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Clive Hopes

Assessing, evaluating and assuring quality in schools in the European Union

with contributions from

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Preface

Basis and background to the initiative

The basis and background to this initiative is the previous work carried out from 1989 until 1991 on a related theme in a survey of School Inspectorates in the Member States of the European Community. This work was published in a series of Country Analyses with identical structures. (*Hopes, C. ed.: School Inspectorates in the Member States of the European Community – Belgium, England and Wales, France, the Republic of Ireland, Italy, Luxembourg, The Netherlands, Portugal, Spain. Frankfurt am Main, DIPF 1991, c. 800 pp*). The project was directed from the *Deutsches Institut für Internationale Pädagogische Forschung* (German Institute for International Educational Research) and carried out with the co-operation of the Chief Inspectors of Schools in the several member states. It was financed by the Institute, the Ministries of Education and a subvention from the European Commission, Task Force Human Resources.

The work led to the establishment of a network of committed practitioners in this field of assessment and evaluation within Europe and several multi-national working seminars were arranged. A Report on the project was submitted to the Task Force Human Resources in June 1990. The existence of this network made it possible to implement this present initiative quickly. The new project started in December 1994 shortly before the launching of the Socrates Programme of the European Commission in 1995 and it deliberately foreshadowed one of the elements of that programme in Chapter III, Action 3, namely, "the exchange of information and experience on questions of common educational policy interest".

The structure and content of the book

This book presents, summarises and analyses the documentation produced during meetings arranged for practitioner experts in the field of assessing, evaluating and assuring quality in schools. It contains an introduction, in which the themes of the seminars, terminology and

definitions are discussed, followed by a synthesis preview of the country reports on evaluation and assessment, the management systems directing those activities and professional development provided for the practitioners. Chapter 2 contains statements by the practitioner consultants on assessment and evaluation in their countries. The management structures and processes are explained in Chapter 3. In Chapter 4 the consultants describe the approach to training advisers, inspectors and supervision officers in the several countries under the title 'Professional Development'. Chapter 5 provides a critical review of the contributions and the final chapter brings the book to a conclusion together with a summary. The appendices contain the main guidelines and instruments used for steering the working group discussions.

Intention of the initiative

This initiative had the intention of bringing together advisers, inspectors and school supervisors to share information, knowledge and experience on the topic of assessing, evaluating and assuring quality in schools in the European Union. In international meetings attention is usually focused on school structures, curricula and teaching. Only in a few cases in the past has attention been given to looking at the important task of the assessment and evaluation of schools as organisations.

It is important to emphasise that the focus of attention was on assessing and evaluating, rather than inspecting and advising. The diversity of attributes of the several school systems is such that one would not expect all systems to have inspectors or advisers or both. By focusing on assessment and evaluation as important functions in an organisation, individual persons engaged in this work could be brought together from diverse educational cultures. Some countries, for example, have inspectors and others do not. In one of the states there is a well-developed system of advisers and, due to a number of factors, the function of inspection is regarded as unnecessary. In another country, supervision officers have an important role in maintaining the administration of the system, but they only have to carry out a limited form of assessment and evaluation activity as an additional part of their duties.

In view of the increased attention being given to quality assurance and standards in school systems, this initiative attempted to examine the work and objectives of system-wide assessors and evaluators in some detail. This was to provide a basis for an international exchange of views, information and knowledge.

The purpose of the project and delimitation

The project attempted to focus on system-wide approaches to assessment and evaluation, on the objects of attention and the processes themselves. The three main parts examined (i) the types of assessment and evaluation undertaken, including the approaches used, (ii) the management structures which are set up in the several countries to carry out system-wide assessment and evaluation, and, finally, (iii) the care taken in training persons to carry out the responsibilities of assessment and evaluation.

Such a project over a short period of one year cannot cover all persons or sub-organisations in a school system involved in various forms of assessment and evaluation. For example, there may be external auditing systems which examine the financial and economic value of parts of the school system. In some countries, special institutes are established to deal with curriculum and syllabus development which entails considerable monitoring, assessment and evaluation activity. Consequently, the accounts from the several countries do not represent all possible aspects of system assessment and evaluation, but rather pay close attention to some key elements of effectiveness in schools, as they are monitored by special personnel working within the school system but not employed within those schools.

Objectives

The primary objective of the initiative was to improve our knowledge of assessing, evaluating and assuring quality in schools by the exchange of information in a mutual learning process amongst participants in a European Union network. This was to be achieved by taking note of the interests in this field of the Directorate-General for Education, Training and Youth (DG XXII) (formerly Task Force Human Resources), the ideas

of the national representatives from the several European countries, and by paying attention to the areas identified as needing further work as identified in the previous project. These were

- the philosophy behind assessment and evaluation of a school system and its academic personnel;
- the management structures and processes by which the assessment, inspection and advising functions are directed, and
- the identification of more effective methods of training and professional development for inspectors and advisers

Communication between experts from different countries on professional topics can sometimes be hindered by false assumptions about the real work of the target groups, especially when titles are very similar in the different languages. Differences between the education systems need to be clarified before commencing an analysis. The multinational seminars were arranged to bring practitioners and researchers together with intention of minimising these problems.

The structures and processes in managing the functions of assessment, inspection and advising are of major interest, because effective organisation, communication and reporting are essential if the activities of advisers, educational supervisors and inspectors are to have an impact on school systems. Moreover, the approaches to training educational personnel in assessment, inspection and advising in schools need to be examined in more depth. Previous research has also shown that in many countries only superficial or inadequate training is offered.

