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# TEACHER QUALITY:

THE 2013 INTERNATIONAL SUMMIT  
ON THE TEACHING PROFESSION

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PROFESSION





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# TEACHER QUALITY:

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## Introduction

**I**n the seventeenth century, the Netherlands' Golden Age, Amsterdam was the center of international trade. In March 2013, Amsterdam was the center of an international exchange about the teaching profession. In the Golden Age, the global economy had been based on trade in commodities; education was a luxury enjoyed only by a privileged few. Four centuries later, knowledge has become the highest-value commodity in any country, and a high-quality education is a necessity for everyone.

Accordingly, governments are setting increasingly ambitious goals for education systems in the 21<sup>st</sup> century. The quality of teachers is central to meeting these goals. So, in 2011 and 2012, ministers of education and leaders of teachers' organizations from a number of countries came together to put a spotlight on the importance of the teaching profession, and to begin to share the world's best policies and practices in developing a high-quality profession—from recruitment and preparation to supporting and retaining teachers, to developing effective school leaders. How to evaluate the quality of teachers has become a key and sometimes controversial component of these reform efforts and a complex challenge in many countries.

And it was this challenge that brought together ministers of education, teachers' union leaders, outstanding teachers, school leaders, and other education experts from high-performing and rapidly improving countries to Amsterdam on March 13–14 for the third International Summit on the Teaching Profession. The Summit was hosted by Jet Bussemaker, Minister of Education, Culture and Science of the Netherlands, and Sander Dekker, State Secretary. It was convened by the Ministry, the Organisation for Economic Co-operation and Development (OECD), and Education International, the global federation of teachers' unions. It was held in the historic Beurs van Berlage, an early 20<sup>th</sup> century brick building that was originally a commodities exchange. In the 21<sup>st</sup> century, appropriately enough, it is used instead for the exchange of ideas.

Participating countries and regions included Belgium, Canada, the People's Republic of China, Denmark, Estonia, Germany, Hong Kong SAR, Iceland, Indonesia, Ireland, Japan, Netherlands, New Zealand, Norway, Poland, Sweden, Switzerland, and the United States of America. In addition to the official delegations, high-level policymakers or teachers' organization officials from Australia, Chile, Finland, France, Hungary, Singapore, Slovenia, South Africa, South Korea, and the United Kingdom attended.

The purpose of the Summit was to share emerging best practices and issues around the following questions:

- **How is teacher quality defined, and by whom?**
- **How is teacher quality evaluated?**
- **How do teacher evaluations contribute to teaching and learning?**

Why evaluate teachers? For nations' education systems to achieve their goals of high performance and high equity, they will need high-quality teaching for each and every student. So to increase the quality of teachers and attractiveness of teaching as a profession, countries are putting in place policies that will increase the competence and career prospects of teachers. Teacher-appraisal systems are seen as a potentially powerful lever for improving teaching and offering new roles for outstanding teachers. At the same time, the scale of public investment in education and the urgent need for improved student outcomes have led to increased demands for accountability. So propelled by the twin imperatives of

improving teaching and strengthening accountability, teacher evaluation or appraisal systems are the subject of increasing attention around the world.

## SUMMIT OPENING

In opening the Summit, Jet Bussemaker, Minister of Education, Culture and Science of the Netherlands, noted that "Giving and receiving feedback, keeping each other on our toes with regard to quality, is the key to good teaching," and that "this applies to countries and governments as well as to teachers." The Dutch government had invited 150 teachers to be present during the official Summit debates and outside the official program, teachers were showcasing some of the best of Dutch teaching in a "glass room" erected on the adjacent sidewalk.

Bussemaker emphasized that teachers are on the front lines of society, working with young people every day, finding new ways to relate to them while preparing them for the world of tomorrow. The complexity of the profession places high demands on teachers' professional competencies, both individually and collectively: good teaching takes place individually in the classroom and collectively in the profession. In making policies on teaching, there is always a balance to be struck between the requirements that governments and societies set for the training, professionalism and development of teachers because of their value for the future of young people and society, and the professional space that teachers need to do their job, based on their

own sense of mission and skills and as part of a community with fellow teachers and school administrators.

In later welcoming remarks, Sander Dekker, State Secretary of the Ministry of Education, Culture and Science, recalled the words of Jan Amos Comenius, a 17<sup>th</sup> century Czech philosopher who was forced to flee his homeland and found refuge in the Netherlands; he is widely considered the father of modern education: "The



“Giving and receiving feedback, keeping each other on our toes with regard to quality, is the key to good teaching. This applies to countries and governments as well as to teachers.”

proper education of the young man does not consist of stuffing their heads with a mass of words, sentences, and ideas dragged together out of various authors, but in opening up their understanding to the outer world, so that a living stream may flow from their minds, just as leaves, flowers, and fruit spring from the bud on the tree.” Dekker welcomed this international peer review of how countries are attracting and supporting teachers who will help children discover their talents and fulfill their potential.

Speaking for the OECD, Barbara Ischinger, Director for Education and Skills, noted that all of the countries present are doing well or improving rapidly in global terms as indicated by their PISA results, but that all are seeking to do more through enhancing the quality of their teaching profession. This can only be done by building on and expanding the knowledge base on teacher efficacy. Evaluating teachers can be a sensitive area, but OECD surveys show that the vast majority of teachers believe that the feedback they receive on teaching is fair and helpful for their work, and that it increases both their job satisfaction and their development as teachers. But too many teachers report that they *never* receive feedback from their school principal or a senior teacher, which suggests that education systems are not making sufficient use of the potential of teacher appraisal and feedback. Good performance also needs to be recognized, and there are various ways of doing this. Ischinger hoped that the examples and evidence presented at the Summit would be helpful to participants in designing their own teacher policies.

In his opening remarks, Fred van Leeuwen, General Secretary of Education International, the global federation of teachers’ unions, declared that now more than ever we need a shared vision of the teaching profession. He expressed strong concern that in many countries, budget cutbacks and austerity measures may have an impact on the quality of education, and especially on the quality of teachers. Countries can lose their education AAA ratings if they fail to show progress. Yet clear evidence from

the OECD shows that a high-quality education system for all is essential, both to a nation’s social cohesion and to its economic success.

The question of teacher appraisal is at the core of the debate about the future of the teaching profession, said van Leeuwen. Is appraisal done *to*, *with*, or *by* teachers? A high-status, self-confident profession needs a 21<sup>st</sup> century feedback mechanism whose purpose is clearly focused on improvement. There are governments that use evaluation to name and shame teachers, or don’t believe that teachers’ unions will support efforts to strengthen teaching based on research evidence. However, partnerships between government and teachers’ unions—such as in Australia, Ireland, the Netherlands, and Scotland—show that such partnerships are in fact possible. There is a need to develop national and local models and frameworks for teacher appraisal that show that such mechanisms are not only *desirable* but *feasible*.

The Summit discussions were framed by a background report from the OECD, “Teachers for the 21<sup>st</sup> Century: Using Evaluation to Improve Teaching.”<sup>1</sup> Prepared by Andreas Schleicher, Deputy Director for Education and Skills and Special Advisor on Education Policy at OECD in consultation with the Summit’s coorganizers, the report draws on international research to describe the evidence, general principles, best practices, and innovations that might lead to better education policies in this area.

Schleicher summarized some of the key data: OECD’s TALIS surveys of twenty-three countries have shown that the *vast majority of teachers (83 percent) welcome informed feedback on their teaching as a way for them to improve their teaching, and felt that the feedback they had received had been fair.*<sup>2</sup> However, in the countries surveyed, *22 percent had never received any feedback from their principal,*

1 The OECD report “Teachers for the 21<sup>st</sup> Century: Using Evaluation to Improve Teaching” can be found at <http://www.oecd.org/site/eduistp13/TS2013%20Background%20Report.pdf>.

2 OECD. “Creating Effective Teaching and Learning Environments: First Results from TALIS” can be found at <http://www.oecd.org/edu/school/oecdteachingandlearninginternationalsurveytalistalis2008.htm>.

and 28 percent had never received feedback from a senior teacher; others reported that there is no recognition for superior performance; and in some places, *95 percent of teachers receive satisfactory ratings even where student achievement is weak*. Clearly, teacher-evaluation systems in their current form contribute little and need an overhaul.

In Schleicher's remarks, he discussed some of the different approaches that countries are taking in developing standards for teacher quality, ways to measure them, and the uses of evaluation. Here he emphasized the need for careful balancing between the goals of accountability and improvement—a theme that was taken up in greater depth in the sessions that followed.

