter (Table 5.3). For example, on average across TALIS countries, one-third of teachers work in schools where their school principal reports that formal teacher appraisal at least sometimes results in a change in teachers’ salary or pay. In addition, 70% of teachers work in schools where their school principal reports that formal teacher appraisal is linked to changes in teachers’ job responsibilities. At least when it comes to outcomes, there are strong similarities in teachers’ reports of the feedback they receive in their school and what school principals report about formal appraisal in their school.

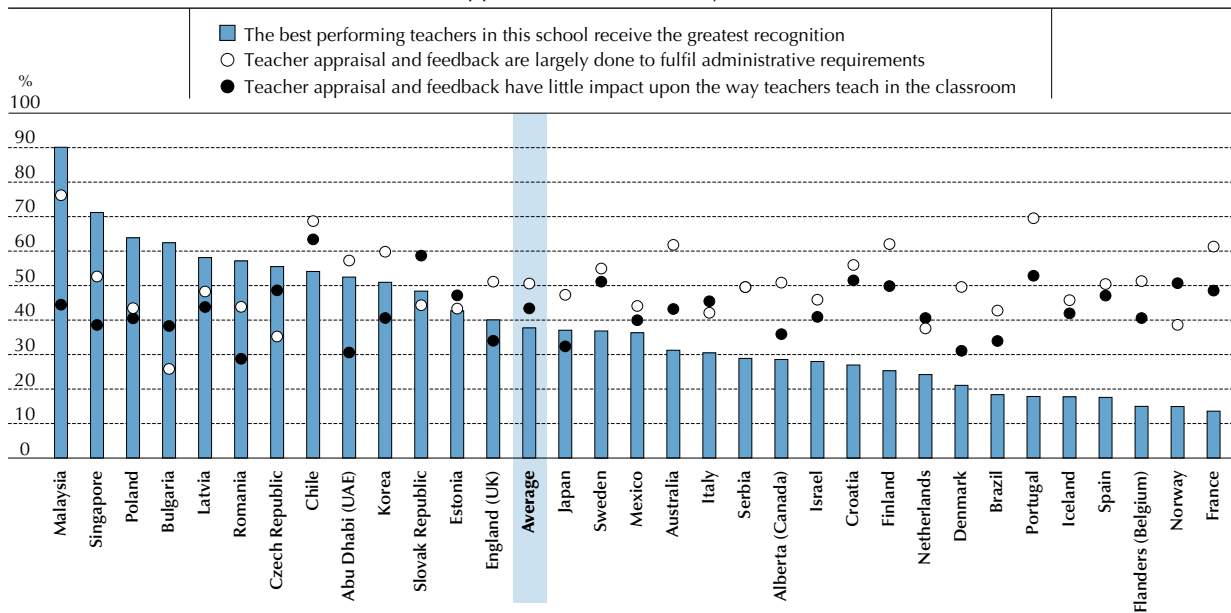
PERCEPTIONS OF TEACHER APPRAISAL AND FEEDBACK SYSTEMS IN SCHOOLS

A number of teachers perceive that systems of teacher appraisal and feedback in their school are more generally often disconnected from both the development of teaching and learning in classrooms and systems of teacher recognition. As shown in Table 5.8 and Figure 5.13, on average across TALIS countries, 43% of teachers report that the teacher appraisal and feedback system in their school has little impact on classroom teaching.

■ Figure 5.13 ■

Impact of teacher appraisal and feedback systems in schools

Percentage of lower secondary education teachers who “agree” or “strongly agree” with the following statements about teacher appraisal and feedback systems in their school



Countries are ranked in descending order, based on the percentage of teachers who “agree” or “strongly agree” that the best performing teachers in their school receive the greatest recognition.

Source: OECD, TALIS 2013 Database, Table 5.8.

