

英格蘭中小學教師 評鑑制度之發展

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摘要

本文旨在探討英格蘭的中小學教師評鑑制度之發展，並提供我國在擬定相關法案時之借鏡。本文主要採文獻分析方法。分析係立足歷史發展之角度，包括：官方文件，教師會的立場，以及教師評鑑的相關報導。先從英格蘭經濟衰敗的社會背景與國家政策的發展，檢視教師評鑑制度興起的原因；探討範疇設定在教師評鑑制度以及其相關的教育改革運動。其次依序檢視 1991 年、2001 年、2006 年英格蘭的教師評鑑法規的意義，內容，與特色；特別是影響立法過程的相關因素。教師會的立場用以代表教師的共同觀點。最後根據討論，建議我國教育立法過程，主事者應明確宣導法規的精神與內容，並勇於承擔成敗；法規制定後也應持續反應輿情，適時修訂；修法過程尊重教師會之意見，並建議接納教師會提出另案之評鑑辦法。

關鍵詞：教師評鑑、英格蘭教育、教師績效管理

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The Development of Teacher Evaluation System in England

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Abstract

The aim of this study is to explore the development of teacher evaluation system in England, whose experience can serve as reference in the formulation of our related educational policies. Documentary analysis was the main method utilised. In general, this study adopts a historical perspective, examining documents of governments, National Union of Teachers (NUT), and news reports related to teacher evaluation. This paper examines education reform movements in England by looking at the meanings, contents and characteristics of Teacher evaluation regulations in 1991, 2001, and 2006, focusing on the factors that influenced the legislations and the standpoint of NUT. Finally, several suggestions are proposed. During the legislation process of educational acts, the underlying principles and the content of related acts should be made clear. These acts should be revised from time to time based on the responses or feedback from the society. Such revisions ought to respect the NUT's standpoint and accept their proposals of alternative evaluation programmes.

Keywords: teacher evaluation, teacher performance management, English education

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I. Introduction

Much international research has been introduced to Taiwan through scholars' responses to the 410 March, most of which describe American and English experiences in education reform. Various papers discuss recent education reforms in England, when teacher evaluation experiments were implemented by the Ministry of Education in Taiwan. Some research focus on the national curriculum reform (Chiang, 1997; Huang, 2001) and the teacher education reform (Lee, 2000, 2003, 2005). Many studies explore teacher professional development (Chang et al., 2001; Chiang, 2003; Lee 2003; Shen, 2006), while several others examine the educational policy (Chiang, 2008; Huang, 2002; Lee, 2000; Lin, 2004; Su, 2000; Wen, 2006; Weng, 2007). The majority of the research investigates TE in England (Chang, 2007; Cheng, 2003; Din & Chang, 2004; Fu, 1995, 1998; Lee, 2006; Su, 2001; Wen, 2004; Yeh, 1998).

Generally, the studies above depict the English experience of teacher evaluation system as a "good measure". Lee stated that:

The mechanism of teacher evaluation in England is based on relevant policies and legislations and a series of executing measures and evaluation reports. When the teacher evaluation mechanism is designed in our country, the English experience could be a good example. (Lee, 2006, p. 196)

It is worth noting that all the aforementioned studies adopt documentary analysis as their research method, apart from Chiang (2003), who used interviews (but only in part). Moreover, all collected documentations in those studies were official publications only up to 2006. In this study, I include the most current data available. Another difference between the previous studies and my research is the aim. To date, most of the research in this area describes the English system and models based on the assumption that the teacher evaluation system in England can be usefully applied to the Taiwanese context. In contrast, my study concerns the formatting of the teacher evaluation system policy within the discourse of the

public sphere and its interaction with the Taiwanese government's viewpoint, the NUT's policy, and reflections from English society. In general, I drew inspirations from the historical perspective of the English experience, various official documentations combined with viewpoints of the NUT, and news reports related to teacher evaluation system. When exploring the meaning of teacher evaluation, I believe that attention ought to be given to a) the process of reconceptualisation, and b) the development of the educational policy in Taiwan.

In the English context, the term "teacher appraisal" is utilised, although one should note that it has been changed to "teacher performance management" since 2004. Although there are some differences between "teacher evaluation" and "teacher appraisal" (Montgomery & Hadfield, 1989), I chose to use the term "teacher evaluation" because most Taiwanese teachers are familiar with it, and it is widely adopted in educational research.

II. The Education (School Teacher Appraisal) Regulations 1991

In this section, the socio-economic background which influenced the formulation of the policy of TE is described. Further, the results of implementation, including NUT's standpoints and changes in education practice, are investigated. The teacher evaluation system in 1991 is discussed in detail.

A. The Development of Teacher Evaluation

The main concern of this section is to trace how teacher evaluation came about in England, and how this reflects on the formulation of an education policy that meets society's needs through public discourse.

Bell (1988) stated that British teachers were experiencing great freedom in their curriculum decisions by the second half of the twentieth century. The widely accepted starting point is "The Great Debate", initiated by Callaghan in 1976, calling for higher standards and greater accountability in education. By 1976, the

Labour government was in deep financial trouble, and Callaghan was pressured by the U.S. and by the right wing of his own party to accept a loan from the International Monetary Fund (IMF) (Gillard, 2007).

Since 1969, a series of “Black Papers” which described the government’s serious financial problems, written by right-wing educationalists and politicians, were brought about by the economic climate. The views presented in the “Black Papers” focused on the development of the progressive style in primary schools. Gillard (2007) claimed that the “Black Paper” writers were given ammunition by the “William Tyndale Affair”. William Tyndale was a primary school in north London. In 1974, some staff introduced radical changes, and these changes were associated with an extreme form of romantic liberalism. The result was a violent dispute among staff, and between some staff and the school managers. Local politicians and the local inspectorate became involved. From 1975 to 1976, there was a public inquiry into the teaching, organisation and management of the school (Davis, 2002). The “Great Debate” about education and Callaghan’s speech at Ruskin College Oxford on 18 October 1976 (which was followed by various “Department of Education and Science” (DES) and “Her Majesty’s Inspectorate of Education” (HMIE) initiatives regarding the establishment of the Assessment of Performance Unit and the beginning of mass testing by local education authorities) was deemed an intervention of the central government in schooling. The public image of teachers began to change throughout the 1970s. Callaghan’s Ruskin speech, with its call for the accountability of teachers concerning the curriculum, was seen as the first stage in the development of teacher evaluation system, as discussed in numerous studies (Evans & Tomlinson, 1989; Goddard & Emerson, 1992; Poster & Poster, 1993). At that time, all the teachers’ unions strongly opposed politicians having any role in what was taught in schools. No education minister would propose changes without consulting the general secretary of the NUT (BBC, 2005). The former general secretary, Steve Sinnott, paid tribute to Lord Callaghan, commenting that:

Perhaps if he had been Secretary of State for education he would have been able to deal better with the issues in the great debate...I think the debate needed to be one which engaged with everybody, including teachers and teachers' organisations. (BBC, 2005)

The economic crisis of 1973—1975, the Black Papers, and the William Tyndale affair were cited as factors which had an impact on the public image of teachers at that time and resulted in demands for an increase in the examination of public education.