In his framing remarks, John Bangs, Senior Consultant to Education International, stressed that research shows that the most important ingredient of successful teaching is self-efficacy. For appraisal systems to enhance the quality of teaching and teachers' sense of self-efficacy, they need to be carried out in a climate of trust, led by well-informed instructional leaders, and linked to opportunities for professional development and leadership roles. Appraisal systems therefore need to be put in the context of broader coherent and systemic teacher policies that enhance the quality of the teaching profession.

The Summit was facilitated by Tony Mackay of the Centre for Strategic Education in Australia. For each of the Summit's main topics, representatives from selected education systems led off by describing

their own experiences. A general discussion followed in which participants candidly explained the challenges their countries face and the strategies and innovations they are pursuing. Each session included questions and comments from the audience, and international experts Kai-ming Cheng of the University of Hong Kong, Linda Darling-Hammond of Stanford University, Ben Levin of the University of Toronto, and Fernando Reimers of Harvard University served as commentators and rapporteurs. Smaller role-alike meetings and country team meetings also took place. At the end of the Summit, each country's representatives shared the actions they intend to take over the next year to enhance the teaching profession.

This report is not a proceedings of the Summit but tries to capture the main presentations, as well as the themes and issues that arose during the discussion. It attempts to show where there is agreement, where there is disagreement, and where there is simply not yet enough evidence. Its intention is to spread the discussion that took place in the Beurs van Berlage to a wider audience of people interested in enhancing the teaching profession.

## RESULTS OF 2011 AND 2012 SUMMITS

International benchmarking has become an important tool for policymakers. To quote from the report of the first Summit: "There is enormous value in learning from international comparisons. They help us to get outside our own contexts and established

patterns of thinking; show where some of the successes and failures have been; and broaden our view of possible options and trade-offs. They help to encourage innovation, and to design new approaches, informed by the world's best practices."

The 2011 and 2012 Summits had indeed inspired action by many of the participating countries. As Arne Duncan, U.S. Secretary of Education and host of the first two Summits, said in videotaped intro-



ductory remarks, “The Summits bring together an extraordinary array of people, and there is so much desire to learn from colleagues. The 2011 and 2012 Summits led the U.S. Department of Education, state commissioners of education, two teachers’ unions, school boards, and school superintendents to come together to create a new common vision of teaching—Transforming the Teaching Profession—which seeks to elevate the profession, and increase student achievement, equity, and global competitiveness.”

In fact, in most of the countries that attended the first two Summits, there has been an intensification of activities across the whole range of issues that affect the teaching career. Specific activities differ in differing contexts but share common themes—from raising the quality of initial teacher preparation to a commitment to a career-long learning profession, to the reshaping of the profession to meet labor market demands. (See Box on Progress since the 2011 and 2012 Summits for examples of countries’ actions.)

## PROGRESS SINCE THE 2011 AND 2012 SUMMITS

**Belgium (Flanders):** The Flemish Education Council and teachers’ organizations are working on a range of policies to make teaching a more attractive career choice—in the short term, addressing the shortage of primary school teachers, and in the longer term, examining future teacher competencies as a basis for new professional qualifications and training.

**Belgium (French-speaking):** Since the 2012 Summit, the government has worked with the unions and education providers to create a common base of qualifications and to provide extensive resources and supports to practicing teachers in line with the goals of increasing students’ success in the early years of school and increasing the graduation rate.

**China:** In September 2012, the Chinese government held a national conference on the teaching profession to create an overall plan for the development of the teaching profession. It included a comprehensive system of standards for teachers, improvements in initial teacher training, and increased financing for teachers in rural areas of middle and western China.

**Denmark:** The Danish government is seeking to raise academic achievement in public schools by lengthening the school day, strengthening instruction in key subjects, allocating significant new funds to strengthen professional development and career paths for teachers and school leaders and to increase their access to relevant research, and increasing autonomy for municipalities and schools.

**Estonia:** Over the past year, all the parties concerned with teachers have worked on a new

set of teacher standards that have five levels and are intended to promote lifelong learning. Once adopted, they will initially be used for self-analysis and planning of teachers’ own professional development and, later, possibly for career opportunities and incentives.

**Finland:** In fall 2012, a review of the curriculum for basic education was begun. Working groups—including representatives of government, education, research, employers, unions, parents, and students—were formed to discuss learning and the school of the future. Teachers are involved in the groups and will be responsible for drafting the curricula in the various subjects.

**Germany:** Germany is moving away from its traditionally bifurcated education system, and the federal government and the states are working on how to improve the quality of teacher-education programs, how to raise their status within universities, and how to gear them to be more effective with the requirement for inclusion in all types of school.

**Iceland:** The Summits have accelerated collaboration between governments, teachers’ associations, and universities to develop a new framework for teacher education, teachers’ lifelong learning, and professional development. A Professional Council has been established; its function is to develop and supervise teachers’ continuing professional development.

**Indonesia:** Indonesia has been engaged in a major effort to improve the quality of its more than two million teachers since comprehensive legislation was introduced in 2005. This includes raising the initial qualifications of teachers; instituting a



Judging the value of these International Summits on the Teaching Profession not just by the discussions that take place but by what happens in between, it seems that the Summit has indeed become an ongoing global collaboration, a social process that culminates in an annual Summit, but where the substantive work is done throughout the year, as governments and teachers' organizations work together to improve education in all the participating countries and regions.

certification system; and, in 2013, implementing an annual teacher appraisal based on observations by principals and teachers.

**Netherlands:** The Netherlands' two key priorities after the 2012 Summit were the creation of a professional body to define the requirements for professional competence, and the introduction of peer review as the main quality-control instrument for teachers. The first has been accomplished, and the second is moving from pilot phase to broad implementation.

**New Zealand:** Inspired by ideas from the 2012 Summit, a Ministerial Cross-Sector Forum has been established as a guiding coalition to drive system improvement. A strategic communications approach has been developed to promote teaching; a pilot of TeachFirstNZ has been initiated; and discussions are taking place on teacher preparation for 21<sup>st</sup> century learning environments and on improving the clinical experience of trainee teachers.

**Norway:** Working through the GNIST partnership of school and teachers' organizations, Norway has been actively exploring how to develop career paths for teachers and how to implement plans to strengthen lower secondary education nationwide.

**Poland:** Despite severe economic problems, teachers' salaries were raised an average of 50 percent between 2007 and 2012. A system of school evaluation has been introduced. With support from the European Social Fund, a range of in-service training and digital resources have been developed for teachers, and in 2012, new teacher-qualification standards were issued.

**Singapore:** Singapore is continuing to revamp its teacher education in line with 21<sup>st</sup> century skills and is strengthening its ongoing professional development for educators through the Academy of Singapore Teachers, established in 2010, and a new teacher-growth model, introduced in May 2012.

**Slovenia:** Since the 2012 Summit, the professional-development system has changed from a centrally designed system to one in which teachers and school heads can select what fits their needs. With support from the European Social Fund, a quality-assurance system is being introduced, with school self-evaluation combined with external evaluation.

**Sweden:** Since the 2012 Summit, Sweden has been focused on efforts to attract more top students into the teaching profession, and to introduce career steps to keep talented teachers in the profession.

**Switzerland:** Recent emphasis has been on recruiting high-quality candidates into the profession, including attracting experienced people who would like a second professional career. Coordination among the cantons has also led to common standards and a national quality-assurance mechanism for teacher education.

**The United States:** In May 2012, the Secretary of Education, the two teachers' unions, state school officers, district school boards, and school administrators signed a joint vision statement, "Transforming the Teaching Profession," which identifies the core elements of a transformed profession on which they will all work.

## Defining Teacher Quality

**W**hat makes a good teacher, and who gets to decide? This question produced heated debate at the Summit. Agreement on what constitutes a high-quality teacher has to be the starting point for any teacher-appraisal system. In most, but not all countries, these questions are being answered in teacher standards or in other kinds of documents that spell out the responsibilities of the profession. This session began with opening remarks from Sweden and the United States on their current approaches to developing teacher quality.

### SWEDEN

Sweden's biggest challenge in teacher quality is the attractiveness of the teaching profession. Too many teachers are unqualified for their jobs, especially in math and science, and the Swedish government believes this is a major reason for Sweden's lower PISA scores. Over time, teaching had become an unattractive profession: In one recent year, only ten people had applied to become chemistry teachers in the whole country, for example. Improving the attractiveness of the profession for highly qualified new applicants and keeping effective teachers in the profession are now a major focus and will continue to be for the foreseeable future. For new teachers, this includes an information campaign to attract young people into teaching, salary increases, and an induction period. There is already some success to report: The number of first-choice applicants to initial teacher education rose by 21 percent since last year. For the profession to remain attractive to experienced teachers, the government is increasing opportunities for professional development and has also introduced new career steps for teachers.