Funding

The project was made possible by a subvention from the European Commission, Directorate-General Education, Training and Youth (DG XXII). Additionally, in order to generate more financial support, the most senior ranking person responsible for system and personnel evaluation, assessment and advising in each education ministry was requested to arrange to have the seminars designated as a professional development activity within their own in-service training programmes in order to contribute towards financing the meetings by partially funding the

accommodation and subsistence costs of participants. The project was strongly supported from Belgian, Danish, Dutch, English, Irish, Italian, Portuguese, and Scottish authorities. A major part of the financial support was contributed by the German Institute for International Educational Research (*Deutsches Institut für Internationale Pädagogische Forschung*) within the constraints of the Institute's normal budget and other operational commitments. Support also came from the German States of Bremen, Hesse and Thuringia.

Execution of the project

Approval for a financial subvention from the European Commission was given in December 1994. Invitations were sent to Chief Inspectors and Advisers in Ministries of Education requesting a continuation of the co-operative work commenced in the 1989-1991 survey. Notifications of willingness to co-operate were received from Belgium (Flemish Community and French-speaking Community), Denmark, England, three states in the Federal Republic of Germany, Ireland, Italy, The Netherlands, Portugal and Scotland. The project, which was co-ordinated from the *Deutsches Institut für Internationale Pädagogische Forschung* in Frankfurt am Main, started in January 1995 and continued until June 1996.

A network of nominated, national, consultant inspectors and advisers was established during a planning seminar. These representatives had been recommended through the heads of departments responsible for evaluation and assessment in the several Ministries of Education. In this new co-operative programme, where persons other than those who had participated in the previous project were nominated, provision was made for the original members to be included as co-opted consultants in order to promote progress beyond the achievements of the previous project. In addition, other interested persons were invited to join the network as associate consultants who were included in the dissemination of the knowledge gained and who were involved in monitoring the documentation.

Themes had already been requested from the several authorities before the planning seminar and these were ordered into classifications of

common concerns. Two multinational Working Groups were established on the topics of 'Professional Development' and 'Internal and External Evaluation' (later contracted to 'External Evaluation' at the wish of the participants). Questions relevant to these main topics were devised by members of the Planning Seminar to clarify specific issues during the discussions. These themes and questions can be found in the appendices.

The Planning Seminar was arranged in Belgium in February 1995 involving representatives from all participating countries. It was followed in May 1995 by a first Working Seminar in Germany comprising representatives from nine countries and a second Working Seminar in The Netherlands in September of that year. The third and final Working Seminar was held in France in March 1996. The seminars served the dual purposes of exchanging information between the participants through structured discussions and developing documentation.

As a consequence of this initiative in transnational co-operation, knowledge of practice and expertise in this field has been shared between representatives from the member states of the European Union.

Frankfurt am Main, January 1997 Clive Hopes

Contents

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1 Introduction and Preview of the Main Themes

1.1 The themes of the seminars

This book is based on the documentation written during 1995 and 1996 for international seminars on the topic of 'Assessing, Evaluating and Assuring Quality in Schools in the European Union'. The main themes of the transnational, co-operative initiative were:

- The approach to the assessment or evaluation system in each country and the changes which have taken place during the five year period from 1991 to 1995.
- The way in which the assessment and evaluation functions are managed and the operational processes involved.
- The provision of professional development to promote more effectiveness in carrying out these functions.

1.2 Definitions

As most of the participants were working in English as a foreign language, in order to promote rapid communication and understanding the specialised language of the topic was simplified to ensure a clearer understanding of the terminology being used.

Assessment

An assessment means an estimate, an approximation or an opinion in general terms of a situation in a system (system assessment) or of a person (personnel assessment). Some consultants in this project used the words 'audit' and 'appraisal'. These terms were described in the context. In general, these words can usually be expressed respectively in terms of either an assessment or an evaluation.

Evaluation

Evaluation was defined by reference to the definition of the verb 'to evaluate' being 'to find the numerical expression for, to reckon up, to ascertain the amount of, to express in terms of the known'. Evaluation, the

action of evaluating, became, for the purpose of our discussions, a concept which would place absolute values on a judgement, for example, good or bad, passed or failed, marks such as 1 to 5 or letters such as A to F. These evaluations could apply to a situation in a system (system evaluation) or to a person (personnel evaluation).

External assessment and external evaluation

External assessment was defined as meaning an assessment of (i) schools in a system or (ii) parts of that system or (iii) an assessment of personnel in schools by persons employed within the education system but not holding a position inside a school. Similarly, external evaluation was defined in the same way.

Internal assessment and internal evaluation

Internal assessment was defined as meaning an assessment of (i) a school or (ii) part of a school or (iii) an assessment of a person by personnel working within that school. Similarly, internal evaluation was defined in the same way.

Quality audit

A systematic and independent examination to determine whether the quality of activities and related results comply with planned arrangements and whether these arrangements are implemented effectively and are suitable to achieve objectives. One purpose of auditing quality is to evaluate the need for improvement or corrective action. An audit should not be confused with surveillance or inspection activities performed for the purpose of process control.

Inspection

An activity such as measuring, examining, testing or gauging one or more characteristics of an entity and comparing the results with specified requirements in order to establish whether conformity is achieved for each characteristic.