Throughout the early 1980s, the Conservatives' desire to increase their control over the work of teachers was apparent. Sir Keith Joseph, the Secretary of State at the time, spoke of a need to assess teachers and to dismiss those unable to achieve an "acceptable" standard (Gillard, 2008). The White Papers, teaching quality (DES, 1983) and better schools (DES, 1985), stressed a need to manage teacher performance to raise standards in schools. Before evaluation was made legal, the White Paper—teaching quality (DES, 1983) put the emphasis on teacher assessment at a time of falling rolls. It emphasised the need to improve initial teacher training, and proposed that the Secretary of State should promulgate criteria against which all courses would be reviewed. Kelly et al. considered that, "the paper also expresses the view that regular and formal evaluation of teachers is necessary..." (Kelly, 2001, p. 49). In teaching quality, the statement (DES, 1983, p. 25) revealed

concern for quality demands that...teachers fail to maintain a satisfactory standard of performance, employers must...be ready to use procedures for dismissal.

This statement caused the dissatisfaction of teachers. Teachers, rightly or wrongly, saw evaluation as a means of drastically decreasing the teaching force. The issue of ensuring teaching quality by teacher evaluation was often discussed. Gunter claimed that the teacher evaluation policy "has developed rapidly and unevenly during the 1980s and 1990s in England" (Gunter, 2001, p. 247).

At the North of England Education Conference, Sir Keith Joseph intensified the debate by arguing that “the aim should be to remove such [under-performing] teachers from a profession where they can do such disproportionate harm...” (Joseph, 1984, p. 144). This widely reported statement was rapidly picked up by the teachers’ unions, and some of them threatened to boycott evaluation for nearly a decade thereafter. The aftershock was so fierce that Sir Keith mitigated what he said in later speeches. His intention was deemed a palliative but did little to mollify the teachers’ outrage. Joseph declared

I attach particular importance to the interesting and innovative work... in the important area of teacher assessment and in the schemes of collective self-assessment within the schools. (Joseph, 1984, p.144) .

In the early days of teacher evaluation system, there was some confusion between “assessment” (i.e. judgmental and summative) evaluation in the speech, and that which is developmental and formative. Sir Keith’s reference to “collective self-assessment” was too vague to be helpful. This confusion over terminology continued to bedevil relationships between the DES and the teachers’ unions. At a time when confusion and argument were at their peak, the DES belatedly but widely delegated the Suffolk LEA to conduct a pilot project for evaluation. The pilot project was conducted in six LEAs, and a report entitled “Those having torches” was published.

Sir Keith lectured at a conference in Chester in January 1985:

To be fully effective an appraisal system would have to be complemented by better arrangements for the individual teacher’s career development-including induction, in-service training... I am only concerned with the need to dismiss the very small number of incompetent teachers who cannot be restored to adequate effectiveness... I am concerned with the whole range of positive advantages that would flow from applying to the teacher force standards of management which have become common elsewhere. (Bell, 1988, p. 292)

In February 1985, the Permanent Secretary at the Department of Education and Science, Sir David Hancock, pointed out that he wanted sound decisions on such matters as staff deployment, in-service training, promotion and career development, as well as a framework for helping schools and colleges to improve standards, set goals, and identify ways in which staff could achieve these communal goals. The fact that an appreciable number of schools and researchers (Bunnell & Stephens, 1984; Newman, 1985; Turner & Clift, 1985) were already engaging in staff appraisal as a foundation underpinning the government's design of teacher evaluation systems is often overlooked. There was ample evidence that staff evaluation schemes were mushrooming (Bunnell & Stephens, 1984; Newman, 1985; Turner & Clift, 1985), but Newman (1985) claimed that no one appraisal can work for all. He also warned that it is difficult for a school to borrow an appraisal scheme from another school. Newman cautioned that if a national scheme were to be introduced, there needed to be sufficient flexibility to meet the different management styles and structures, different approaches to learning, and different staff experiences.

In response to the union threat to boycott evaluation, the language was toned down by Sir Keith Joseph, but in the White Paper, *better school* (DES, 1985), the government's position remained resolute: better information about teacher competence was essential to improve teacher deployment and development and, ultimately, to facilitate the dismissal of those who continue to under-perform. In the same year, DES produced a report, *Quality in school: Evaluation and appraisal* (DES, 1985), which was a consequence of a two-year survey of a number of LEAs and schools in which staff evaluation was taking place.

According to Gunter (2001), there were three broad positions with regard to the purpose of evaluation from the early 1980s and into the 1990s: instrumental performance appraisal, humanist appraisal, and critical appraisal. In the approach of instrumental performance, evaluation is about pursuing a school's outcomes, which can be achieved and measured. The humanist approach is developed by teachers' participation in the design and operation of the evaluation process.

This is done through negotiation and agreed purposes. In the critical approach, evaluation emphasises teaching and learning as a means through which social injustices are understood and defeated by teachers and pupils.

B. Legislation

In 1989, the National Steering Group (NSG) restated the developmental purpose of appraisal from the 1986 Advisory Conciliation and Arbitration Service (ACAS) agreement and emphasised that “appraisal is an integral part of the management and support of teachers and must not be treated as an isolated exercise” (Bridges & Kerry, 1993, p. 141). Although the making of national regulations went through a stop-start process, the appointment of Clarke as Secretary of State in the late 1990 saw a speedy imposition of a national framework (DES, 1991a, 1991b). It was the Education (No. 2) Act 1986 that made evaluation a legal requirement.

The Secretary of State may by regulations make provision for requiring LEAs [LAs] or such other persons as may be prescribed, to secure that the performance of teachers to whom the regulations apply... is regularly appraised in accordance with such requirements as may be prescribed. (DES, 1986)

Further, the Education (School Teachers' Pay and Conditions of Employment) Order 1987 stated that head teachers were responsible for Supervising and participating in any arrangements within an agreed national framework for the appraisal of the performance of teachers who teach in the school (DES, 1987).

The Secretary of State for Education, Baker (1987) argued that he did not prescribe the requirements, but that it was for the LEAs selected for the pilot scheme to advise him through NSG. Somewhat contradictorily, personally, the Act was partly deemed having had too many loopholes for comfort. In other words, it opened up the possibility for agencies other than LEAs to be made responsible for the evaluation procedures.

The next phase of evaluation was strongly influenced by political issues. In February 1987, in her address to the Industrial Society, the Minister of State, Rumbold, assured people that sacking poor teachers was no longer in anyone's mind. The provocative speech caused two of the largest teaching unions, the NUT and the National Association of Schoolmasters, to refuse to serve on the NSG of the six LAs pilot projects for the whole of 1987, partly because a pay settlement had been imposed on the teaching profession. However, the Education Act 1988 began to dominate the attention of teachers and their representatives in the following year.