StatLink <http://dx.doi.org/10.1787/888933041915>



On average across TALIS countries, just more than half of teachers report that teacher appraisal and feedback in the school is largely undertaken to fulfil administrative requirements (Table 5.8 and Figure 5.13). Only in Bulgaria do less than 30% of teachers report that appraisal and feedback are largely done to fulfil administrative requirements, whereas in Malaysia more than three-quarters of teachers report the same.

This is highly informative for policy makers. For many teachers, appraisal and feedback systems are in place in the school but only provide an administrative exercise that is not having the desired impact on classroom teaching (and therefore on student learning). This may indicate that policies that require teacher appraisal and feedback are not having their desired impact. Reform-minded policy makers may need to recognise that implementing new systems of teacher appraisal and feedback – or any form of performance management – is a difficult process in any setting, let alone in schools that do not have a history of effective teacher appraisal and feedback. These cases may necessitate a focus on the behavioural and often cultural change that is required in schools for these reforms (Fullan, 2010).

Teachers report that teacher appraisal and feedback in their school does not lead to any positive or negative consequences for the majority of teachers. On average across TALIS countries, less than 40% of teachers report that the best-performing teachers in their schools receive the greatest recognition (e.g. rewards, additional training or responsibilities) or that a teacher would be dismissed for consistently underperforming (31%).¹

It may not be surprising, given the evidence showing that relatively few teachers are dismissed due to poor performance (Boston Consulting Group, 2003), that most teachers report that sustained underperformance does not lead to dismissal of teachers in their school. But the lack of connection between teacher appraisal and feedback and recognising good performance may be disappointing to many policy makers and those interested in teacher development and professional recognition.

Recognition can take numerous forms, such as additional development opportunities and changes in job responsibilities. The perceived separation between teacher appraisal and feedback and teacher recognition reinforces the finding that the former is not being sufficiently linked to the improvement and development of teaching practices in schools. But comprehensive appraisal and feedback systems not only direct improvements in classroom teaching, they also inform how human resources are employed within schools. It appears this is not occurring in most schools, which could lead to an inefficient use of teachers' talents and skills, particularly if such skills are not being developed effectively.

Box 5.12. **Comparing outcomes of teacher appraisal and feedback, TALIS 2008 and TALIS 2013**

While two data points are not enough to identify a trend, it seems that across the countries that participated in both cycles of TALIS, more teachers in TALIS 2013 than in TALIS 2008 report that the best-performing teachers are being recognised in their school. Table 5.8.c shows that in TALIS 2008, only 26% of teachers reported that the best teachers in their school receive the greatest recognition. In 2013, 36% of teachers report that the best teachers in their school received the greatest recognition. This difference was most pronounced in Australia (9% of teachers in TALIS 2008 reported that the best-performing teachers in their school received the greatest recognition, compared with 31% of teachers in 2013), Korea (10% of teachers in TALIS 2008 compared with 51% in TALIS 2013) and Malaysia (53% of teachers in TALIS 2008 compared with 90% in TALIS 2013).

Also, in a number of countries, fewer teachers report that in their school, underperforming (on a sustained basis) teachers will be dismissed. While there is little difference on average across TALIS countries between 2008 and 2013, there are substantial differences in teacher reports in some countries in TALIS 2013 compared with TALIS 2008. For example, there were differences in teachers' reports in Bulgaria (65% of teachers in TALIS 2008 reported that consistently underperforming teachers in their school would be dismissed, compared with only 48% in TALIS 2013), Iceland (36% of teachers in TALIS 2008 compared with 24% of teachers in TALIS 2013) and Poland (34% of teachers in TALIS 2008 compared with 17% of teachers in TALIS 2013). This does not necessarily mean that schools in these countries are comprehensively addressing underperformance. That would require a mix of appraisal, feedback and development opportunities, and TALIS did not collect comprehensive data on complete systems of addressing underperformance.