*“A country that doesn’t have confidence in its teachers will have great difficulty in improving education.”*

Concluding that “A country that doesn’t have confidence in its teachers will have great difficulty in improving education,” Sweden emphasized that evaluation has to involve teachers, and that self-evaluation is key.

### UNITED STATES OF AMERICA

In the United States, forty-six of fifty states have agreed to new “common core state standards” in math and language

arts. These student-learning standards are internationally benchmarked against high-performing countries and will significantly raise expectations for both students and teachers. The hope is that these new, more rigorous student-learning standards will be the catalyst for a long-term transformation of the education system, focused on student-learning outcomes. Historically, there has been a disconnect between appraisals of teacher quality and student-learning outcomes. Typically, 95 percent of teachers are rated “satisfactory” on teacher appraisals, even when many of their students are below proficient. With one million new teachers entering the profession over the next ten years, there is an opportunity to substantially reshape the workforce through new frameworks of teachers’ standards that derive and work backward from student-learning outcomes.

As the United States tries to shift from defining teacher quality as possession of a credential or certification to a definition based on what students know and are able to do, there is much experimentation with teacher evaluation going on around the country. Many stakeholders are involved in devising standards of teacher quality, including practicing teachers, leaders, and teacher-preparation faculty. As new standards are developing through experimentation and research in states and cities, there is general agreement that teacher quality has multiple components, including student growth, professional practice, and contributions to the school, profession, and community. Many critical questions remain, including how to build the research needed to connect teaching practice to student learning and growth. Also, what role should professional judgment play in assessing teacher quality? And what to do about the fact that teachers build students’ noncognitive skills (perseverance, resilience, curiosity, and interpersonal skills) as well as their academic skills, and that these noncognitive skills are critical to student success—but are not yet included in the definition and measurement of quality? State leaders, school superintendents, teachers’ unions and the federal Department of Education are all involved in these conversations

about the future of the profession. U.S. delegates admitted that “the journey is bumpy, messy, and hard, and there are dangers in trying to move too fast without enough time, tools, and support for teachers.”

## DISCUSSION

There is in fact a lot of agreement across the world on core elements of teacher-quality standards. As summarized in the OECD background paper, these include:

- **Planning and preparation:** including knowledge of content and pedagogy, knowledge of students, coherent instructional plans, and knowing how to assess student learning;
- **Classroom environment:** including creating a culture for learning and managing student behavior;
- **Instruction:** communicating effectively, using appropriate discussion techniques, engaging students, providing feedback to students responsibly; and
- **Professional responsibilities:** including reflecting on teaching, communicating with families, contributing to the school and developing professionally.

But beyond these, there are both philosophical and research-based disagreements as to what is most important to students and what is measurable. How



much do we understand about what students need to know to be successful in their lives, and what teacher practices produce that?

In Norway, for example, the aim of the curriculum is very broad—to give children the capability to take charge of their lives—so any teacher evaluation would have to be correspondingly broad. And the consensus from the 2012 Summit was that schools need to focus more on “21<sup>st</sup> century skills.” This poses challenges to teacher appraisal, because we don’t yet have good measures of many of these types of skills. New Zealand argued that student engagement is key and can actually be measured, but that “students are not widgets who can have value added.” New Zealand’s “best evidence” research synthesis on teacher effectiveness suggests that a key characteristic of the best teachers is that they genuinely like children.

Switzerland defines teachers’ three areas of responsibility as (1) state-of-the-art teaching quality; (2) obligation to work in teams with students and other teachers; and (3) collaboration with students and parents. In Switzerland, educators do not agree with the principle that individual teachers are responsible for individual student test scores, nor with the idea of merit pay for students’ academic performance.

Differing contexts produce important differences in the definition of teacher quality. The role of teachers varies between countries. In some places, teachers spend less time in front of a class and more time in a pastoral role with students, and in a professional support and mentoring role with other teachers. In South Africa, the huge ethnic and income diversity means that a teacher who is effective in one context may not be in another. In New Zealand, teachers who teach Maori children need a different set of cultural competencies. There is a tendency to want

to define universal standards of teacher quality, but there is also a need to take context into account.

The development of values is also a prime concern in most countries’ conceptions of teachers’ roles. Participants from Iceland and Ireland, for example, argued strongly that students’ ethical development and self-confidence are every bit as important as math, but that we only measure the latter. The “teacher intermezzos” that punctuated the Summit illustrated how complex excellent teaching is (see Box on Teaching as a Complex Activity). They underscored the frequent disconnect between “what we say is wonderful teaching and what we measure.” Overall, there was agreement that the definition of quality teaching should comprise the full range of skills and outcomes that countries value, not just some of them.

Participants agreed that for teaching standards to be credible to the profession and perceived as fair, teachers must have a lead role in developing them. It is critical to move from the old bureaucratic conception of teaching, which many current appraisal systems reflect, in which administrators tell teachers what to do and monitor how they do it, to a more professional one. The teaching profession needs to own its own standards in the way that other professions do. Different but aligned standards need to be set for beginning teachers and for those with more experience. For example, in the United States, the National Board for Professional Teaching Standards set standards for accomplished teaching that were entirely developed by teachers, while the Interstate New Teachers Assessment and Support Consortium sets aligned standards for beginning teachers.

In a number of countries, such as Scotland, New Zealand, Australia, and the Netherlands, Teachers Councils set standards with input from teachers but

“The proper education of the young man does not consist of stuffing their heads with a mass of words, sentences, and ideas dragged together out of various authors, but in opening up their understanding to the outer world, so that a living stream may flow from their minds, just as leaves, flowers, and fruit spring from the bud on the tree.”

– Jan Amos Comenius. 17<sup>th</sup> century

also from other stakeholders. The extent of consultation needed can sometimes make the process slow; in Taiwan, for example, they are now on the twenty-eighth draft of teachers' standards. But broad agreement on teacher quality is essential if appraisal schemes are to be credible to teachers and the public. Contrary to some predictions, where teachers' unions have been invited into the process, they have been serious participants.

In other countries, such as Finland, Sweden, and Denmark, there is no national framework of teacher standards or evaluation. Feedback for teachers takes place in an "individual development dialogue" with the school leader and may involve peer or self-evaluation. However, in most countries in the OECD survey, teacher standards are set at the national or state level but with considerable local flexibility for implementation, so that they can fit local circumstances.

One unresolved debate, sometimes characterized as "teaching quality" versus "teacher quality," wound through the Summit discussions. Individual teachers are important contributors to student achievement, but they are not the only contributors. In some places, teams of teachers are responsible for groups of students, rather than individual teachers. Particularly in systems where there are significant inequalities between schools, teachers' effectiveness may be undermined by shortages of resources or weak school leadership. The quality of care provided by doctors, for example, is determined both by their individual skills and by the resources of the hospital in which they practice. Concerns were also expressed that an exclusive focus on evaluation of individual teachers might foster a climate of competitiveness in schools, whereas research on the most effective schools shows they are characterized by highly collegial cultures among teachers. How should policies about teacher appraisal take into account the fact that teaching quality is a function both of the individual traits of a teacher and the school

## TEACHING AS A COMPLEX ACTIVITY

Throughout the Summit, there were interludes (termed teacher intermezzos) that showcased how complex and inspirational great teaching can be. For example:

- Students from a Dutch school enacted a scene from Alan Bennett's play *The History Boys*, in which the students debate the purposes of education as presented by two different teachers—passing high-stakes examinations versus engaging with life.
- A clip from the film *Dead Poets Society* showed actor Robin Williams taking extreme measures to engage bored adolescents with poetry.
- André Kuipers, a Dutch doctor and astronaut, discussed the influence of his own teachers, both in school and on the job, on his career. He showed how, from the International Space Station, he was able to connect to students, engage them in experiments, and excite them about understanding the universe through history, biology, physics, and environmental science.

context? Teacher effectiveness is also affected by the larger policy context, including whether high-quality curriculum and assessment systems are in place.

Belgium and the Netherlands argued that there is inherent value in having diversity in teachers' backgrounds, whether or not those teachers meet all of the standards. Teach First, one of the broader family of Teach for All programs, encourages people in the Netherlands who would not have considered teaching to try it. Using the analogy of an artist's master class, they argued that other mechanisms that bring in people who have experiences in the wider world of work can be useful to students and should be part of the mix of policies on teaching.