In 1989, the Secretary of State, John MacGregor, made a pragmatic decision that the introduction of the national curriculum established by the Education Act 1988 should be the Government's highest priority. His successor, Clarke, came under attack from opposition parties for the delay, so in December 1990, he countermanded MacGregor's decision in a letter to local education authorities, stating that regular appraisal will help to develop the professionalism of teachers and improve the education of their pupils (DES, 1990). Hence, the Education (School Teacher Appraisal) Regulations 1991 embodied the law and the DES Circular 12/91 offered advice about how the exercise should be conducted. Such legislations should be seen alongside the increasing power of governors. The authority of the Secretary of State was promoted, and the shift was to make schools responsive to market forces, whilst teachers and LEAs were the losers (Bartlett, 2000).

C. The System of Teacher Evaluation in 1991

The 1991 Education (School Teacher Appraisal) Regulations (Department of Education and Science (DES), 1991a) aimed to enable teachers "to realise their full potential and to carry out their duties more effectively" (DES, 1991a, p. 2). According to School Teacher Pay and Conditions Document (1991), evaluation is part of a teacher's "professional duties", and teacher performance is directly linked to both "professional development and career planning" and "those

responsible for taking decisions about the management of school teachers” (DES, 1991a).

The aims of this regulation include a) improving teachers’ performance, professional and career development for general teachers; b) helping teachers having difficulties with appropriate guidance; and c) improve the management of the school (DES, 1991a). The regulations also present evaluation as a series of mandatory tasks which comprise classroom observation, interview with the evaluator, target setting and evaluation statement, with a two years cycle. While the evaluation process cannot be used for disciplining or dismissing a teacher, the evaluation statement may be utilised by those responsible for taking decisions on the promotion, dismissal or discipline of school teachers or on the use of any discretion in relation to pay (DES, 1991a).

Circular 12/91 provides guidance that a) the appraisal should be based on a job description; b) the appraiser should have a management responsibility for the appraisee (DES, 1991b, p. 4); c) the appraising body is maintained by a local education authority; and d) to help manage the process of an initial meeting, self appraisal and other data in addition to classroom observation could be part of an appraisal. The Circular stressed that an appraisal should be set within a management context:

The school’s objectives in a particular year should be linked with appraisal, so that, for example, professional development targets arising from appraisal may be related to agreed targets and tasks in the development plan. Similarly appraisal targets, when taken together, should provide an important agenda for action for the school as a whole. Targets set during appraisal should therefore meet the needs of the school as well as those of individual appraisees. Setting appraisal within the framework of school development should also ensure that targets are realistic and make the best use of available resources. (DES, 1991b)

D. The Post—1991 Period

The making of national regulations went through a stop-start process from 1988, but a change of the Secretary of State in late 1990 saw a quick shift from a voluntary system to the imposition of a national framework. LEA'S (and governing bodies for grant-maintained schools) schemes for appraisal strongly emphasised developmental systems (Gunter, 1999). By the mid 1990s, all 340,000 teachers in England and Wales had been through at least one evaluation since the 1991 Regulations. The process itself has been evaluated as follows: first, a research project was commissioned by the Department for Education and Employment (DfEE) (Barber et al., 1995); and second, a report by the Office for Standards in Education (Ofsted) based on HMI visits to schools and Ofsted Section 9 inspection reports were published in April 1996. This was then used in a consultation process led by the Teacher Training Agency (TTA) and Ofsted (Ofsted, 1996). The capacity of appraisal to bring about change was researched in the mid 1990s. Barber et al. (1995) and Wragg et al. (1996) found general support for appraisal, and much successful work going on. Nevertheless, Barber et al. (1995) found that there was an "implementation dip", and appraisal was not being given the attention it deserved, both in schools and nationally. Site-based management from 1988 increasingly put the emphasis on organisational development, and the Ofsted was making demands for accountability in schools in such a way that less attention was given to teacher developmental appraisal from 1992 onwards.

The official review by Ofsted (1996), the *Appraisal of Teachers 1991—1996*, reported that teacher performance had not been well-supported through appraisal, and there was only a weak link between appraisal and improvement. Moreover, the connection between effective management and appraisal was still under-developed. In particular, the report raised a concern that performance-related pay and its link with appraisal needed review. It was noted that while Circular 12/91 had identified such a link as "legitimate and desirable", schools tended to follow the appraising body's (LEA, or the Governors for a grant maintained school)

recommendation not to make this link. Following consultation, Ofsted and the TTA produced a summary report (TTA/Ofsted, 1996) which repeated the need for technical improvements, but mainly emphasised the importance of how appraisal was managed. The Report concluded that appraisal was functioning below its full potential and justified its call for a review on the basis of a different context in 1996 as compared to 1991. Responses to this were summarised in a joint Report published by Ofsted and the TTA in June (TTA/Ofsted, 1996). This report stressed the need for a more effectively designed and operationalised system, and went on to emphasize the importance of how it is managed in school. More resources are therefore not needed:

In those schools where appraisal is a part of normal management strategies, [it] is consistent with a school's culture and style, dovetailed into its administrative structures and integrated with the other functions carried out in the school, it works without any extra resource requirements other than those normally necessary to secure well managed schools. (TTA/Ofsted, 1996, p. 6)

This is consistent with the views of successive governments in conceptualising appraisal as something that makes performance outcomes more secure through integrating teachers with priorities of improvement in schools. The Green Paper, *Teachers: Meeting the challenge of change* (DfEE, 1998), builds on this discourse about establishing the appropriate systems within schools that will drive and enable external accountability for measuring educational standards.

E. Controversy of Appraisal

A common view which is evident in the literature from the early 1980s to the 1990s is that informal appraisal is ongoing, but there is a need for a formalised process (Marland, 1986; Marsh & Scott, 1991; Metcalfe, 1985). There are various debates about the nature of schools and the work of teachers. The tension within the educational literature lies in two areas: the skills and knowledge of individual

teachers or the school's development plan, and how teachers can achieve relevant targets. The integration of teachers' performance with organisational goals is highly instrumental. Lusty (1983) argues that teachers have escaped accountability for too long: "the day of reckoning for teachers is speeding onward if it has not already arrived" (Lusty, 1983, p. 377). This emphasises the tasks and systems. Stenning & Stenning (1984) present three objectives of appraisal: a) to reward on the basis of merit; b) to review performance and to remedy defects; and c) to review teachers' potential, consider career planning and development. Such an approach operates according to the collection of objective data and measurement against criteria, and this serves as the groundwork for performance management in the late 1990s. This position has often supported a "ring binder" approach to teacher appraisal, with checklists to tick and forms to fill in (Mathias & Jones, 1989). Appraisal is presented as value free and politically neutral; this facilitates the importation of "generic" appraisal systems from the private sector (Pierce, 1996; Trethowan, 1991).