This situation builds on issues identified in TALIS 2008. TALIS 2008 found that teacher appraisal and feedback have a strong positive influence on teachers and their work. Teachers reported that appraisal and feedback increased their job satisfaction and, to some degree, their job security, and that these assessments significantly increased their



development as effective teachers. However, teachers' reports from TALIS 2008 also showed that teacher appraisal and feedback are underdeveloped in many countries (OECD, 2009). Box 5.12 provides some comparisons between teachers' perceptions of the outcomes of appraisal and feedback systems in their school between TALIS 2008 and TALIS 2013.

DOES SCHOOL AUTONOMY MAKE A DIFFERENCE TO TEACHER APPRAISAL AND FEEDBACK?

Considerable analyses have been made of the impact of school autonomy on student performance (e.g. OECD 2010, 2011, 2013b). Some schools excel when given increased autonomy (Caldwell and Spinks, 2013). They innovate and reform schooling in numerous ways (Hargreaves, 2010, 2012). Much of this research does not claim that a causal link exists between school autonomy and student performance. Instead, it emphasises the advantages of school autonomy as part of a comprehensive strategy for school and system improvement (Caldwell and Spinks, 2008).

The reports from the OECD Programme for International Student Assessment (PISA) have estimated the impact of school autonomy on student performance and found a positive relationship (OECD 2010, 2013). But little is understood of how autonomy changes the way schools operate. TALIS provides some opportunities to analyse this issue with the present data and in the future.

A complete analysis of all aspects of school autonomy and its impact on how schools operate is not possible with the current TALIS data. But it is possible to explore how this issue could be analysed by examining the relationship between one aspect of school autonomy and how it relates to differences in teacher appraisal and feedback.

In theory, schools with greater decision-making responsibilities for teacher performance management should be able to develop their own effective systems of teacher appraisal and feedback. This reflects a number of arguments have been made in favour of autonomy:

- **Schools have local knowledge:** School leaders know more about their school than a centralised authority does. They can therefore make more informed decisions (Woessmann et al., 2009; Hoxby, 1999). For example, a school principal may know better which teachers should receive the greatest increases in salary.
- **Each school must respond to its specific circumstances:** Central policies designed for all schools may not be the best fit for individual schools (Chubb and Moe, 1990, p. 14; Angus and Olney, 2011, pp. 11-12). In addition, school autonomy can help empower school leaders to develop the policies that best improve learning and teaching in their specific school (Caldwell and Spinks, 2008).
- **Autonomy allows schools to experiment and find what works:** Innovation can increase as school leaders use their greater freedom to come up with new solutions and programmes (Greene et al., 2010, p. 6; Witte, 1990, p. 39).
- **Using local information can lead to more efficient outcomes:** Budgets determined at the local level can lead to more specific expenditures that better suit each school, with fewer resources spent on non-essential items (Odden and Busch, 1998; Clark, 2009).
- **Schools will become more accountable for outcomes:** Autonomous leaders often feel more responsibility for school performance. For example, a school autonomy pilot programme in the Australian state of New South Wales found that many principals understood the accountability that came with greater autonomy (Department of Education and Communities [NSW], 2011, p. 26).
- **Autonomy should foster a sense of ownership in school management:** Greater school autonomy and accountability can engender a strong sense of ownership among staff. Ownership can increase innovation and effective reforms in schools (Triant, 2001, p. 4; Hargreaves and Hopkins, 1991, p. 7).

Given the perceived benefits of school autonomy, it is pertinent to analyse how schools with different levels of autonomy appraise and provide feedback to their teachers.

School autonomy is more complex than is often portrayed. It is not the case that a school simply has autonomy or does not. Schools have different levels of autonomy over different aspects of decision making (see Chapters 2 and 3 for the TALIS 2013 data in this area). A more nuanced understanding can be gained from examining how schools operate and respond to various aspects of autonomy. In this case, a specific aspect of autonomy was selected for further analysis.



Table 5.9 presents differences in levels of school autonomy over the responsibility for determining teachers' salary increases and teachers' reports of teacher appraisal and feedback in schools with different levels of school autonomy.