1.3 Perspectives of assessment and evaluation

1.3.1 Three perspectives

In reviewing approaches to external assessment and evaluation, three major perspectives can be considered.

Firstly, approaches which are needed in cases of gravely poor performance of individuals and institutions. Secondly, controlling operations which are needed to ensure conformity to norms or to identify satisfactory and unsatisfactory performance. These are coupled with mechanisms to ensure the implementation of methods to improve the situation. Thirdly, assessment and evaluation as a normal developmental routine of a profession or organisation which reviews its own unsatisfactory, satisfactory or good performance to adapt, change, or improve a situation according to new needs or objectives.

1.3.2 Type I – Disciplinary control

Irrespective of the title inspector, school supervisor or adviser, when a special intervention is needed on isolated, disciplinary grounds, all systems make use of these experts to advise the appropriate authorities of their professional opinion on which a decision can be taken about a particular individual or institution. Acknowledging that this kind of work can take up an excessive proportion of an officer's time, it was not, however, the purpose of the seminars to cover this theme, except in considering those borderline cases which arise as a consequence of routine assessment or evaluation.

1.3.3 Type II – Evaluation and control

In the most serious form of evaluation in controlling for accountability, blame, fault or negative criticism is attached to some person or authority. In approaches of this kind, milder terminology such as 'weaknesses' and 'strengths' can be used, balancing the negative criticisms with comments on positive aspects of the situation. In personnel evaluation, where marks or gradings of a teacher are usually involved, the main emphasis is on the evaluator's perceptions, although in some countries teachers are allowed

to express a differing point of view which is registered in a personnel file. In systems where whole schools are evaluated as organisations, similar procedures are found. Sanctions are available to force the responsible person or authority to take corrective action. Initial reports are given to the school to check the perceptions of the staff against those of the assessors. In such conventional forms of inspection the environment can be threatening, causing some anxiety and – in the case of removal of funding, non-instatement or dismissal – outright apprehension. Conventional forms of inspection have inevitably evoked these responses. On the one hand with the current concern for 'value for money' and trimming budgets and on the other hand the concept of 'failing schools', it is not surprising that in some countries there has been a shift towards the 'evaluation and control' category.

1.3.4 Type III – Assessment, evaluation and development

Assessment and evaluation are also normal processes carried out within school systems to monitor progress during a school year or over a period of years. An example would be the introduction of a new syllabus or curriculum, which, after a trial period may require additions or amendments. Another example would be new arrangements for teaching either in the way teachers co-operate with each other, such as in team teaching, or in the introduction of new time-tabling arrangements. A more comprehensive approach within a school is an organisational development initiative involving the whole staff in assessment. The purpose is to make adjustments and improvements to ensure the smooth operation of the process of teaching and learning and to guarantee a successful final result. Those making the assessments and evaluations recognise that, in periods of change, risks have to be taken in experimentation. Those responsible for the process make plans to reduce mistakes and deficiencies. When things go wrong, errors are accepted as part of a normal process of development and the apportionment of blame and the emphasis on failure is out of place. This kind of assessment and evaluation takes place in a motivating environment where internal or external advisers within a school system make constructive suggestions to assist those working directly on an innovation or improvement.

1.3.5 Tendencies in external assessment and evaluation approaches

The second and third approaches should not be seen as a dichotomy but rather as a spectrum, where parts of each approach merge with each other to greater or lesser degrees. The placement in a particular category in the table below does not exclude the possibility of being marginally active in the other field. The essential point in the analysis is to show where the major responsibility lies. No aspects of this spectrum were excluded from our discussions and nor was any one particular approach mentioned as the main focus of interest. In the sample of countries each tendency was displayed more or less strongly. Control and correction sometimes came to the fore as the prime hidden influence for those involved in inspection, especially in its use as a political tool when public dissatisfaction with schools is running high.

Many inspection systems have a long tradition of external evaluation in particular in the sense of control and correction of personnel and, in a few countries, schools as a whole. While inspectors would see themselves as contributing to the developmental aspects of evaluation, the isolated engagement with a teacher or a school over a limited period of time cannot be compared with those types of assessment and evaluation which are part of a professional improvement process of analysis, reflection and change over a longer period. The latter is a routine process without threat or fear of public recrimination and of being placed in a special class for comparison.

Tendencies in external assessment and evaluation approaches in school systems in the participating countries

Country \ Type	I	II	III
D	X	X	-
DK	X	-	X
B (FL)	X	X	-
I	X	-	X
IRL	X	X	-
NL	X	X	X
P	X	X	X
UKE	X	X	-
UKS	X	X	-

1.4 Preview of the main themes

1.4.1 Approaches to assessment and evaluation in the several countries

Belgium (FL)(Dutch-speaking community)

School evaluation in the Dutch-speaking community in Belgium is approached in two ways. First, there is external evaluation by inspectors over a limited period of time. The group of inspectors, composed according to the level, type or size of the school to be evaluated, visits the school for one school-week (5 days). For primary schools the group normally has three inspectors and for secondary schools five to seven. The second type is a phase-mode. In this approach a school is evaluated over a period of two years and during this time normally receives five or six inspection visits by one or two inspectors. Each time a different aspect of the school is evaluated involving different inspectors. At the end of the evaluation period a synthesis report is made by a group composed of all the inspectors who visited the school. Each year a selection of schools is chosen, but there is no attempt to cover all schools over a set period of years.

Denmark – Upper Secondary Schools.