For those who take a humanistic approach, appraisal is seen as a professional entitlement that enables the individual to reflect, develop and hence improve the quality of teaching and learning. Teachers' control of the process is seen as vital through negotiation and agreed purposes (Selmes, 1986). As Wragg argues:

It [appraisal] should be done with emphasis on peer support. Teachers should play a central part and be given the time to watch each other's lessons, at all levels, whether in schools or higher education. In other words, it should be collegial, rather than competitive. (Wragg, 1987, p. 84)

Emphasis is placed on achieving job satisfaction and on the credibility of the system, not just with the public, but within the profession as well (Fidler & Cooper, 1988). What distinguishes this approach from those who focus on instrumental performance management is the emphasis on the subjective meaning of those who participate in the appraisal, and how it will lead to development only if teachers take ownership of, and believe in, the process.

In contrast, those who take a critical approach ask questions about the power structures underpinning policy intentions and prescribed practice, such as gender (Bennett, 1992; Thompson, 1989). This approach focuses on the nature and purposes of teaching. McBride (1989) points out that “given simple directions, most of us can make kitchen furniture from a flat pack. Teaching is not this kind of activity. Teaching is a practice.” (McBride, 1989, p. 27) Eggleston (1979) argues that we should not be evaluating teachers, but rather, we ought to emphasise the area of teachers conducting research on teaching. In other words, the classroom is not a place to gather data for management decisions, but for research and development. This theme can be traced throughout the work of Montgomery (1985) and Isaac (1989). The former presented, tested and evaluated a model of appraisal rooted in classroom processes while the latter stressed the importance of teacher learning. Following this pedagogic legacy, Elliott (1991) is concerned about avoiding the import of appraisal models into educational institutions, particularly those “which dispossess[es] the workforce of the power to control their occupational performance and futures” (Elliott, 1991, p. 95). He is in favour of a two-tiered appraisal system. The first level is an action research process rooted in educational values, enabling teachers to reflect on and develop an understanding of how they identify themselves as educators. The second level demonstrates an ethical connection to the development and welfare of children.

Ball (1990) endorses the concern about increased managerialist control of teachers by stating that their work is being redefined in a way that enables it to be “calculable, describable, and comparable” (Ball, 1990, p. 154). Ball (1990) uses Foucault’s concept of “moral technology” to conceptualise appraisal as a form of “examination” in which power is exercised even in a potentially developmental process:

the appraisees are encouraged to display their shortcomings, to seek out or identify appropriate therapeutic procedures, and to judge themselves and award their own punishment” (Ball, 1990, p. 161).

Furthermore, Ball (1990) takes the discussion to a different analytical level, asking questions about those who are involved in the “discourses of management and research fields like school effectiveness” (p. 165). He argues that this is a “professional job creation” (ball, 1990, p. 165) in which consultants and trained managers have access to certain types of knowledge that is used to devise procedures that conceptualise the teacher as a subordinate. Ball’s work utilises theory from the broader social sciences to develop his critique. In addition, he gives teachers access to theory which can be used to analyse, interpret and explain their context and work through seeing the structural determinants of knowledge creation.

While a variety of positions have existed on the appraisal terrain, it is clear that those who inhabit the instrumentalist networks are in the ascendancy. By creating the climate that was easy for the government to dismiss developmental teacher appraisal and exclude particular research networks, as stated in the Green Paper (DfEE, 1998), humanist and critical knowledge workers are currently marginalised. Humanists are concerned about the failure to give developmental appraisal enough time to embed itself and make a difference to teaching and learning. However, this approach is rapidly disappearing through a combination of changes in the LEAs (Gunter, 1999), and the silence that can be induced by instrumental performance systems (Bennett, 1999; Gleeson & Gunter, 2001). Critical approaches remain vocal, are providing rigorous analysis, and present alternative approaches for educational change (Fielding, 2001; Gunter, 2001; Merson, 2000), but they are largely located in higher education and can therefore be written off as being “irrational ... destructive and mad” (Ball, 1994, p. 44).

The NUT’s former General Secretary, Doug McAvoy, said:

The result is a significant blow to the government...It gives the lie to government claims that teachers support its proposals. They do not. They regard them as divisive and damaging to the future of the profession. ... The government has failed to win the hearts and minds of teachers. Until it

listens to the profession, it will be jeopardising its own aims for education. (BBC, 1999)

III. The Education (School Teacher Appraisal) (England) Regulations 2001

Throughout the 1980s and the first half of the 1990s, successive Conservative administrations attempted to employ greater control over teachers' performance. Thus the introduction of appraisal was seen as an initial move to assess teaching, thereby influencing the practice of all teachers. The aim of the education policy was to link teachers' performance to their pay. However teachers resisted the initial threat by the "Tories" (Bartlett, 2000), and appraisal was consequently abandoned as a limited measure for the government, schools or teachers. With the election of New Labour in 1997, the aggressive position of previous Tory administrations has subsided. As Bartlett (2000) described, "all stakeholders are seen to be working together to raise standards in schools." (Bartlett, 2000, p. 34)

A. The Risk of Education

The polarisation of finance became more significant when New Labour came to power in 1997. This was attributed to Thatcherism. Labour's huge majority, and the strength of its support across a wide social spectrum, gives the party the opportunity to heal the divisions created by Thatcherism (TES, 1998a). Besides the changes in economic policy, changes were expected through education reform to resolve the issue of destitution (TES, 1998b). The new Government stated that:

[we] must do more to convince the poor and excluded it has not forgotten them...the Government's New Deal, its action to improve training and lifelong learning among adults, raise achievement in schools and give tax breaks to low income families were all geared to help the most disadvantaged. (TES, 1998)

Some risks in education were especially emphasised, including the lag[ging] behind of language learning in the UK (BBC, 2000c), increased violence among pupils (BBC, 2000b), parents' concern about pupils' behaviour in schools (TES, 2000a), a big gap in A-level candidates who come from private schools and state schools (TES, 2000c), and a high ratio of truancy, unruly classroom behaviour and expulsions (BBC, 1998).

In addition to these risks in education, a number of crises (among teachers) were revealed to challenge the ability of crisis management of the new government. They are: the number of applications for teacher training in secondary schools was almost 5,000 short in 1998 (BBC, 1998) 10,000 extra staff were needed in 2000—2004 (TES, 2000b), and over 30,000 teachers leave each year (BBC, 2001).

According to TES reported, the chief inspector, Chris Woodhead, claimed that up to 1 per cent of teachers could face dismissal in the next couple of years, but that is far less than the 15,000 incompetent teachers (TES, 1999). According to the survey by the National Employers' Organisation for School Teachers, a total of 600 were sacked, retired or redeployed. Another 400 cases have yet to be resolved (TES, 1999). 2,100 teachers were banned in the 12 months to March 31, 1997, and the DfES has dealt with no fewer than 458 misconduct cases (TES, 1998).