On average across TALIS countries, 29% of teachers work in schools where their school principal reports that significant responsibility for determining teachers' salary increases resides at the school level. Only 8% of school principals report that this responsibility was shared between the school and higher levels, while 62% of school principals report that the responsibility for determining teachers' salary increases lies at a higher administrative level. There is therefore a clear contrast between the 29% of schools that have responsibility for determining teachers' salary increases (and therefore have a high level of autonomy in this areas) and the 62% that do not (which have a low level of autonomy in this area).

But there is variation among countries. More than 80% of school principals reported that significant responsibility for determining teachers' salary increases resides at the school level in the Czech Republic, the Netherlands, the Slovak Republic, Sweden and England (United Kingdom). And in Bulgaria, Estonia and Latvia, at least one-quarter of school principals reported that significant responsibilities for determining teachers' salary increases is shared between the school and higher administrative levels (Table 5.9).

Such differences can arise for a number of reasons, including administrative, institutional, historical and regulatory differences, and can affect the level of autonomy in schools. The question then becomes how and whether this level of autonomy impacts the way in which schools operate. To start to analyse this issue, comparisons can be made between teacher appraisal and feedback in schools with low and high levels of autonomy.

The second portion of Table 5.9 compares teachers' reports of teacher appraisal and feedback in these two categories of schools. There is little overall difference in teachers' reports of appraisal and feedback in schools with different levels of this aspect of autonomy. For example, on average across TALIS countries, 38% of teachers in schools with autonomy over teachers' salary decisions report that the best-performing teachers in their school receive the greatest recognition, compared with 37% of teachers in schools with no autonomy over teachers' salary increases. Similar findings are evident in regard to the association between teacher appraisal and feedback on teachers' classroom teaching practices, the extent that teacher feedback is based on a thorough assessment of teachers' teaching, whether a development or training plan is established for teachers and whether teacher appraisal and feedback is largely done to fulfil administrative requirements. In other words, a school's autonomy over teacher's salary decision has little to no impact over these aspects of a teacher's appraisal and feedback.

The greatest difference overall is evident in the dismissal of teachers who are consistently underperforming. On average across TALIS countries, 40% of teachers in schools with high autonomy over teacher salaries report that in their school, consistently underperforming teachers would be dismissed. In schools with low autonomy over teachers' salary increases, only 30% of teachers report that consistently underperforming teachers would be dismissed in their school. This difference is greatest in Brazil (79% of teachers in high-autonomy schools compared with 27% of teachers in low-autonomy schools); Japan (35% of teachers in high-autonomy schools compared with 11% of teachers in low-autonomy schools); Mexico (69% of teachers in high-autonomy schools compared with 16% of teachers in low-autonomy schools); and Abu Dhabi (United Arab Emirates) (59% of teachers in high-autonomy schools compared with 29% of teachers in low-autonomy schools).

The finding that school autonomy over determining teachers' salary increases does not, on average, relate to differences in most aspects of teacher appraisal and feedback may provide some context for mixed findings in previous research on the relationship between autonomy and performance (Clark, 2009). But, of course, caution should be taken in drawing too much from this analysis of one aspect of autonomy.

Policy makers have often struggled with ineffective staffing practices, which are often concentrated on the hiring and firing decisions of a central body. Increasing school autonomy has often been a response to this (OECD, 2011). However, Table 5.9 shows that autonomous schools (with respect to determining teachers' salaries) generally have the same practices in important areas of teacher appraisal and feedback as those with low autonomy over determining teachers' salary increases. Regardless of the level of autonomy, there are still rights and obligations that a school principal must follow, and these may impact teacher appraisal and feedback more than different levels of school autonomy would. Therefore, an effective school improvement strategy needs to recognise that empowering school leaders is about much more than simple autonomy (Caldwell and Spinks, 2008).