Upper secondary schools have two kinds of external monitoring. Firstly, there is a system whereby all subjects are monitored by advisers, who are practising teachers with a teaching work load of between one to two thirds of their time and who visit five or six schools per year to observe and assess the quality of teaching in their subject. At the central level there are a few full-time advisers who visit schools and observe general school aspects. During the visits by both these types of advisers, time is set aside to discuss their observations with the teachers and to listen to teachers' and head teachers' remarks about curricula and other matters. Reports are made to the head of the section in the Ministry responsible for the advisory service on their observations and on surveys they may be required to make. The second approach takes place within the Quality Development Project whereby one school (until 1995 two schools) is visited by a group of advisers who assess all aspects of the operation of

the school and make reports with the purpose of disseminating ideas of good practice gleaned from the visit. Aspects for improvement are drawn to the school's attention, but there is no intention of comparing schools on an evaluative scale.

Denmark – Primary and Lower Secondary Schools (Folkeskole)

There is no system of external assessment or evaluation of primary and lower secondary schools in Denmark. The schools are supported by district advisers who do not have assessing or evaluating functions, although occasionally a larger municipality might mount an evaluation study. Central advisers, operating nationally, do not intervene in the schools, because the *Folkeskole* are controlled by the municipality and not by the central Ministry. The central advisers are engaged more in national matters such as curriculum development.

Germany

Assessment and evaluation are only part of numerous functions for which School Supervision Officers are responsible, which are mainly administrative. As representatives of the State, they are required to evaluate probationary teachers at the end of an induction phase ending in the second state examination when the probationers become temporary civil servants. At a later stage they confirm those teachers as 'Civil Servants for Life'. In the appointment of head teachers, school supervision officers play a key role in several processes. During the process of appointing a new head teacher, the local school supervision officers have to write a report about 'The situation of the school', which is more descriptive than evaluative and cannot be compared with system evaluation. These supervision officers are also charged with the responsibility of staffing the schools by appointing new teachers or transferring teachers between schools.

Ireland

At the primary level each school is evaluated every six years after which a School Report is made. This is undertaken by the inspector assigned to that school with which she or he has regular contact. There are no formal

mechanisms or procedures for 'following up' on an inspection, but, as there is a close bond between the inspector and that school, the report is used as a benchmark for future assessments. Currently (1996), it is a matter for the individual initiative of inspectors to advise and inspect between formal school inspections. At the secondary level there is a procedure known as 'organisation inspection', but, in practice there has been no pattern of regular inspection for school evaluation, which at best could only be carried out when absolutely required. Probationary teachers have to be approved by an inspector before being confirmed as fully qualified. Qualified teachers can also be visited. However, partly due to understaffing as a consequence of an embargo on filling vacated posts and partly due to the multiple responsibilities of secondary inspectors, including all aspects of setting and administering School Leaving Examinations, there has been no discernible regular pattern. Understaffing in the central administration also led to lack of record keeping, which left the central management of the inspectorate with no clear overview of the achievements of its inspectors. At the secondary level the closeness of contact between schools and inspectors has been dependent on the staffing strength and span of supervision of each individual inspector. At the primary level, this relationship has traditionally been stronger and functioning more satisfactorily. In the near future it is planned to introduce 'whole school inspection' in both primary and secondary schools.

Italy

In special cases there is a form of system assessment in inspecting individual state schools as well as private schools. Evaluation of schools exists nowadays only with regard to privately-owned, non-state schools when they are first opened. They have to be assessed and authorised by the Ministry of Education. In such cases inspectors are sent by the Ministry, individually or in pairs, to inspect individual schools. The inspector's report contains a full scale evaluation of the school as an organisation and might entail the very survival of the school. Inspectors monitor and evaluate the many experiments of curricula reform and school reform being carried out throughout the country both at the school and the national level. Experimental curricula are particularly numerous at the senior secondary level because of a long delayed reform and the 1974 Law which made them possible. Inspectors monitor them both at

the national and regional level. Moreover, they also have to assess the merits of new methods of evaluating pupils. Personnel assessments are made in special cases in inspecting individual heads and teachers. When monitoring experiments, such as 'comprehensive schools' unifying pre-school, primary and junior secondary schools in villages and rural areas, inspectors are provided with detailed grids or schedules. When monitoring experiments 'assisted' by the Ministry itself at the senior secondary level, inspectors make use of grids made by selected inspectors working in the General Directorates.

The Netherlands

Two main approaches to assessment and evaluation can be identified in the Dutch school system. A new system of evaluation has been introduced which is made on selected topics each year using scientific methods. On the one hand the Senior Chief Inspector and the Minister are provided with concrete evidence on particular aspects of the school system while on the other hand, through the findings, the schools are provided with a 'mirror' in which to see outsiders' evaluations of their performance in those areas. School boards can then use these indicators to stimulate the drive for improvements in the schools. In addition to the purely evaluative operations, control is maintained over the schools through the inspectors' duty to check compulsory documents like the School Plan and the Annual Report of each school for which they are responsible and to assure by assessment that the actual performance of the school conforms to these documents. It is also obligatory for the inspectors to visit annually every school in the group of schools for which they are responsible.