More than half of the teachers in the UK leave their jobs after 10 years of teaching experience. So the supply of teachers was irregular and there were poorer lessons from the teachers supplied (BBC, 2002b). Nearly 2,000 newly-qualified teachers have not yet passed compulsory numeracy tests (TES, 2000).

Only 69 of the 1,782 allegations of abuse made by children against the National Association of Schoolmasters/ Union of Women Teachers (NASUWT) members in the past 10 years have led to convictions (Guardian, 2004). Those false accusations mean that parents misunderstand teacher's professionalism and parents hope to involve their children's education.

Teachers' work is all-embracing. Ken Shorey, head of Court Moor school in Fleet, stated that he routinely works up to 70 hours a week (TES, 1998). The average time of a teacher's work is 52 hours per week, whilst that for the head teacher is 60 hours. According to the TES (1998), teachers are described as "tired and stressed workers, [and] are less productive"(TES, 1998).

To face these serious risks in education, the New Labour Government designed numerous education reforms to remedy the situation. Simultaneously, it introduced the notion of professionalism into educational practice to promote effectiveness.

B. An Era of Professionalism

As with all education systems worldwide, the English education system has been subjected to rapid development. Since the reign of the New Labour Government, some of these changes have been supported by methods borrowed from industrial or commercial activities, including performance management of individuals (Peters et al., 1999). Much research explored the contested nature of professionalism, yet there was still no consensus on what the term "professional" means. The words "profession" and "professionalism" continue to be used in the literature despite their disputed meaning. In the twentieth century, professionalism became the basis of teacher regulation located in the shifting state-teacher relations (Ozga, 1995). Teacher professionalism, as broadly described, inhabits a complex reality and consists of a range of abilities, behaviours and understandings. Some researchers explored these characteristics and claimed that teacher professionalism should include:

- a) a body of specialist knowledge; a code of ethics; autonomy from influences which might negatively affect professional judgement (Danaher et al., 2000);

- b) a critical function which implies a duty to subject the profession to scrutiny and review (Tomlinson, 1995);

- c) the development of the practical and affective components which are aspects of a sense of responsibility, duty, obligation, and accountability (Carr, 1992); and

d) a requirement for abilities across a range of organisational, social, managerial and presentational skills. (Mortimore & Mortimore, 1998)

To these may be added Eraut's views on the interplay of professionalism and accountability in increasingly more complex patterns (Eraut, 1994). A number of features of managerialism have been outlined (Clarke & Newman, 1997; Fergusson, 1994; Pollitt, 1990). These are often associated with economic rationalism with ulterior motives. They include, on the one hand, the control over professionals by reasserting "management's right to manage", and on the other, communication of the notion that good management resides only in the private sector. This implies that the public sector is characterised by liberalism.

Another shift of the controlling feature is from managerialism to professionalism, which occurs "by giving them [teachers/schools] budgets or by setting them adrift as quasi-autonomous business units" (Hoggett, cited from Avis, 1996, p. 109). In schools, this has led to a shift in control from the central government to schools, with power invested in the principal as the person responsible for regulating a particular institution, while the quality of education is simultaneously monitored by evaluation systems.

In September 2000, a system of performance management was introduced by statutory force into all state-maintained primary and secondary schools in England (DfEE, 2000a, 2000b, 2000c, 2000d). The Education (School Teacher Appraisal) (England) Regulations 2001 (DfEE, 2001) requires schools' governing bodies to ensure that the performance of all teachers (including the head teacher) is reviewed annually. The introduction of performance management into England's primary schools (schools with pupils aged 3–11) has been particularly controversial, not least because the very concept of performance management is so alien to the traditional cultures of these organisations, because they previously utilise the term of "appraisal".

C. Teacher Evaluation in 2001

The so-called “Performance management in schools” initiative has been described as the world’s biggest performance management system (NAHT, 1999, p. 21; Mahony & Hextall, 2001, p. 182). It covered approximately 18,000 primary schools, 3,500 secondary schools, 1,100 special schools, 500 nursery schools, 23,000 head teachers, 400,000 teachers and an unknown number of ancillary staff. With a huge budget and the time and risk to teachers’ morale and motivation, it is essential that the initiative’s perceived effectiveness and appropriateness are investigated.

School governors conduct an annual performance review of head teachers with the assistance of an accredited adviser, while the performance review of teachers is done either by the head or, in the case of larger primary schools, a more senior teaching colleague, for instance a team leader.

Performance management is an ongoing cycle, not an event. It involves three stages:

- a) Planning: team leaders discuss and record priorities and objectives with every teacher in their team. They discuss how progress will be monitored;
- b) monitoring: the teacher and team leader keep progress under review throughout the cycle, taking any supportive action needed; and
- c) review: the teacher and the team leader review achievements over the year and evaluate the teacher’s overall performance, taking into account his/her progress against the pre-discussed objectives.

The cycle should take place over a year (more frequently than previous regulations), linking with the school’s plans for management and target setting. The precise timing of the cycle is a matter for discussion and agreement within each school. The head teacher will need to consider workload implications and how the cycle fits best with the school’s other arrangements. After the first year, planning should flow naturally from the previous year’s review.

As with head teachers, it is recommended that teachers receive between three and six formal objectives in the planning stage (DfEE, 2000a), including at least one each for pupils' progress, professional development and management/leadership in the case of more senior teachers (DfEE, 2000a). The DfEE published available guidelines and advice about the operation of teachers' performance management arrangements (DfEE, 2000a, 2000b).

Schools may already use numerous methods to observe a teacher's development in the stage of the monitoring progress. Short informal discussions and classroom observation were strongly suggested. Those supportive actions ensure that the professional development is apt.

The stage of performance review offers teachers and team leaders an opportunity to reflect on the teacher's performance in certain structural ways, such as reviewing, discussing and confirming the teacher's essential tasks, understanding achievements and talking about areas for improvement and professional development.

It is also expected to introduce a performance-related element into teachers' pay. There are two pay scales for teachers: a lower scale for the less experienced and, for those who have proved themselves to be sufficiently competent, an upper pay spine. In order to allow progress from the lower to the upper pay scale, individuals with a minimum of four to five years of teaching experience are invited to supply evidence to the head teacher that they have achieved the "threshold" standards in a variety of areas, including their subject knowledge, teaching and assessment, pupils' progress, wider professional effectiveness and professional characteristics (DfES, 2001a). With regard to the performance-related element of teachers' pay, the Department (DfEE, 2000b) stated that if teachers on the lower pay spine are performing satisfactorily, they can expect a continuous annual increment. Teachers above the threshold will need to prove their performance through the annual review process to receive an increase of salary.