SUMMARY AND MAIN POLICY IMPLICATIONS

Effective appraisal and feedback is an essential element in improving the performance of individual teachers in the classroom – and therefore in improving student learning. Appraisal and feedback systems can achieve this by increasing teacher motivation and through direct links to teachers' professional learning (Lustick and Sykes, 2006). Effective appraisal and feedback can also support teachers in the advancement of their careers and lead teachers to take on new roles and responsibilities within their school. This chapter provides an in-depth analysis of teachers' and principals' accounts of the process by which teachers receive appraisal and feedback in their school and of the perceived impacts and outcomes of this feedback.

TALIS provides valuable information on the appraisal and feedback systems that are at work in schools, and the findings presented in this chapter have important implications for possible policy avenues that may further support the continuous improvement of schools and teachers and lead to better student outcomes.

Ensure that multiple avenues are in place for teachers to receive feedback on their work

Teacher feedback systems are operating across most schools and have features associated with effective school improvement. Teachers report that the feedback they receive comes from multiple sources. More than half of the teachers on average report receiving feedback from at least two different types of people, and one in ten teachers reports receiving feedback from at least four different people. Approximately half of the teachers on average say that this feedback comes from their principal or other members of their school management team. Fewer, however, say that this feedback comes from colleagues or other teachers in the school. Research has shown that such collaborative exchanges between teachers offer good opportunities to provide teachers with evidence about their practice and also for providing support for professional growth (Goldstein, 2007; Milanowski, 2005). Clearly, it is important that school leaders, in addition to providing direct feedback to individual teachers, should encourage a climate in which peer appraisal can take place.

Promote the use of comprehensive sources of data for teacher appraisals

Teachers report that the appraisal they receive is based on important aspects of their work. For example, nearly 80% of teachers, on average across TALIS countries, report getting feedback following classroom observation, and nearly two-thirds report receiving feedback following analysis of student test scores. As reported in the OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* (OECD, 2013a), comprehensive appraisal models that take into account multiple sources of evidence provide the most solid basis for teacher appraisals. Furthermore, one of the main conclusions of the Measures of Effective Teaching (MET) study is the importance of using multiple measures and sources of evidence, such as classroom observations and student surveys, to ensure a valid assessment of teachers' performance (Gates Foundation, 2013).

School leaders can ensure that regular classroom observations take place in a trusting environment where teachers can receive constructive feedback on their teaching. Effective classroom observations may require some capacity building within the school, as well as active engagement on the part of teachers to ensure that the responsibility does not fall solely on the school leader. With the addition of multiple measures for teacher appraisal naturally come additional tasks for teachers and school leaders. School leaders may want to consider distributing some of these tasks to other members of staff in leadership positions in order to manage their own time (see Chapter 3). For this additional work to be seen by teachers as beneficial and not just as a time burden, the different methods of appraisal and feedback need to be made an integral part of the teachers' practice, and the link to improving the core work of teachers needs to be made clear.

As mentioned earlier, the ultimate goal of effective teacher appraisal is improving student learning. Therefore, student learning outcomes should be an essential component of teacher appraisal. However, using student test results simplistically for high-stakes decisions can be counterproductive and lead to cases where teachers are "teaching to test". Rather, teacher appraisals should consider the use of a variety of types of evidence of student progress (OECD, 2013a).

Ensure that formal teacher appraisal feeds into professional development

It is difficult to imagine an effective teacher appraisal system that is not adequately linked to teachers' further development. One of the key policy recommendations offered in the OECD Review *Synergies for Better Learning: An International Perspective on Evaluation and Assessment* (OECD, 2013a) is to ensure that teacher appraisal, and the accompanying feedback on teacher work, play a central developmental role in teachers' careers. TALIS shows that just under half of teachers on average report that the feedback they receive leads to a positive change in the amount of professional development they undertake. Moreover, just more than four teachers in ten work in schools where their principal reports



that a development plan is created most of the time or always for teachers following formal appraisal. There is clearly some room to improve the link between teachers' feedback and their further development plans. A key to ensuring this success is the adequate preparation of the school leader to help teachers identify their individual needs and incorporate these needs into the school's priorities in order to provide relevant professional development opportunities for their teaching staff (see also Chapter 4).