Portugal

Assessment, evaluation and control of the quality of school performance or its conformity with statutory regulations on technical, pedagogical, administrative and financial aspects is achieved by an inspectorate which makes audits and inspections. Specific methodologies, guidelines and summaries of procedures are used. This work is developed through projects, chiefly aimed at the evaluation of the performance of the school as a whole or at some particular areas of the school – subject departments,

pupil assessment, curriculum, school management, budget control, etc. Although inspection activities take place in the schools and involve the work of the different actors there, it is not the person who is being evaluated but the work that has been developed. In other words, the main task of the inspectorate is effectively centred on the system. There are also other evaluation projects of national scope which are developed at long distance by the use of questionnaires. All the activities carried out have two main goals – to control the system and to provide information to the schools, to the Minister, and to the different departments in the Ministry which are directly concerned with the matters being reported. Evaluation of the educational system is also carried out by other central departments of the Ministry (Department for Compulsory Education, Department for Secondary Education, Department for Higher Education, and the Institute for Educational Innovation), which, as their main functions, also have to devise regulations and produce pedagogical guidelines for the schools.

United Kingdom – England

In England there is a system evaluation approach which is achieved by external evaluation of schools by inspection teams appointed by the Office for Standards in Education. Strengths and weaknesses in schools are identified so that they have clear guidelines for improving the quality of the education they are offering and for raising the standards achieved by their pupils. The aspects of schooling which are evaluated are the quality of education (including curriculum, teaching, learning); the educational standards achieved by pupils (in all subjects of the National Curriculum); the efficiency of the management of resources, and the spiritual, moral, social and cultural development of pupils. The purpose is to give schools, head teachers, parents, governors and the local population a clear indication of the quality of each school. Moreover, by collating all the information from inspections, a national overview of the state of the schools can be established. The process is also regarded as a contribution to the concepts of choice, the 'market principle', and transparent public accountability.

United Kingdom – Scotland

Evaluation at national level in schools and further education colleges is carried out by Her Majesty's Inspectors of Schools, who have devised sets of performance indicators which they use in their work and which they have published. Inspections by these inspectors using the performance indicators validate both school self-evaluation and education authority quality assurance schemes. The purpose of these evaluations is to provide information, assessments and advice to Ministers, the Scottish Office Education Department, other Government Departments and agencies and the other central bodies involved in education. Assessments and reports on the quality of education and training provided are required to be made available to those directly responsible for its provision and to the public at large through published reports. Advice and assistance considered necessary to effect an improvement is also to be given. Over and above simply making evaluations, the inspectorate is expected to give a lead in national developmental work in the various sectors of education and to work with directors of education, heads of schools and colleges, advisory and executive bodies and others through appropriate forms of liaison to bring about necessary improvements in the system.

Summary of approaches to assessment and evaluation	
BFL	Evaluating proper investment of public funding of schools; The need to monitor standards due to the autonomy of schools
D	State control: Evaluating probationary teachers and qualified teachers applying for other posts State control: Assessment of the legitimacy of the introduction of new aspects of the curriculum by teachers
DK	Quality Control of Teaching Assessing a school with the purpose of exemplifying and publicising information about good practice
I	Assessing and Evaluating curricula Certifying private schools
IRL	(Primary) Control of individual schools through evaluation of schools on a six- yearly basis. Evaluating probationary teachers (Secondary) Evaluation of individual schools when possible or as required. Evaluating probationary teachers
NL	Due to the autonomy of the School Boards, control through bi-annual School Plans, at least one annual visit to every school Evaluation of many selected aspects of schooling. New topics every year for system assessment
P	Providing Minister with the results of external interventions; reporting on the adjustment or lack of it to statutory regulations (control) Portraying school performance Encouraging school self-assessment processes Advising on measures to be taken for improvement
UKE	Public accountability through 4-yearly evaluation of all school types carried out by registered inspectors with appointed teams of inspectors A tool for developing governmental policy in facilitating choice, introducing the concept of market forces on schools, etc. Provide valid information about the school system and individual schools; As consequence of external evaluation, motivate schools to undertake self-improvement
UKS	Public accountability through regular evaluation of all school types carried out by Scottish H.M.I. Give a lead to national developmental work to make necessary changes for improvement Provide valid information about the school system and individual schools; As consequence of controlling and validating types of inspection, motivate schools through structured self-evaluation.

1.4.2 Management structure and processes in the several countries

1.4.2.1 The purpose of examining this topic

The purpose of investigating the management of assessment and evaluation was to examine the kind of management structure in relation to its effectiveness in carrying out those functions. An attempt was made to identify the style and structures of managing the functions of assessment, inspection and advising for efficiency and effectiveness. If the activities of advisers, educational supervisors and inspectors are to have an impact on school systems, effective organisation, communication and reporting are essential.

1.4.2.2 Recent changes in the several countries

During the period of the 1989-91 survey more than half the countries were changing their approach to system-wide assessment and evaluation. The following reforms and changes have either been implemented, are in the process of being introduced or are firmly planned to be introduced in the next two years (1996-97). The information in this sub-section is taken from the original texts with slight alterations in some cases.

Belgium (Flemish-speaking Community)

Since 17th July 1991, when a decree about inspection and advisory services was voted upon, the situation concerning the inspection of schools has been radically changed. Before that date there was an inspection service, but no officially organised advisory service. Inspections were previously carried out on individual teachers, a well-defined subject or, in secondary schools only, a section of the school. The school as a whole was never evaluated and inspections were carried out within a limited time period (half a day or, exceptionally, a whole day) by one inspector.