One of the longstanding problems with the status of teaching as a profession, as compared with medicine, for example, is that it is not closely tied to an evidence base. Yet the research base on effective teaching is growing. We need to build on this while also increasing the amount and quality of research on teaching. Teacher standards and appraisal systems will need to evolve over time as our knowledge and experience base grows. Professions are characterized by a body of knowledge, a moral commitment to their clients, and standards of practice that are developed by the profession. Establishing widely understood standards for teaching quality, and an appraisal system based on those standards, can therefore help to advance the status of teaching as a profession.

## Evaluating Teacher Quality: Different Approaches

**S**tandards that define teacher quality are the starting point, but they are just words on paper if they are not connected to the actual practice of teacher evaluation in local schools. In many countries, current teacher-appraisal processes are just a formality—administrative checklists of teacher behaviors, completed by principals who have neither the time to evaluate all the teachers in their building nor the expertise in instructional leadership to make informed observations. They do not distinguish between those teachers who are succeeding in advancing student learning and those who are not. They generate burdensome paperwork while doing little to improve teaching quality. How could these tools and processes be improved? What range of approaches are countries trying, and where are the challenges? The Netherlands and New Zealand led off this session.

### THE NETHERLANDS

In the Netherlands, evaluation takes place at different levels. There are four groups that will assess the quality of teachers, each of them basing their evaluation on their own criteria. First are evaluations within the school. Peer reviews by teachers are an excellent means for teaching staff to evaluate one another's quality and become one another's coaches. And review by a school head is important in contributing to school-wide goals, teamwork, and support for further training if appropriate. Second, review by clients (i.e., pupils and their parents) can also provide useful feedback if the surveys are well designed to get beyond "popularity contests."

Third, professional registration or certification bodies, where the standards are set by teachers, play a role in ensuring that teachers keep up to date on their professional knowledge. The Netherlands has recently set up a registration body, the Teachers Council, which includes teachers' unions. At present, registration is voluntary; teachers are encouraged to reregister every few years. Finally, the government also has a role in ensuring teacher quality. The Dutch Inspectorate of Education, a two-hundred-year-old body that is part of the Ministry of Education, Culture and Science, carries out periodic visits to schools.

Evaluation of teachers in Dutch schools includes looking at the academic performance of pupils but also at children's social skills, their commitment to their school, their sense of involvement, and the teachers' professional knowledge



the basis for salary progression. They are complemented by a set of cultural competencies for teachers of Maori learners. The teachers' union has been deeply involved in the setting of standards, so the standards are broad, and teachers trust them. New Zealand also has a strong emphasis on supporting beginning teachers. Beginning teachers take part in a two-year induction and mentoring program before becoming fully registered. The program

and development. As the Netherlands continues to develop its teacher-evaluation procedures, questions that arise are: how to make these various levels of appraisal coherent; how get to get optimum use of the assessments for improvement; and how to use these to raise the quality of all teachers, not just the willing few. For example, should registration be mandatory? What should be the balance between top-down and bottom-up? The government can help to create professional standards and provide incentives, but the culture of excellence and continuous improvement has to come from the bottom-up.

## NEW ZEALAND

Like many other countries, New Zealand's population is increasingly diverse. Although New Zealand's education system performs well for many students, it serves others, like Maori and Pacific Island students, less well, and the government has set ambitious goals to achieve both high performance and high equity across its highly decentralized school system. The New Zealand Ministry of Education recognizes that the quality of teaching for every student is critical to achieving these goals.

The framework for teacher appraisal is well established. The New Zealand Teachers Council is the professional and regulatory body for the teaching profession. It has well-articulated teaching standards, and registration is compulsory and must be renewed every three years. The standards describe three levels of teacher development that provide

includes release time for both beginning teachers and their mentors.

All schools must carry out teacher appraisals, but the design and implementation is left to individual schools, each of which is run by its own elected board of trustees. Generally, appraisals include self-evaluation, classroom observation, and interviews. Some schools also use parent and student surveys. In the higher-performing schools, principals and senior teachers set school targets for achievement against the national standards, and teachers are involved in gathering evidence about student achievement and creating action plans for their classes.

A recent review of teacher appraisal in New Zealand found the process quite variable across schools. So now the focus is on building principals' professional expertise in evaluation, providing good models of appraisal to schools, improving the linkage between appraisal and teachers' professional-learning opportunities, and providing opportunities for professional recognition and rewards through career pathways.

## DISCUSSION

There are a wide variety of approaches to teacher appraisal, some very longstanding, others relatively new, as was evidenced in the discussion.

Finland, Denmark, and Norway, for example, have no national teacher standards. Teacher evaluation is a local responsibility. In Finland, where teaching is a

## “What we say is wonderful teaching is very different from what we actually measure.”

highly respected and attractive profession, appraisal processes are quite informal; principals and teachers have annual “development conversations.” Denmark is moving to strengthen its local evaluation processes, because OECD’s TALIS survey showed that 40 percent of Danish teachers were not receiving assessment of their practice. The Danish government is creating a team of consultants, made up of outstanding teachers, to help schools improve their practices and is also considering whether to create national teacher standards. In Norway, only some of the local authorities have developed evaluation systems, and the Ministry of Education is concerned that they rely too heavily on test scores and student opinion. So the Ministry is working with teachers’ organizations and the association of municipalities to develop a model that reflects a broader view of teaching.

Other systems have clearly established national frameworks, but the implementation is still primarily local. The People’s Republic of China, for example, which has the biggest school system in the world, uses multiple measures and multiple observers to evaluate teacher quality. Broad standards are set at the national level, local bodies establish detailed standards, and schools implement the evaluations. Four aspects of teacher performance are appraised: professional integrity or values, skills and competencies, diligence, and their own and their students’ achievement. The process includes self-evaluation, peer review by senior teachers, student and parent input, students’ work, any certificates or awards the teacher has received, and their participation in research projects or publications. The results are used as part of the process of professional advancement on the teacher career ladder. The challenges in China are refining the system to make it more scientific and ensuring that the system motivates but

doesn’t put too much pressure on teachers, especially senior teachers.

Singapore has a well-established “enhanced performance management” system that was developed over several years with input from teachers. The framework was devised at the national level, but it is implemented and customized at the school level. It assesses key competencies, including the role of the teacher in the academic and character development of their pupils, pedagogic initiatives, professional development, contribution to their colleagues, and their relationship to community organizations and to parents. Learning outcomes are defined broadly, not just by examination results. At the beginning of each year, teachers create a plan, which is followed by midyear and end-of-year reviews that are conducted by several senior professionals in the school. The evaluation is linked to career paths and even monetary bonuses, but its primary purpose is to create a regular dialogue, to help teachers develop and keep up with change.

Evaluation is a key component in the lifecycle of teachers, but it is not an end in itself. It is one part of a comprehensive approach to recruiting, preparing, and developing teaching talent—an expression of Singapore’s belief in teachers as “nation-builders.” Singapore recognizes that some of the most impor-







tant aspects of teaching, such as the creation of values, cannot be measured, so they invest extensively in professional development, for example, through the Academy of Singapore Teachers. Singapore is now reviewing how their performance management system might evolve in the future as they move from a focus on the teaching of subject matter to a focus on student-centered learning.

Hong Kong's system of teacher appraisal sits within the larger context of school evaluation and teacher development. The Hong Kong system of quality assurance rests on schools' conducting their own self-evaluations. The government then conducts its own review only once every three to six years. Most schools do teacher peer review as part of their self-evaluation. The decision as to whether to use the appraisals for salary increases or promotion is left to the school. Hong Kong is engaged in a whole system reform, and major challenges include the sheer magnitude of change, whether the government's many initiatives are coherent for schools, and whether the professional-development opportunities provided are enough for the tasks being asked of the teachers. School populations in some areas are also shrinking, and the appraisal process was used in some areas to fire teachers, a use which produced a major conflict with the teachers' union.

Countries are at different stages in the development of teacher-appraisal systems. In Korea, appraisal has traditionally been used as part of the process of promotion to principal or vice-principal. Now the new government and the union are working to de-

velop a teacher-appraisal process, which they hope will motivate and provide ongoing professional learning for teachers.

Indonesia, which has 2.9 million teachers in its government schools, as well as additional teachers in religious schools, is also just in the initial phases of developing its teacher-appraisal processes. Over the last few years, Indonesia has made a major investment in raising the quality of teachers: 51 percent now have a bachelor's degree,

and the goal is for all teachers to have this qualification. Salaries have been raised, and professional development has been increased. The government has introduced an online teacher competency test to help plan professional development. The test is supplemented by classroom observations, but the scale of Indonesia requires a standardized assessment. While Indonesia still has a long way to go to ensure the competence of all of its teachers—especially those in the nongovernmental sector, who often lack proper training—the Summits have inspired great action and brought government and unions closer together.