D. The Post-2001 Period

The UK performed poorly in international surveys of educational achievement throughout the 1980s and 1990s (Reynolds & Farrell, 1996). A variety of attempts to improve the overall educational outcome and to reduce the variation between schools by bringing ineffective schools up to the levels of the more effective has followed (Reynolds et al., 2003). Generally, the New Labour Government's attempts to remedy this include operating an educational market in which consumers, empowered to choose schools for their children and resourced with published performance data on the academic achievements of schools, are meant to "drive up" standards by their actions. Simultaneously, support for schools to respond positively to pressure has come from the central Government providing guidance on what is effective school management and school level processes, together with some interventions to improve teacher evaluation system and professional development.

According to Smithers' Report (2007, p. ii), England rose four places in the 2003 Trends in International Mathematics and Science Study (TIMSS) evaluation for primary school pupils (from 10th place to 6th place in Mathematics) on the basis of an improvement of 47 points in test scores. Blair's Government claimed that these results were a vindication of his policies. Again this was in spite of the fact that the initial response rate was lower than that of the Programme for International Student Assessment (PISA) 2003 study.

England came third in the international table in the 2001 Progress in International Reading Literacy (PIRLS) study, when, once again, initial participation rates were lower than the PISA 2003 study. The Government argued that these good results were a consequence of its education reforms, including the national curriculum and teacher evaluation system.

Although the results above might not be attributed to a single factor, i.e. teacher evaluation system, the New Labour Government deems those achievements as results of their effort to develop the evaluation system.

IV. The Education (School Teacher Performance Management) (England) Regulations 2006

To face the challenge of educational crises mentioned in the previous section, the New Labour government proposed three measures:

a) Changing the name of the government department: New Labour tried to foster “skill”, especially employment skills, via the changed name of the Department for Education and Employment to the Department for Education and Skills in 2001. The Department of Education had six name changes since World War II. The name given was the Department for Children, Schools and Families in 2006 which emphasises social welfare and family care. The final name was the Department for Education in 2010. The aforementioned changes appear to illustrate initial attempts at reforming education in Britain. These names point to the changing priorities of the government towards education.

b) Raising the educational budget and constituting a monitoring institution: The New Labour government hugely increased the educational budget in the first three years by an additional £9 billion. The areas supported include nursing education, vocational education, technological equipment, personal computers for teachers, and school evaluation. There was an annual increase of £180 for each pupil (Guardian, 2002). In 1998, a subordinate section under the Department for Education and Employment was created to collect educational information. This serves to assist the Office with regard to Standards in Education.

c) Teacher education reform: In 1997 the Education White Paper, excellence in schools was announced. This Paper held the view that teaching innovation is the core of education reform and the innovation of teacher education is the key of teaching innovation (DfEE, 1997). The White Paper emphasised the importance of teacher evaluation system, advocating a positive correlation between teacher performance and teachers’ pay, and that inadequate head teachers and teachers should be dealt with urgently. In July 1998, the Teaching and Higher Education Act was passed, and the Green Paper, Teachers: Meeting the challenge of change, was addressed in December. These papers designed the big wave of teacher education reform, the most radical reform in the teaching profession since 1880

(DfEE, 1999a).

A. Background of the Education (School Teacher Performance Management) Regulations 2006

Facing the crises of the educational level and the embarrassing situation of teachers, the New Labour Government announced “Teaching: High status, high-standard” (DfEE, n. d.) in 1997. The fundamental purpose for this wave of teacher reform was therefore stipulated. In September 1998, the Secretary of State wrote to all teachers that the main goal of the educational reform is to rebuild teachers’ dignity. The Prime Minister, Tony Blair, further emphasised in his speech in January 2000 that “performance-related pay” can raise the rate of the passing threshold; its main purpose was to improve the social status of headmasters and teachers (BBC, 2000). The tactics of “carrot” and “stick” are simultaneously used; the carrot is defined by “high rewards” and “supporting measures”, while “punishment” and “getting involved with enterprises” characterise the “stick”. Among some of the methods they use are: a) high rewards; b) severe punishments; c) involvement of enterprises in the education sector; and d) sincerity to help teachers and so forth.

Since the Green Paper, *Teachers: Meeting the challenge of change*, the term teacher appraisal was substituted by performance management. The latter effectively integrates the effects of TE and the idea of enterprise management, formatting an approach that aims to improve teachers’ responsibilities, promote the level of teaching, and facilitate pupils’ learning.

The term “performance management” emerged in the 1990s, but it came from the performance-related pay (PRP) in the 1980s. Implementing PRP, policy makers recognised that managers disseminate the concept that there is a close relation between performance and pay, simultaneously spreading the attitude of respecting work to the members of their organisation, gradually changing the organisational culture.

Hence, in England, the term “teacher appraisal” was replaced by performance management (Bubb & Hoare, 2001). The DES defined performance management as ... a way of helping schools improve by supporting and improving teachers’ work, both as individuals and in teams (OfSE, 2002).

In 2005, the Rewards and Incentives Group (RIG) framed a vision of a new professionalism and first mentioned it in the 1998 Green Paper, *Teachers: Meeting the challenge of change*. New professionalism recognises the importance for teachers to maintain and improve their professional practice. It promotes professional development as an integral part of a teacher’s everyday life.

By focusing on their practice and developing their expertise, teachers have better capabilities to help pupils achieve their potential, besides gaining personal job satisfaction and progressing in their careers. This is at the heart of the new professionalism and its relation to performance management.

B. The Process of Legislation

In the summer of 2007, the Department for Children, Schools and Families (DCSF) commissioned PricewaterhouseCoopers LLP (PwC) to undertake an independent evaluation of the making good progress (MGP) pilot. The MGP pilot aims to respond to the challenge of continuing to raise educational achievement by focusing on progress and attainment in five key strands.

According to the Schools Minister, Jim Knight, revised arrangements to teachers’ and head teachers’ performance management...will support ongoing professional development and help to secure better outcomes for pupils and will be in place by Autumn 2007 (DfCSF, 2006). He also claimed that there would be an updated schedule for the introduction of performance management requirements for schools and local authorities (DfCSF, 2006).

The English Government’s five-year strategy for children and learners constituted

plans for re-focusing performance management arrangements for teachers and head teachers in 2005. Revised arrangements for performance management were included in these plans, reflecting the wider aim of creating new professionalism for teachers. Such plans were published for consultation in June 2005. The proposals were broadly welcomed, but feedback from local authorities early in the consultation highlighted concerns about introducing the revised arrangements in the autumn term. This view was reinforced by various responses to the consultation. It was evident that schools and local authorities were keen to get the introduction of the revised arrangements right, and therefore needed more time to prepare.