Establish a comprehensive and coherent framework for teacher appraisal

Teachers perceive that overall systems of appraisal and feedback in their schools are not operating well. On average across TALIS countries, 43% of teachers report that the teacher appraisal and feedback systems in their schools are not strongly related to classroom teaching, and more than half of teachers report that they are largely undertaken simply to fulfil administrative requirements (Table 5.8).

There may be impediments that preclude appraisal and feedback from being constructive. These may be structural or regulatory (e.g. regulations that prevent feedback from being linked to teacher appraisal) or cultural (e.g. a lack of active professional collaboration in schools) or reflect a strategic failure to connect positive school practices such as teacher feedback to desired improvements in teaching and learning.

Numerous analyses have emphasised the importance of effective implementation of policy reform to have the desired result of improving student learning (Barber, 2008). Effective implementation is often the result of a carefully constructed strategy that aligns different policies and programmes around clear objectives to improve learning and teaching. In so doing, comprehensive implementation programmes can connect policies to the classroom, improving teaching and learning across schools (Fullan, 2009; OECD, 2013a). Furthermore, research suggests that it is important that appraisal and feedback systems are viewed as an integrated element of the school culture rather than as an "add-on" to existing systems (Santiago and Benavides, 2009; Marshall, 2005). This could partly explain why, on average across TALIS countries, only just more than one-third of teachers report that the best-performing teachers in their schools receive the greatest recognition. Further analysis is required to ascertain whether this is occurring and how policy makers, school leaders and school management can have a stronger impact on improving teaching through various teacher appraisal and feedback mechanisms.

New analyses in TALIS 2013 show that schools with very different levels of autonomy over changes in teachers' salary do not differ in the effects that feedback has on a variety of aspects related to teaching. For example, on average across TALIS countries, 38% of teachers in schools with autonomy over teachers' salary decisions report that the best-performing teachers in their school receive the greatest recognition, compared with 37% of teachers in schools with no autonomy over teachers' salary increases. Thus, a simple change in school autonomy with regard to teachers' salaries does not appear to be the answer.

View teacher appraisal as a tool to improve student learning

Teacher feedback is reportedly producing some positive changes in teaching. On average across TALIS countries, 62% of teachers report that the feedback they received in their school led to a moderate or large positive change in teaching practices. Feedback is also positively associated with teachers' jobs. On average across TALIS countries, 63% of teachers report an increase in job satisfaction, and 65% report an increase in job motivation from the feedback they receive about their teaching. Such job-related outcomes can lead to improvements in teaching – and in student learning. On average across TALIS countries, 71% of teachers also report that the confidence they have as a teacher increases after receiving feedback on their work in their school.

These positive findings suggest great opportunities for school leaders to improve both teaching and teachers' confidence and job satisfaction. Efforts to increase collaboration and programmes to increase feedback are having a large positive impact, according to teachers. Cultural change can be a large stumbling block in schools that are not used to collaboration or programmes such as classroom observation and feedback. But the programmes themselves don't have to be complicated; it is more about providing teachers the time, resources and space for collaboration and emphasising feedback on how to improve learning in schools.



Note

1. It is important to note that this is based on teachers' personal judgments of the "best performing teachers". The TALIS study did not seek to define teacher performance but asked teachers their impression of how performance (as they define it) is recognised in their school.

A note regarding Israel

The statistical data for Israel are supplied by and under the responsibility of the relevant Israeli authorities. The use of such data by the OECD is without prejudice to the status of the Golan Heights, East Jerusalem and Israeli settlements in the West Bank under the terms of international law.

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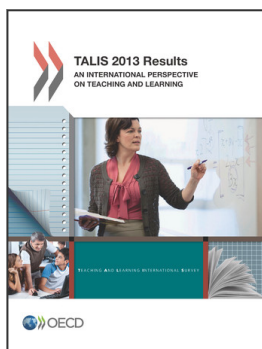
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