There was general agreement among the participants that using multiple measures of teacher effectiveness is key. The dangers of lack of validity and possible distortion of educational processes from relying on single measures (for example, multiple-choice tests of basic skills) are obvious. There are many types of instruments to choose from, including classroom observations, teacher objective setting and interviews, teacher self-appraisal, teacher portfolios, teacher tests, student-learning outcomes, surveys of stakeholders, school self-evaluation, school external evaluation, and student national examinations. They each yield somewhat different kinds of information. And different countries use different mixes. Increasingly, the views of other stakeholders, such as parents and students, are being included in the mix. Commonly, four broad types of information are collected:

- Classroom observations against research-based standards of teacher effectiveness (e.g., acti-



measures of student growth, which are supposed to control for students' prior performance, have been useful in research. They also seem to promise objectivity and a common yardstick, and require less observation time from school administrators. But value-added measures have had significant technical problems in their implementation in schools for teacher-evaluation purposes. For example, they may be unstable from year to year, unreliable at the top

vating students' prior knowledge, scaffolding instruction, opportunities for students to apply knowledge, receive feedback and revise)

- Teachers' contribution to student learning measured broadly (e.g., classroom tests, student work, national examinations)
- Teachers' contribution to the school—evidence of teachers' work with colleagues to improve the learning environment of the whole school
- Student and parent surveys of teachers' engagement of and relationships with students
- Participants from some countries strongly disagreed with the idea of judging individual teachers based on their students' academic achievement, because so many factors influence student achievement—the student's own motivation level and family background, school organization and resources, and the student's prior teachers. However, since the goal of teaching is to improve student learning, many countries do try to incorporate it in some way. Student learning is not always as straightforward to measure as is sometimes assumed, however. Value-added

end of performance, and unable to fully control for the effects of family background.

There is a clear need for better and more reliable measures for teacher appraisal. The Measures of Effective Teaching (MET) project, funded by the Bill & Melinda Gates Foundation, studied more than three thousand teachers in six U.S. states over two years, using classroom observation, carefully designed student surveys, and measures of progress in student achievement. Its conclusions, reported in early 2013, were that effective teaching can be measured; that using multiple measures with equally balanced weights was the best approach, because it helps to understand different aspects of teaching; and that having a second observer increased the reliability of classroom observations. The report also stressed the value of feedback from classroom observations, because they offer teachers actionable advice on how to improve classroom practice.

Are we measuring the right unit? Teachers do not work alone but within organizations. Some countries argued that greater emphasis should be placed on the school as the key unit of evaluation. In Norway, the move toward team teaching means that students are increasingly shared among a

“An open question for all countries is how to link all these data—from students, teachers, and schools—into one truly useful system of information.”

group of teachers. In Japan, great emphasis is placed on teachers' working collaboratively to improve instruction. Poland, which has moved away from its traditional hierarchical school system to a more decentralized one, is developing a system of school-level evaluations. An open question for all countries is how to link all these data—from students, teachers, and schools—into one truly useful system of information.

Finally, most countries' teacher-appraisal systems include classroom observation. To be meaningful, this requires real instructional expertise among the evaluators, whether they are principals, peer reviewers, or professional mentors/coaches. Since principals are the main evaluators in many countries, this requires substantial revamping of leadership training for school leaders to ensure that they can be credible and effective in this role. Doing evaluations well also requires a substantial investment of time for multiple observations and feedback. There are models of organization of the school day that allow time for planning, feedback,

and professional development, but many systems have not yet figured this out.

How to evaluate teacher quality is clearly work in progress. There are lots of efforts going on around the world, but no country seems as yet satisfied with its solution. The different approaches embodied in different countries' systems give others the opportunity to compare the strengths and weaknesses of different approaches. But, looking to the future, it is also clear that technology is rapidly changing the landscape of learning environments, and that teachers' roles may change radically, so just as appraisal systems are intended to promote continuous improvement, they themselves will need to continuously improve or will risk becoming ossified.

## TEACHERS AND PRINCIPALS TALK ABOUT APPRAISAL

During the Summit, a panel of three teachers and one principal discussed their own experiences with appraisal.

Iain Taylor, a principal from New Zealand, described the New Zealand system as one in which principals have a lot of freedom and autonomy. He sets both personal and school goals and objectives with the elected board of trustees of his school. A trained external appraiser and coach visits his school five times a year; observes him working with staff; meets with focus groups of teachers, students, and staff; and gives him feedback against the New Zealand professional standards for principals. He was very positive about the need for and impact of this kind of comprehensive appraisal, crediting it with greatly improving his personnel management.

Susan Hartmann, a teacher and teacher trainer in Germany, described how she uses anonymous surveys from her student trainees to get feedback on her teaching approaches, communication skills, and ideas for how she could improve her teaching. She does this partly because she finds colleagues do not always have the time to observe her

classes and partly to inculcate a feedback culture among her teacher trainees.

Rebecca Mieliwocki from California, U.S. Teacher of the Year 2012, described how her principal's everyday interactions with teachers—treating them as if they were all teachers of the year and asking them what they want to work on—promotes a culture of continuous learning. As an example, she explained how her principal's encouragement to work with another teacher to analyze the data on student writing and to coach each other led to measurable improvement in their students' writing. "This is how growth happens, she said. "By putting great teachers together."

Jaakko Meretniemi, a teacher from Finland, struck a different note. He said that teachers in Finland are well educated—all have master's degrees. He did not see the need for a formal teacher-evaluation system. Teachers get plenty of feedback from their students and colleagues. He worried that the Summit was going in the wrong direction, that increasing teacher inspections might kill teachers' passion for their work.

## Using Evaluation to Improve Teaching and Learning

**W**hy do teacher evaluation? Evaluation should not be an end in itself. It needs to be used to improve the system and student learning. But what is the connection between evaluation and improvement? Is it for supporting teachers or accountability or both? Is it for teacher development, weeding out, or ranking? The Summit discussion of the uses of evaluation produced some heated debates and disagreements, underscored by managerial versus professional conceptions of organizational structure and change processes. Germany and Japan led off this session.

### GERMANY

German education has been undergoing a period of profound change, in large part because of “PISA shock”—the realization that its education system, of which it was very proud, did not stand the test of international comparison. In earlier periods, German education policy had centered on the schools’ organizational structures, not on teaching. Because of the PISA results, education policy changed to focus on student results. The sixteen German states came together quickly to establish common student academic standards and the means to test them.

At the school level, quality assurance has become a major focus, with expansion of both internal evaluation and external school inspections to examine strengths, weaknesses, and development needs. German education policy is moving toward data-driven school development, a real paradigm shift.

Teaching quality depends not just on the quality of individual teachers but also the environment in which teachers are working. Specific measures that have been taken to improve the quality of teaching include better selectivity at the front end, for those entering teaching. Evaluation is carried out within the framework of the teaching career—at the end of training, at the end of the probationary period, and at other career stages. States’ policies are trying to strike a balance between formative and summative measures. Hamburg, for example, has developed a tool for professional-development planning that includes a school portfolio. Individual assessments may be used to plan professional development too. The government recognizes the importance of training assessors. Brandenburg, for example, has developed materials on teacher evaluation for

school administrators. The approach is to make a strict distinction between observations for accountability versus teacher development. The German unions are pleased with the distinction between evaluation schemes and development schemes. They believe that state governments should only evaluate what they are willing to provide help for. If systems only measure performance but then don't provide help, teachers will lose trust in the process. All these changes in the education system have put a lot of pressure on teachers' time, which is a significant concern. However, overall, the sixteen German states are on a path toward a beneficial, outcome-oriented culture in schools.

## JAPAN

In Japan, teacher appraisal is closely related to the school evaluation system.

In the 1980s, Japan sought to change its education system to one that would support a knowledge-based society. Teachers' salaries were raised to encourage high-quality entrants to the profession, more authority was devolved to schools, and a school-evaluation system was introduced. Each year, schools undertake a continuous improvement cycle of "plan, analyze, act." Teacher appraisals are conducted in parallel. At the beginning of the year, teachers establish personal objectives in discussion with the principal and vice-principal and within the context of the school's goals. At the end of the year, teachers evaluate themselves as to how far they have met their objectives. Principals and vice-principals observe classes twice a year and share their assessment in discussion with the teacher. Based on the overall school and individual-teacher evaluations, professional-development activities are planned for the next year. The idea is to create "an upward spiral of improvement."