Considering the outcome of the consultation and the advice of RIG social partners, ministers agreed that implementation of the revised arrangements for teachers' performance management would be postponed until autumn 2007. The revised regulations and guidance were still published as planned in autumn 2006 to ensure that schools and local authorities had as much time as possible to plan and make preparations in the academic year. The Training and Development Agency for Schools was supporting the implementation and workshops during that term, providing guidance and other forms of assistance for schools.

From the official viewpoint, schools and local authorities had the opportunity to ensure that all teachers and head teachers were empowered and confident to engage fully with performance management to develop their skills and careers under the revised arrangements. This includes better planning at the start of the cycle and greater transparency, as well as consistency and fairness in assessments at the end of the cycle. It also provides improved access to continuing professional development and other support needed to carry out their jobs effectively.

The revised professional standards for teachers set out what is expected of teachers throughout their careers. These provide a backdrop to performance management discussions.

C. Teacher Evaluation in 2006

The Education (School Teacher Performance Management) (England) Regulations 2006 differed from previous regulations, in that it included teachers and head teachers, but did not cover school support staff. Revised arrangements are instrumental to the development of the new professionalism agenda. Their purpose was to develop a culture whereby teachers/head teachers feel confident and empowered themselves to participate fully in performance management, as described by RIG in their submission in May 2005. Those who manage staff engage in a professional dialogue with them, respect them as professionals, make decisions about their work and contribute to an open, equitable and fair meeting. Professional development should be an ongoing part of everyday activities, not a separate activity adding to teachers' workload. There is an entitlement and duty to engage in the Career Professional Development (CPD) which is effective and relevant to an individual's professional development, career progression and aspirations.

The development of more effective arrangements for performance management is being taken forward as part of the development of the new professionalism for teachers, as described by the RIG. Performance management was defined by the Department for Children, Schools and Families as the process for assessing the overall performance of a teacher or head teacher, in the context of the individual's job description and the provisions of the School Teachers' Pay and Conditions Document (STPCD), and making plans for the individual's future development in the context of the school's improvement plan (TeacherNet, 2008). Professional standards provide the backdrop for discussions about performance and future development. Such standards define the professional attributes, knowledge, understanding and skills for teachers at each career stage. Professional development opportunities support the achievement of objectives and the furthering of one's career.

The governing body of the school should be responsible for ensuring that teachers'

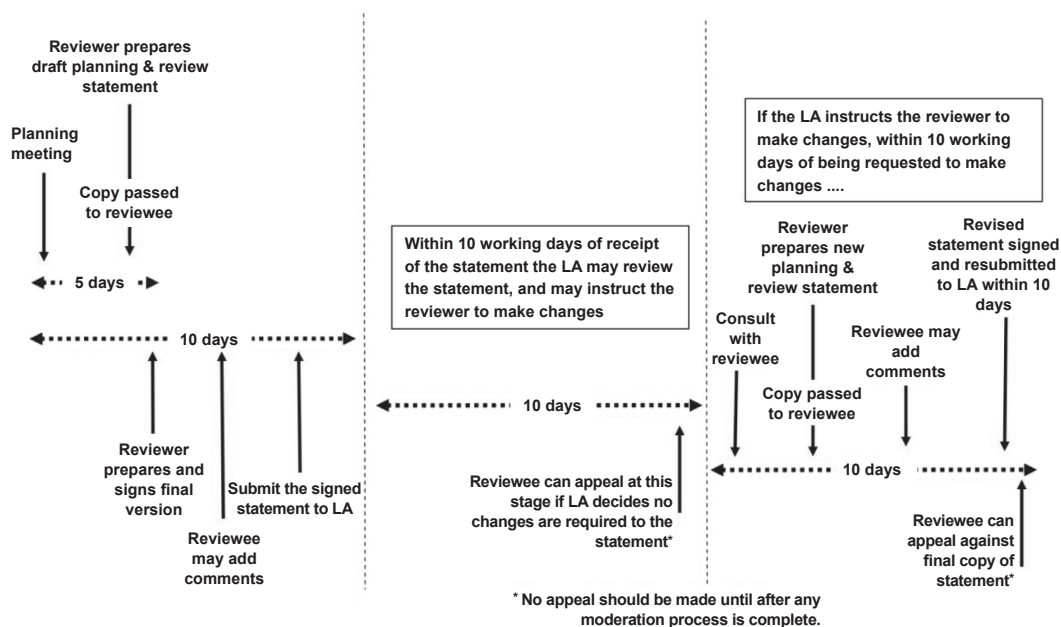
performance is managed and reviewed according to the performance management policy (2006, Regulation 8[1]). The reviewer is delegated by the head teacher, who would be best placed to manage and review the teacher's performance (2006, Regulation 11[3]). The performance of every teacher in a school should be managed and reviewed on an annual basis (2006, Regulation 12[1]). The total period of classroom observation should not exceed 3 hours per cycle (2006, Regulation 17[4]). The full timeline of the teacher evaluation process is structured as in Figure 1.

The meeting is conducted by the reviewer with the reviewee, by considering and determining the objectives, performance criteria, classroom observation, other evidence, support, training and development needs. Generally, contribution to the pupils' progress forms the main objectives. In classroom observation, the focus is discussed. In addition, other evidence that can be gathered to help assess a teacher's performance is identified. Further, the support that will be provided to help the reviewee achieve the relevant performance criteria will be stated. Also, training and development needs and the actions taken to address them will be mentioned. In the planning meeting, the reviewer and reviewee must agree on the arrangement of teacher evaluation.

Classroom observation for performance management is limited to no more than 3 hours per cycle, but it is not necessary to use all 3 hours. Paper feedback must be given within a fixed number of days of the observation. The protocol for classroom observation must be built by the authority and be included in the performance management policy.

If the reviewee is dissatisfied with his/her review statement, s/he can add comments or appeal about the results. The final results and any pay recommendations are recorded in the statement by 31st October.

Figure 1 Process and Timings—Timeline for Agreeing on the Planning Meeting Statement



Source from: “Performance management for teachers and headteachers.” by TeacherNet, 2008. Retrieved from <http://www.teachernet.gov.uk/management/payandperformance/performancemanagement/>

The role of LA is to establish the authority’s performance management policy, monitor the operation and outcome of performance management arrangements, and review the policy annually. Also, the LA ensures that the content of all teachers’ planning and review statements are drafted such that one is able to achieve a satisfactory work/life balance. It also takes action in relation to appeals in line with the authority’s policy.