Since the 1991-92 school-year schools have been evaluated as a whole by a group of inspectors. External school evaluation (or external school audit) now focuses on the 'behaviour' of the whole school and not only on the efforts and the results of the pupils or on the kind of knowledge the school provides.

Denmark – Upper Secondary

In Denmark's system changes have come about gradually and the traditional concern for quality assurance has been reinforced by international debate in OECD initiatives on this topic. A direct result of this attention has been the Quality Development Project which was introduced in the 1990s and has within it a number of initiatives on several topics relating to maintaining and improving the quality of schooling.

Denmark – Primary and Lower Secondary

On 1st August 1994 a new Education Act came into force in Denmark, introducing new concepts of teaching and learning into the Primary and Lower Secondary School (Folkeskole). Teaching is now going to be adapted to the needs of the individual pupil, with an ongoing process of internal evaluation forming the basis for the setting of aims. Subject teaching alternates with interdisciplinary lessons. It is central to these new concepts that the pupils should engage actively and share responsibility for the acquisition and application of knowledge and skills. The teacher is regarded as the one who is responsible for inaugurating, maintaining, stimulating and supporting the learning process, on behalf of both the individual pupils and of the class, which is the basic teaching unit. These changes will be supported by new and special approaches by the advisers. Also in this period the Quality Development Project, mentioned above, has been introduced.

Germany

Schools in Germany are governed by centralised administrative systems from each State's Ministry of Education, but in several states cautious attempts are being made to introduce a limited form of self-administration into schools. These changes are being initiated mainly as a response to the economic situation, but are partly due to the realisation that centralised direction of schools through regulations has become less effective than formerly. Firstly, financial cutbacks are forcing educational authorities to restructure the administrative system and reduce the number of supervisory positions, especially at regional levels. Secondly, more responsibilities are being delegated to the schools, i.e. to principals and

representative committees at the school level. The relatively modest moves in the direction of more self-administration for schools are being effected by shifting the regulatory paragraphs from the regional level either up or down the system, i.e. to the Ministry of Education, to the district offices or to the schools. In some cases a new school law has been introduced, e.g. Hesse and Bremen.

Republic of Ireland

The inspection and advisory system is on the threshold of major change as a consequence of the national debate on education engendered by the publication of a Green Paper on education in June 1992 and a White Paper in April 1995. The White Paper is a comprehensive policy statement on educational change and development and will be supported by a series of education bills which will be brought before the Irish Parliament in the period 1996 to 1997. At the moment (1996), a major implementation plan is being prepared to give effect to White Paper policies and in the context of the reform of the inspection system there are sixteen key committees within the Inspectorate currently engaged in advanced planning in preparing for policy implementation. Collectively the organisational and management themes being addressed by the committees constitute a blueprint for a radical reform of the Irish Inspectorate system.

Italy

The main change which has occurred in the Italian inspection system over the past five years was that of abolishing the distinction between 'Central' and 'Peripheral' Inspectors. This change has brought about no improvement in the system, which has worsened due to the retirement of many inspectors. The full staffing complement should be about 630 Inspectors. In June 1995 there were no more than 325 and by September 1995 there were even fewer due to further retirements. The consequence is that Italian inspectors have to react to numerous demands on their services such as curriculum reform, assessment of the effectiveness of curriculum implementation, certification of non-state schools, examination supervision and disciplinary personnel evaluation. Italy still lacks a national evaluation system.

A Bill published in the mid-1990s aims at reforming all public administration. This Bill also deals with the school system. One Article makes clear that the functions so far carried out by the central and local administrative authorities for public education – as far as the management of the education service is concerned – will be progressively decentralised and carried out by the individual schools. The latter will be assigned autonomy both in the area of organisation and in that of didactics. The aim is that of enabling each school to be flexible and efficient in its organisation and to establish better relations with the local administrative authorities. Moreover, the minister has set up a Committee, whose task is that of planning the National Evaluation System.

The Netherlands

The Inspectorate has become an autonomous body. A new system of evaluation with scientific methods and an improved system for managing the evaluation process has been introduced. This has been accompanied by a thorough training scheme for inspectors undertaking this new task.

Portugal

The Portuguese Inspectorate has taken measures to bring about improvements in effectiveness by taking into consideration both the strengthening of its assessment and control role and its human and financial resources. The Annual Plan of Activities is divided into programmes, projects and activities. Moreover, the definition and the execution of these programmes, projects and activities has gained more consistency and effectiveness. An estimated time of execution of the different tasks of the inspectors or teams of inspectors included in the programmes was taken into consideration in the development of the Plan, in order to attain a better distribution and balance of the projects during the year. Computers were introduced in the Central Department and in the regional delegations (regional subordinate authorities of the ministry) which, in the near future, will be connected by a closed net, accelerating the transmission of information. Five new units were created in the central department under the new organic law that governs the inspectorate, which permit better organisation of the conception and co-ordination of tasks at national level. Most interventions of the

Inspectorate have assumed the methodology of an audit, both to get school participation and to facilitate feed-back.

United Kingdom – England

The 1992 Education (Schools) Act introduced a statutory system of independent school inspection and changed the role of the national inspectorate (HMI). A process of inspecting all 24,000 maintained schools by independent inspectors on a four year cycle was started for secondary schools in 1993-94 and for primary and special schools in 1994-95. This involves inspecting 6,000 schools per year or 200 schools per week.