In terms of professional development, Japan has a longstanding tradition of peer review and profes-

sional learning through lesson studies. All teachers participate in lesson studies, in which classes are observed and discussed by groups of teachers. They look at how the class was planned to achieve specific learning goals for students; which aspects went well and which need improvement. The process helps both the teachers who are being observed as well as those doing the observing. The practice of school-by-school lesson study sometimes results in large public research lessons in which teachers, researchers, and policymakers participate, many via video, observing and asking questions about particular approaches. Through these means, best practices about ways to teach particular concepts spread widely among schools.

There are indeed challenges to the system in Japan. Many teachers are negative about evaluation. The quality of leadership in schools varies. The profession may be the same for all teachers, but the teaching environment varies considerably, and this can affect teacher motivation. Another problem is that with large class sizes (on average, forty pupils), there is too little time for nonteaching activities. The teachers' union argues that unless class sizes are reduced, no evaluation system will be helpful.

## DISCUSSION

There was general agreement among the participants about the importance of the formative uses of appraisal mechanisms. The purpose of appraisal mechanisms—whether informal conversations between principals and teachers, as in some countries,



or more formal mechanisms, as in others—is to identify strengths and weaknesses in a teacher’s work and ways to improve. Research in a number of fields has shown that feedback on its own has some effect on behavior, but it is limited. So linking evaluation to professional development is seen as key.

However, many education systems do spend significant resources on professional development without seeing noticeable improvement.

There is a growing research literature on the effectiveness of different forms of professional development. Short-term courses or workshops can be useful in conveying new content. But more powerful are opportunities for trying out new approaches, with self-reflection and feedback from coaches or more experienced peers. Such approaches can be widely found in the lesson-study approaches of East Asia or the professional-learning communities in other systems. Opportunities for coaching and feedback are particularly important for new teachers and have been shown to significantly reduce attrition among new teachers. But given rapid changes in the world and in education systems, experienced teachers also need opportunities to update their knowledge and skills. At their best, these collaborative learning approaches help not only the more junior teachers but the senior teachers as well. They make teaching practices more transparent, overcome the isolation of teachers behind their classroom doors, and create a culture of continuous improvement. All this can be informed and leveraged by teacher appraisals.

Only 16 percent of teachers in the OECD’s survey said that appraisal led to any likelihood of career



advancement. Only 27 percent said that appraisals led to any changes in work roles or responsibilities. There seems to be an emerging consensus in many (although not all) countries that the teaching career is too flat, and that to attract and keep talented teachers—as well as to strengthen instructional leadership within the school—systems need leadership roles and career ladders for outstanding teachers. Many systems either have or are developing such systems, with attached increases in compensation. So identifying and developing such teacher leaders is another important use of teacher evaluation. Some countries are using their outstanding teachers not only to improve their own schools but also to bring up weaker schools, by having the outstanding teachers serve for a period in lower-achieving schools, or pairing them with teachers in such schools to improve the quality of instruction (see report from the 2012 Summit).

Where there was sharp disagreement was on the connection of teacher evaluations to compensation, especially in the form of merit pay or bonuses. Opinions vary widely as to whether teacher evaluation should be directly tied to salary levels, with

Only 16 percent of teachers said that appraisal led to any likelihood of career advancement; only 27 percent said that appraisals led to any changes in work roles or responsibilities.

both proponents and opponents among high-performing countries.

If a government's intention or rhetoric in introducing teacher-evaluation schemes is seen as being primarily or significantly about firing underperforming teachers, then teachers will resist them. Some participants suggested that in countries that

have significant problems of uneven teacher quality, other strategies might work better, including raising standards for initial entry into the profession or for passing a probationary period; having competency procedures separate from the teacher appraisal; or using peer assistance and review mechanisms that provide support to struggling teachers and that may counsel teachers out of the profession while according due process. It was suggested that since the proportion of truly ineffective teachers is likely to be small, it may be unwise to burden the whole teacher-evaluation system with the controversy surrounding the removal of incompetents.

The effectiveness of teacher-appraisal systems also hinges critically on the instructional expertise of the evaluators. Currently, school leaders in many countries are trained as administrators and may not have instructional expertise. The New Zealand Teachers Council offers models and advice to principals on how to conduct effective evaluations. The National Board for Professional Teaching Standards in the United States is putting videos of accomplished teaching online. And many countries (for example, Australia, England, Singapore, and Canada) are revamping their school-leadership training programs to focus on instructional leadership (see report from the 2012 Summit). Where evaluation is conducted by senior teachers, those senior teachers need access to the growing body of research on instructional effectiveness.

All participants agreed that establishing trust is absolutely essential to the development and implementation of evaluation systems—trust in the fairness of the measures, trust in the competence of the evaluators, trust in the purpose of the evaluation, and trust that it will deliver the promised outcomes. Poorly designed or implemented systems—or those

“Establishing trust is absolutely essential to the development and implementation of evaluation systems—trust in the fairness of the measures, trust in the competence of the evaluators, trust in the purpose of the evaluation, and trust that it will deliver the promised outcomes.”

imposed by governments or school management without extensive consultation with teachers, or where data are misused—are likely to meet resistance. Where governments and teachers' organizations have developed teacher-assessment systems in partnership, they are more likely to be successfully implemented and sustainable.

While some countries and teachers' organizations believe that the sole purpose of appraisal should be for the development of teachers, the reality is that increasing public demands for accountability have to be met. Balancing the demands of improvement and accountability requires careful thought. Should evaluation for development and evaluation for accountability be kept separate? Can the same measures be used for both? (Classroom observation is the most useful for development purposes, but more standardized and less time-consuming measures might be needed for accountability.) Given the costs of a sophisticated system that uses multiple measures and multiple perspectives, would an education system get 80 percent of the benefit for 20 percent of the cost by doing evaluation only at key times in a teacher's career? There are no easy answers, and time did not permit all of these issues to be pursued to a conclusion within the confines of a two-day meeting. Teacher evaluation is not the holy grail or an alchemist's stone. There is not much evidence that it improves performance on its own, but as part of a system of teacher- and school-improvement policies, it can be an important lever for driving continuous improvement.

## Conclusions and Next Steps

Countries around the globe are reforming education systems to promote greater excellence and equity in education for the 21<sup>st</sup> century. They are also seeking to promote a broader range of skills and dispositions, including the development of critical thinking, imagination, cross-cultural and global awareness, creativity, and civic engagement. But no policies will succeed unless there is stronger capacity at the school level to raise the efficacy of teaching and to enhance student learning. The goal has to be excellent teaching for every child. How to achieve consistency in teaching quality has therefore become central to the agenda of most countries.

Teacher-evaluation or -appraisal systems are part of this agenda. Despite the often contentious nature of discussions about teacher evaluation in some countries, there are in fact broad areas of agreement between governments and teachers' organizations that create building blocks for moving forward. Certainly the current appraisal systems in many countries—perfunctory checklists that generate paperwork without leading to meaningful improvement—need to be revamped. And the fact that more than a quarter of teachers do not receive any feedback on their teaching, and that 95 percent receive satisfactory ratings even where student achievement is lacking, suggests the need for change. Although some countries do not believe in formal appraisal systems, the question facing most countries is not whether to have a teacher-evaluation system but how to get it right.

### CONCLUSIONS

The Summit discussions offered some useful pointers for the design of such systems:

**First:** There was absolute agreement about the urgency of advancing in each country a shared vision of what the outcomes of education should be and that they should focus on cognitive, interpersonal, and intrapersonal outcomes. This shared vision should guide the continued collaborative work of government and teachers' union leaders in the ambitious task of improving schools. All policies and programmatic initiatives to support teaching and learning should be aligned with that shared vision.



## The question facing most countries is not whether to have a teacher-evaluation system but how to get it right.

**Second:** It was also unanimously understood that producing quality teaching is the responsibility of the profession of teachers, and that it is essential that teachers be engaged in defining the mechanisms to produce improvements in teaching. This would begin with the establishment or updating of standards that define teaching quality for beginning and accomplished teachers, from which would flow the development of appraisal and feedback mechanisms, the development of cultures of continuous improvement, mechanisms for keeping teachers' knowledge and skills up to date, and mechanisms for counseling out ineffective teachers.

**Third:** Doing justice to the multidimensional nature of teaching quality will require data from multiple sources of information and multiple stakeholders. The measures should focus on teachers' effectiveness in the classroom but also on their broader role in improving the school and with parents and community. Some of teachers' most important effects are on the noncognitive development of students, and this is difficult to measure, but feedback from parents, students, and even employers can shed light on these areas. So measures could include classroom observations; self-, peer, and principal assessment; student academic work; and parent and student surveys. At the Summit, a range of approaches to teacher appraisal were discussed, and it was agreed that approaches need to reflect the complexity of the enterprise but at the same time should be practical and feasible to implement.