D. Teacher’s Perspectives on Performance Management

The Education (School Teacher Performance Management) (England) Regulations 2006 was supported by numerous unions, including the Association of School and College Leaders (ASCL), the Association of Teachers and Lectures (ATL),

National Association of Schoolmasters Union of Women Teachers (NASUWT), National Employers' Organisation for School Teachers (NEOST), and the Professional Association of Teachers (PAT), but not the NUT. This regulation is more carefully revised and implemented: a pilot experiment and teachers' reflections are used as meta-evaluation (DfCSF, 2006). According to the consultation's final report (DfES, 2006), a majority of the educators consider that well-structured performance management arrangements were fundamental to raising standards in schools. 94% of the respondents agree or partly agree with the proposals for appointing performance reviewers for teachers and head teachers. The pre-meeting which discusses how performance will be assessed is a significant phase; it obtained 84% agreement, with only very few disagreements. Those who disagreed thought that it was crucial for both parties to be totally clear about the criteria which they are confident about, and feel that it is fair. Some respondents said that reviewers had to accept a training that included a) setting meaningful and measurable objectives; b) effective classroom observations; c) knowledge of teacher standards; d) knowledge of teacher pay and conditions; and e) identifying CPD needs and provision to understand the whole performance system. From this official survey, most respondents revealed positive perceptions of performance management arrangements.

The polarisation of teachers' perspectives might be explained by the "Hawthorne Effect", which is a form of reactivity whereby subjects improve an aspect of their behaviour because they know that they are measured experimentally (simply in response to the fact that they are being studied).

V. Conclusion

According to the previous discussion, much inspiration can be drawn from English experiences of teacher evaluation system.

Since 1969, a series of Black Papers resulted in many difficulties and the need for education reform permeated the whole of England The Great Debate

revealed the government's determination for education reform. The economic crisis of 1973—1975, the Black Papers and the William Tyndale Affair called for increasing scrutiny of public education, and the Government was driven to undertake education reform. The issue for policy makers was to clearly define a better education quality.

The William Tyndale Affair, in which the staff introduced radical changes associated with an extreme form of romantic liberalism (Davis, 2002), stimulated the discussion of professionalism in England. The issue of professionalism involves keeping a balance between teachers' authority/freedom and their responsibility/ethics. The measure provided by LA can offer an insight into ways of dealing with related issues of conflict between teachers' authority and responsibility in Taiwan.

The Conservatives wanted to increase their control in 1980s to introduce education reform. The White Papers, teaching quality (DES, 1983) and better schools (DES, 1985), stressed a need to manage teacher performance to raise standards in schools, and to set the agenda for the reform strategies via public discourse. Much relevant research, pilot studies, green/white papers, conferences and websites ensured that all those measures were discussed publicly, and that common views were reached to formulate the TE policy. This policy underwent some rapid development during the 1980s and 1990s in England.

After the process of legislation, teacher evaluation system was implemented throughout England in 1991. Its implementation was assessed by means of its effectiveness, usefulness, and accuracy, and then enacted by a newer regulation in 2001 and a revised version in 2006.

The teacher evaluation policy in England has been undergoing gradual and moderate development, although this sometimes triggered the NUT's dissatisfaction. The policy makers stated and explained their policies clearly when they were announced. Although such policies reflected mainstream views,

it should be noted that the minorities' views must be respected as well. However, a majority of people tend to be silent about the public policy. The views of the minority are voices that spoke on behalf of the most important people or some interest groups. It can be a good inspiration for Taiwan.

The focus is on the empowerment of the teacher when formative evaluation is implemented, while accountability is emphasised in summative evaluation. Formative evaluation aims to improve teaching quality and career development, hence it is a professional issue. The evaluator should be a professional in education. Summative evaluation manages and controls the quality of education in practice, and is based on managerialism and accountability. Thus it is a political issue. Evaluators should involve relevant stakeholders in the evaluation process. In England, the evaluator is the teacher's line manager in school who is more aware of the teacher's strengths and weaknesses. Parents' views are included when there is a school inspection. The teaching profession emphasises teachers' authority and freedom based on their responsibility and educational ethics.

Further, the tactic of carrot and stick is used at the same time. The carrot is defined by high rewards and supporting measures, while punishment and getting involved with enterprises characterise the stick. The educational White Paper (DfEE, 2001) stipulates that the passing rate in every school should be up by 1/4 in the five subjects of GCSE in 2005. Schools which do not reach the standard will be taken over by the LEA and business. However, it was shown that the questions asked by English teachers are different from those in Taiwan, so the purpose of TE in the latter is quite different. England emphasises improvement, while Taiwan focuses on promotion; in other words, the English measure is to control the quality, while the Taiwanese are interested in developing professionals.

Based on the inspirations above, some insights can be offered for the teacher evaluation system policy in the Taiwanese context.

Portney (1986) constructed a formation circle for the decision-making process

in education policy, which includes agenda setting, policy formulation, policy adoption, policy implementation, and policy evaluation. According to Portney's circle, Government officials should have a clear understanding of the principles and content of related laws before they are passed, in order to put forward a public issue and to control the agenda. The former British Minister of Education vigorously promoted the Government's education policies through various public speeches and interviews with the mass media. Their models can be good examples. When a political issue becomes a publicly discussed topic, and is further debated to achieve consensus in society before it is drafted, its implementation will be more powerful/successful, whether it is the Governing party's Green Papers or the Government's White Papers.

Education policies should be evaluated after their implementation. The relevant feedback can be useful when it comes to revising related laws. Such policies should be revised regularly and at suitable periods according to public opinions. The English Teacher Evaluation Bill is amended based on the evaluation results provided at the end of each evaluation cycle. In accordance with the country's political and economic development, the teacher evaluation system in England has also undergone three complete revisions to reflect the needs of the times. The Taiwanese Government is currently drafting bills related to teacher evaluation. Hence, the system in England, which adopted the evolutionary approach to amend its laws, can act as a model of legislation for Taiwan. The NUT's viewpoints should be respected. Before the legislation of the Education Bill in England, what is needed is the endorsement from the teachers unions. Only if the Government receives support from the majority of the unions can the educational policy be considered democratic.

Alternative programmes proposed by the NUT should be accepted. In the amendments to the 2006 regulations, the NUT did not endorse the policy. In contrast, they proposed an alternative teacher performance management model. This version was recognised by the Government, because the Government itself attached great importance to the spirit of evaluation while allowing some

flexibility in terms of implementation. Such an approach not only won the support and consensus from all the teachers unions, but the policy was able to be implemented smoothly.

According to the results of implementation, the system of reward and punishment should be clearly executed: The tactics of carrot and stick are simultaneously used; the carrot is defined by high rewards and supporting measures, while punishment and getting involved with enterprises characterise the stick. Among some of the methods they use are: a) high rewards; b) severe punishments; c) involvement of enterprises in the education sector; and d) sincerity to help teachers and so forth. The clear system of reward and punishment can inspire education policies in Taiwan.

The ultimate goal of designing and implementing teacher evaluation should be to enhance teacher professional development: students' learning can be improved when the objective of teacher evaluation is achieved. Therefore, the teacher evaluation policy should focus more on improving professional development rather than proving the teaching quality.

Nevertheless, the study of how teachers are assessed in England can serve as an inspiration for our countries, particularly during the enactment of the evaluation policy in Taiwan. However, researchers should take note that the extent to which this can be relevant depends heavily on the cultural context.

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