A new non-ministerial government department (separate from the Department for Education and Employment), called The Office of Her Majesty's Chief Inspector in England or OFSTED (Office for Standards in Education), was set up in September 1992. HMIs' role has changed from direct inspection of schools to providing the professional advice necessary to regulate and monitor the new system. Their numbers have been reduced from over 500 to less than 200, however they still carry out inspections of independent schools, of initial teacher education, some aspects of further education, and aspects of school curriculum and management. They are the professional arm of OFSTED. The purpose of OFSTED is therefore to improve standards of achievement through regular independent inspection, public reporting and advice.

United Kingdom – Scotland

A new HM Inspectorate Audit Unit was set up in 1992 to collect, analyse and publish evidence about how well schools and education authorities are performing. The Audit Unit has also provided guidance to schools on developing ways of measuring their performance. These performance indicators are the same ones as are used by HM Inspectors in their inspections. This advice helps the school and the authority to judge how well schools are doing. The guidance for secondary schools, for example, allows schools to compare different subject departments as they prepare their pupils for Scottish Certificate of Education (SCE) examinations.

1.4.2.3 Structures and Processes

Belgium (Flemish Community)

The Belgian (Flemish Community) Inspectorate has separate divisions for the Primary and Secondary sectors. The Inspector General has responsibility for inspectors from all levels and branches of schools. The Inspectorate operates as a division of the Ministry of Education. Individual inspectors are responsible for a set number of schools.

Denmark – Upper Secondary

The management of the advisory services is organised centrally from the Advisers' Section in the Department of General Upper Secondary Education in the Ministry of Education. It is responsible for 250 schools (*gymnasier*) and consists of a full time Head of Division (Academic) and a Head of Division (Law), who report to the Deputy Permanent Secretary. There are nine other senior advisers, six of whom are part-time and spend the remainder of their working time as teachers in schools. Each of these senior advisers has a different field of responsibility such as in-service training, pilot projects, international relations, examinations, the Faroe Islands, Greenland, school visits, Quality Development Project, etc. The 29 national subject advisers report to the Head of Division (Academic). It is therefore a subject-based organisation, but the advisers do also report on selected general issues.

Denmark – Primary and Lower Secondary

At the Primary and Lower Secondary level, because of the District level responsibility for schools, the central ministry does not use its national advisers as intervening officers in these schools. Their role is far more supportive and developmental, for example, the impressive contribution of the national advisers in the early nineties in curriculum development. Notwithstanding those positive attitudes, it does not imply lack of concern about the present organisational inability to collect national information on standards. In the decentralised system, although monitoring can take place, the activity varies according to the characteristics of a particular district. For example, a large municipality such as Copenhagen, has more facilities in terms of staff and other

resources to carry out its own system-wide surveys (at district level) than a smaller community. However, under growing pressure from international comparative evaluation studies, a shift towards more central intervention in assessment is a possible future option.

Germany

There is no national system of schooling in Germany, but, in spite of the different systems in the sixteen separate federal states, the organisation of schools tends to be similar. Significant differences arise due to the contrasting political philosophies prevailing traditionally in each state. These basic differences also lead to divergence in the practice of school supervision with varying degrees of control ideology. Differences can also be identified in the general organisation of school supervision. For example, school supervisors for the academic schools (*Gymnasien*) are located in some states at the central state level, in others at the regional level and in another even at the district level. Similarly, supervisors for the semi-academic schools (*Realschulen*) and the general schools (*Hauptschulen*) may be located organisationally at regional or district levels. Supervision officers have responsibility for a set number of teacher positions in a specific number of schools in their district or region. This results in being responsible for about 350 persons. This number can be larger in the case of several positions being occupied by two half-time teacher employees. In view of the supervisors' many other formal tasks, it can be seen that their duties are a combination of those of an inspector and an education officer or of the pedagogical and administration inspectors found in other countries. Inspection and evaluation are only a small part of their duties.

Republic of Ireland

The Irish Inspectorate is on the brink of change. The structure described here is that which has existed since the late 1980s. It has three branches – the Primary and Secondary Inspectors and the Psychological Service. The system is centralised and is directed from the central Department of Education in Dublin. The primary and secondary divisions are headed by Deputy Chief Inspectors reporting to the Chief Inspector. The Assistant Deputy Chief Inspectors in each division are designated as 'management'. In practice the Primary and Secondary divisions operate as separate

entities and until recently the Heads of those divisions did not meet together with the Chief Inspector. Their methods of operation are quite different and in both cases, there is little managerial structure which would enable the Chief Inspector to receive aggregated reports on the system from each wing. The primary inspectors are based mainly in their districts, but a few have positions in the ministry. At the secondary level some secondary inspectors operate from a few regional offices, but this is only an administrative arrangement and does not represent regionalisation. Currently (1996), in both primary and secondary schools, individual inspectors are responsible for a particular catchment area of schools of the type they are qualified to monitor.

Italy

Italy has a centralised system of education. It has already been mentioned that a Bill, published in the mid-1990s, has been issued to introduce changes in school administration. If the Bill is passed, the Inspectorate will enjoy autonomy in its organisation and financing.

Italian Inspectors are directed from the Directorate-General for Personnel in Rome. Before 1991, primary inspectors were accountable to the *provveditore* at a sub-regional (Provincial) level. Secondary inspectors were accountable to the *sovrintendente* at the Regional level. Since 1991, both primary and secondary inspectors have been based in regional offices and, from an administrative point of view , they are accountable to the Regional Director of Studies (*sovrintendente*). However, they can all receive assignments from both the Regional and the sub-regional Provincial Directors of Studies.