**Fourth:** Teachers need and want feedback to improve their practice. And there was strong agreement that to be meaningful and to support the desired improvement in teaching and learning, appraisals have to be explicitly linked to opportunities for professional development. Research suggests

that feedback on its own may produce some gains, but without opportunities for coaching and practice of new skills, it does not reliably lead to improvement. Research on the effectiveness of different forms of professional development suggests that the lesson-study approaches widely found in East Asia and the professional-learning communities found in other systems hold the most potential for improving teaching practice.

**Fifth:** There is an emerging consensus that the teaching career is too flat, and that to attract and keep talented teachers—as well as to strengthen instructional leadership within a school—appraisal systems should be linked to opportunities for outstanding teachers to play broader leadership roles in schools beyond their own classrooms. These leadership roles and career ladders can take different forms in different systems, and increased compensation is often linked to increased responsibilities within the school. Some systems are also using their most effective teachers in system-wide roles to help weaker schools, to provide professional development, or to guide the development of peer appraisals.

**Sixth:** To be effective, teacher-appraisal systems also require significant attention to implementation. Poorly designed or weakly implemented appraisal systems can inadvertently do harm by creating



the wrong incentives in the system, or by creating a climate of fear rather than collaboration. It is critical that there is good training for the appraisers—whether they are principals, senior teachers, or external evaluators—so that the appraisals are clearly credible and based on instructional expertise. A number of countries are developing new kinds of training for school leaders that include a major focus on managing the human resources in their school.

The use of time is another key aspect of implementation. Doing serious appraisal requires time, as does the follow-up professional development. Some systems have thought through how to structure the school day in order to allow for detailed observation, feedback, and teacher collaboration to improve practice, so these systems can suggest options for others to review.

**Seventh:** In designing teacher-appraisal systems, countries need to think carefully about the balance between evaluation of individual teachers and evaluation of schools. Particularly in countries where there are significant inequalities between schools, lack of resources, or weak leadership, this may mean that the institutional conditions for effective teaching are not present. Some systems are putting more weight on school evaluation, with individual teacher evaluation taking place within that. Whichever way

a system is designed, it is important to think through how to pull together these various levels of information—to improve teaching and learning, and to provide feedback to the larger policy process.

**Eighth:** Developing teacher-evaluation systems should not be like the single-minded pursuit of the holy grail or alchemist’s stone; it is one of a series of policy tools that together can create a high-quality profession. To reprise the lessons from the first two Summits, the highest-performing systems are those that make teaching an attractive and respected career that invites the best candidates; provides high-quality initial teacher education, good mentoring, effective professional development and attractive career structures; and where teachers work collaboratively with school leaders in the design and implementation of reforms and innovations. In this context, teacher evaluation can be a critical lever.

At the same time that there were these clear areas of broad agreement, there are also important contextual variations across countries, and teacher-appraisal systems therefore vary enormously in design—ranging from informal conversations between principals and teachers in Finland to peer review systems, as in the Netherlands, to highly developed annual performance-management systems, like in Singapore. The definition of the role of the teacher, the education

governance structure of the country, the existence or absence of career ladders, and the styles of evaluation in other careers in the country all influence the design of teacher-appraisal systems in different contexts, so there is no universal approach. But the further refinement of specific approaches in each country can draw from those who have developed promising practices.

The Summit discussions did not reach consensus, and indeed, there was emphatic disagreement on other issues, including whether appraisal should have summative (accountability) as well as formative purposes, and whether the same types of measures can be used for

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both. The role that student-achievement data should play and how to use evidence of student learning appropriately were other areas of dispute. And while there was relatively little discussion of compensation, the relationship of performance to rewards—especially bonuses or merit pay (as opposed to salary differentials that go with different career roles)—was clearly an area where some governments and unions were far apart.

Questions were also raised about the need to assess the cost-effectiveness of the resources devoted to teacher assessments relative to other investments that need to be part of a balanced education portfolio if the policy portfolio is to achieve the ambitious goals of excellence and equity embraced by the participating countries. For example, the proportion of truly ineffective teachers is likely to be small, and some suggested that there are more cost-effective ways to identify teachers who do not perform adequately than costly, census-based student-testing regimes. More work needs to be done to define such alternatives.

Teacher-appraisal systems are still a work in progress. Despite strongly held views, there is little research as yet on how well they work to improve teaching or learning. The Summit had serious, honest, and sometimes difficult conversations, as leaders of governments and teachers' organizations examined their differences and explored ways to resolve them. There are no definitive answers, but there is considerable knowledge about effective teaching practices to draw from, and experimentation around the world is helping to clarify the issues in this area

and provide a broader set of options for countries to consider as they seek to provide a high-quality learning environment for every child.

A central theme at the Summit was the importance of trust as an essential condition for school improvement. At the core of educational improvement is learning: learning by students, by teachers, by administrators, and by policymakers. This may be the greatest contribution of this Summit and of the ongoing social

dialogue that has continued since the first Summit took place two years ago: to have helped build trust among people who care deeply about the global challenges in education, people who are in absolute agreement that these challenges require that all of us involved in the practice of education think anew, change our minds, and change our practice, so that we may build, with vision and ambition, upon the institution created to realize the aspiration of Jan Amos Comenius.

## NEXT STEPS

In the concluding session of the Summit, country teams put forward what actions they intend to take over the next year to improve the teaching profession in their country.

**Belgium**, through collaboration between the government and unions, will work to improve teacher preparation, recruitment into the profession, and support for new teachers. The professionalization of management (i.e., principals) and effective use of technology will also be priorities.

**Canada**, through collaboration between provincial governments and unions, will focus on a system for professional development that is based on data and best practices, that identifies the needs of individual teachers, and that is tied to student success.

**The People's Republic of China** will improve the professional standards and mechanisms of evalu-

ation for teachers and principals, implement qualification examinations for teachers, pilot a registration process, and build on the current development of quality teacher-training resources.

**Estonia** will work with teachers' organizations to agree on a new set of professional standards within the next twelve months, develop teacher and principal professional-development approaches that are trust building, and increase teacher leadership in schools and in teaching and learning communities.

**Germany** will focus on improving teacher education in universities, combine school evaluation with effective support systems for principals and teachers, and develop collaborative teaching-learning strategies for underachievers.

**Hong Kong SAR** will attempt to better align different school-based support measures, enhance the practices of education reform established since 2000, and strengthen teacher professionalism.

**Iceland** will continue the collaborative dialogue started after the last Summit to improve teacher education, continuous professional development, and the systemic evaluation of teaching, schools, and learning; quality will be improved by using diverse methods of evaluation and ensuring that evaluation has a clear purpose and positive impact for everyone involved.

**Japan** will reshape its teacher evaluation to increase teachers' motivation, develop the evaluation skills of school leaders, and seek to foster an environment in which teachers can enhance their capacities autonomously.

**The Netherlands** will focus on active support and coaching of beginning teachers, strengthen the professional body for teaching, and focus on teacher quality in the context of professional learning communities/teams.



**New Zealand's** stakeholders are committed to work together to raise the status of the teaching profession by nationally recognizing and celebrating high-quality teachers and school leaders and sharing their practices.

**Norway** will use its strong government-teachers' union partnership to discuss a comprehensive teacher policy, map and analyze standards and descriptions of effective teaching practice, and use these to pilot different forms of teacher, principal, and school evaluation.

**Poland** wants to spread teachers' professional networks across the country and integrate information from teacher and school evaluation to make it useful to teachers and other stakeholders.

**Sweden** will seek to build on the momentum of its efforts to attract qualified candidates and raise the status of the teaching profession, invest in teachers through professional-development opportunities, and disseminate high-quality teaching practices based on research and best practice.

**Switzerland** will seek to develop a national monitoring system without "naming and shaming," reduce the quota of failing students from 10 percent to 5 percent, and improve the connections between education and the economy.

**United States** will develop multiple indicators of student learning that can be used to improve teaching practice, support the implementation of

common core state standards through an emphasis on professional collaboration and better curriculum and resources, and roll out a strong plan for early childhood education to improve equity in educational opportunities.

Clearly, the foci of efforts to improve the quality of teaching and leadership vary depending on the circumstances of each country. But they underline the intention of ministers and teachers' organizations to continue to move the teaching and leadership agenda forward in a powerful way, and they provide benchmarks for countries in measuring progress.

## CLOSING

In her closing remarks, Susan Hopgood, President of Education International, said that the Summit had achieved progress in the debate over teacher quality. Sharp points had been made with courtesy and respect. The debate was not finished by any means.

The discussion had not been just about evaluation, but also about overall policies on teaching and their impact on student learning. Reflecting on some of the themes of the Summit, she said that well-structured appraisal needs to build on what is essential to effective teaching and student learning:

- Feedback is essential.
- Collaboration is essential.
- Teacher self-efficacy and confidence are essential.
- Trust is essential.

To be successful, any appraisal scheme must demonstrate to teachers that it will add to the value of their work.

In final remarks, Angel Gurría, Secretary-General of the OECD, stressed the urgency for countries to maintain education's AAA status. Those countries that attract the greatest talents into teaching, develop them effectively, and get talented teachers into the most challenging classrooms will succeed

in preparing the next generation for an increasingly interconnected global economy. The status quo is not acceptable, and since we cannot improve what we cannot measure, it is imperative to address the barriers to teacher evaluation, applying what we already know while continuing to learn. Teacher evaluation must be in the context of a broad set of policies to enhance the teaching profession; then, evaluating teachers does not reflect a lack of trust but a commitment to the improvement of the profession. So it is critical that the dialog between governments and teachers' unions, begun two years ago at the first Summit, continue and deepen.

In closing the Summit, Dutch Minister for Education, Culture and Science Jet Bussemaker said that in Finland they refer to teachers as the candle of the nation. Teachers are the people who light the fire of learning in our children, making sure they develop and make the most of their potential. The Summit has discussed how to ensure that the fire continues to blaze within teachers themselves—how they can continue to develop, improve, reflect, and learn from one another. Two elements are essential to this process: time and trust.

We need to give teachers the freedom they need, but that freedom is not without obligations. Teachers will have to open up their doors: to one another, to administrators, and to the society at large. We need to make the transition from classroom to “glass room” (referring to the glass pavilion outside the Beurs van Berlage, where Dutch teachers were teaching classes). And school administrators need





to create learning environments for professionals, a culture of constant improvement

In the Netherlands particularly, there is an acute problem of teacher attrition. Only 28 percent of people entering teacher training stay in teaching long-term. Bussemaker had been impressed by the research and experiences of other countries, such as Estonia and New Zealand, with coaching and mentoring for new teachers. As a result, the Netherlands will set a goal of a coach for every new teacher.

It is essential to involve teachers in the debate about how best to improve education. Bussemaker called on teachers who were present to share what they had heard. Reflecting on an informative and inspiring summit, she echoed the words of U.S. President Obama, the spiritual father of the Summits: “Fired up, ready to go.”

As the Summit rapporteur said, “Perhaps in thirty years, looking back, observers will describe this process, this global collaboration, as an important contribution to a renaissance of education. They might

say, looking back in thirty years, that in 2011 a group of visionary government and teacher union leaders, with the support of international organizations like the OECD and Education International, decided to get together to have serious and honest conversations about how to substantively rethink the practice of education. They might say that these leaders agreed to engage in this deep and sustained collaboration because they recognized larger challenges in their times—the challenge of poverty and social inequality and the consequent social exclusion it produced, challenges to democratic governance, economic challenges, challenges to sustainable forms of interaction with the environment. And these leaders concluded, someone might say in thirty years, that to successfully address those challenges, it was important to build on the invention of Comenius, the public school, and get that wonderful institution to do things it had not done previously—things like develop a range of skills and dispositions among students that enabled them to be authors of their own destiny and committed stewards of a sustainable and inclusive order. These leaders, coming together, understood that to transform these institutions, they would have to reach a consensus,

*among teacher organizations and governments, about the extent and depth of these transformations of the practice of education, and of the ways to bring these transformations about, and they concluded that to reach this consensus, to stay the course in pursuit of such ambitious goals, they would have to adopt the discipline of meeting from time to time; to have open, honest, and sometimes difficult conversations about how to create that consensus. They understood, our future observers might conclude, that this consensus would not be reached all at once in a single scoop, but that it would be a gradual process, where determined action would follow the areas in which consensus was reached, as it was reached, while these leaders remained committed to continue to examine their differences and explore ways to resolve them.”*

*This report was written by Vivien Stewart, Senior Advisor for Education at Asia Society and author of “A World-Class Education: Learning from International Models of Excellence and Innovation.”*



# AGENDA

## Wednesday, March 13th, 2013

Facilitator: Anthony Mackay

### Opening

10:00 – 13:00	<b>Summit Registration</b>
12:30 – 13:00	<b>Coffee/tea</b>
13:00 – 13:20	<b>Welcome and Overview</b> <b>Anthony Mackay</b> (facilitator) <b>Jet Bussemaker</b> , Dutch Minister of Education, Culture and Science <b>Fred van Leeuwen</b> , Secretary General EI <b>Barbara Ischinger</b> , Director Education and Skills OECD
13:20 – 14:25	<b>Reflections on ISTP 2012</b> Reflections on ISTP 2012 based on the input of the participating countries
14:25 – 15:10	<b>Framing the themes of the 2013 summit</b> <b>Jet Bussemaker</b> , Dutch Minister of Education, Culture and Science <b>Andreas Schleicher</b> , OECD <b>John Bangs</b> , EI
15:10 – 15:30	<b>Coffee break</b>

### Session 1:

**How is teacher quality defined by policy makers, the teaching profession and society?  
What standards are set and by whom?**

15:30 – 15:35	<b>Teacher intermezzo</b>
15:35 – 15:55	<b>2 country examples</b> Sweden USA
15:55 – 16:35	Discussion with delegations
16:35 – 16:45	<b>Teacher intermezzo</b>
16:45 – 17:20	<b>Discussion with attendees</b>
17:20 – 17:30	Rapporteur summary Linda Darling-Hammond

### Evening Programme

<b>From 18:15</b>	By canal boat from the hotels to the National Maritime Museum
<b>18:30 – 19:30</b>	Arrival at the National Maritime Museum (Scheepvaartmuseum)
<b>19:30 – 22:00</b>	Dinner for all the participants at the National Maritime Museum. Welcome and speech by the Dutch State Secretary Sander Dekker
<b>22:00</b>	Return to the hotels by bus



## Thursday, March 14th, 2013

### Breakfast

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07:30 - 08:30	Breakfast for all participants at Beurs van Berlage	
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### Session 2:

**How is teacher quality evaluated? What systems are in place and how are the evaluations carried out?**

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08:30 - 08:35	Teacher intermezzo	
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08:35 - 09:35	2 country examples	Netherlands New Zealand
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Discussion with delegations

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09:35 - 09:45	Teacher intermezzo	
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09:45 - 10:20	Discussion with attendees	
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10:20 - 10:30	Rapporteur summary	<b>Kai-Ming Cheng</b>
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10:30 - 11:00	Coffee break	
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### Session 3:

**How do evaluations contribute to school improvement and teacher self-efficacy? What impact can be expected on teaching and learning from teacher evaluation?**

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11:00 - 11:05	Teacher intermezzo	
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11:05 - 11:25	2 country examples	Germany Japan
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Discussion with delegations

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12:05 - 12:15	Teacher intermezzo	
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12:15 - 12:50	Discussion with attendees	
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12:50 - 13:00	Rapporteur summary	<b>Ben Levin</b>
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# AGENDA

## Thursday, March 14th, 2013 (continued)

### Lunch & afternoon programme

13:00 - 14:30	<b>Lunch in subgroups</b>	A: ministers' lunch B: union leaders' lunch C: lunch for attendees. Informal, open tables
14:30 - 15:30	<b>Afternoon programme for country delegations and other attendees</b>	A: Country group meetings. Countries prepare one slide with priorities for 2013  B: four workshops given by the rapporteurs  - <b>Ben Levin:</b> System-wide improvement in education  - <b>Kai-Min Cheng:</b> Challenges to 21st Century Teachers  - <b>Linda Darling-Hammond:</b> Developing teaching as an expert profession  - <b>Fernando Reimers:</b> Citizens Teacher education, curriculum reform and global education
15:30 - 16:00	<b>Coffee break</b>	

### Closing session

16:00 - 17:15	<b>A Country presentations</b> <b>B Rapporteur summary</b> <b>C Closing remarks</b> Susan Hopgood, President EI Ángel Gurría, Secretary-General OECD Jet Bussemaker, Dutch Minister of Education, Culture and Science	<b>Fernando Reimers</b>
17:15 - 18:30	<b>Farewell reception at Beurs van Berlage</b>	

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SUPPORT FOR THIS REPORT WAS PROVIDED BY  
**MetLife Foundation**

We thank MetLife Foundation for their support of the preparation and printing of this report.  
We would also like to thank all of the sponsors of the International Summit for their support.



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