The Netherlands

The inspectorate is centralised, but the inspectors operate from 13 regional offices. It is headed by a Senior Chief Inspector, who has three Chief Inspectors responsible for the Primary, Secondary and Vocational sectors. It is an autonomous organisation reporting to the Minister. Inspectors are assigned to a set number of schools of the type for which they are qualified.

Portugal

Portugal has a Central Inspection Department in the Ministry in Lisbon and four regional 'Delegations' each having a head of a region. The inspectorate is a division of the Ministry of Education. Inspectors are assigned to a set number of schools of the type for which they are qualified.

United Kingdom – England

The Office of Her Majesty's Chief Inspector in England is also known as the Office for Standards in Education (OFSTED). It has headquarters in London and a network of 12 regional offices spread across England. HM Chief Inspector is supported by a two member Directorate and a Secretariat comprising two Directors of Inspection and a Director of Administration. Seventeen teams, to whom particular responsibilities are delegated, report to the Directorate. Regional offices provide support for the HMI who work throughout England, as well as undertaking tasks required centrally. There is a strong line management system operating through teams. Inspectors have no routine responsibilities for the schools they inspect.

United Kingdom – Scotland

HM Inspectors of Schools in Scotland are employed by central government and operate within the Scottish Office Education Department. They are responsible to the Secretary of State for Scotland who is a senior member of the British Government. HM Inspectorate is headed by HM Senior Chief Inspector of Schools who is the senior professional adviser on education to the Secretary of State for Scotland. He, with the Depute Senior Chief Inspector, oversees the work of the Chief Inspectors who each have responsibility for a Division. Staff Inspectors have particular responsibility for an area of the curriculum (for example English) or for inspection of schools and liaison with a local education authority as a District Inspector. Overall, there are currently 84 members of HM Inspectorate. Inspectors have no routine responsibilities for the schools they inspect.

1.4.3 Specific Structural or Procedural Aspects

The use of indicators for evaluating the quality of schooling

The most significant change in the past five years in the manner of carrying out evaluations in school systems has been the introduction of the use of indicators. A considerable number of observable features of the quality of schooling such as teaching, learning, use of material and human resources, are analysed and assigned specific characteristics which can be evaluated. One method is to have four gradings, two negative (weaknesses, -- or -) and two positive (strengths, + or ++), forcing the evaluator to place a judgement on one side or the other, thus avoiding the comfortable, 'satisfactory' median. The collection of characteristics within an indicator is summated to give an overall value, which can be positive or negative. A summation of indicators contributes to a whole school evaluative report based on hard evidence. These methods have been developed in The Netherlands, England, and Scotland. A similar system is planned for the Republic of Ireland. The manner in which they are applied and the way in which these evaluations are used varies from country to country.

Degree of autonomy

The degree of autonomy in a sub-organisation of a larger system can visibly affect its impact on the whole system and the effectiveness of its own operation. The following brief synthesis from the documentation is to give a background for further consideration at a later stage.

Amongst the represented countries the most autonomous is The Netherlands, where the inspectorate works as a separate organisation established by contract between the Minister of Education and the Inspector-General. In England, the Office for Standards in Education is an organisation functioning independently from the Department of Education and has complete responsibility for its own management. On the other hand, in Scotland Her Majesty's Inspectors of Schools are part of the Education and Industry Department, Scottish Office, but operate as a complete unit reporting directly to a Minister of the government. In Belgium, Ireland, Italy, and Portugal, the inspectorates are departments within a Ministry and have no degree of autonomy. Moreover, in Italy

and Portugal inspectors are linked additionally in an administrative bureaucracy to regional offices. In most German states the school supervision service is integrated into the administration and has no autonomy. It is organised hierarchically via district and/or regional offices, except in a small State, such as Saarland, or in a city state, such as Bremen, where the school supervision officers are directly linked to the central authority. In Denmark, the advisers at the upper secondary level and the central advisers of primary and lower secondary level are not autonomous and they work within Ministry departments.

The aggregation of the findings of inspections

In some assessment and evaluation systems, although inspectors are very active at the sub-system, peripheral level, their activity does not contribute, nor is planned to contribute, to national objectives. This is typified in the visitation of teachers and individual personnel control and evaluation. In view of the increased interest in quality assurance in school systems, the traditional approaches have been brought into question. In the collection of themes submitted by the participants prior to the Planning Seminar, the topic of aggregation was shown to be a matter for concern in a number of countries.

In Belgium, the aggregation of the findings of the external evaluation of a school has a double application. Firstly, the findings in all schools are anonymously aggregated into a special overall report submitted every year to the Flemish Parliament. Secondly, during the school-audits certain themes of general interest are investigated. Both aspects can contribute to elements of government education policy. The findings of the advisory services are only aggregated when the governing boards (organising powers) ask for it. At present, in 1995, this is rather limited and is not yet a contribution to the local education policy of the organising powers.

There is no tradition of making system-wide assessments in the German states and only exceptionally is there a call for aggregation activities. In some states there is a systematic assessment of teachers over stipulated periods of time, but the activity remains at a sub-system level and does not serve any state-level purpose apart from controlling teachers according to Civil Service requirements.

In Denmark, at the upper secondary level, reports from the individual school curriculum subjects and reports on several topics of more general nature about school affairs are integrated into internal Ministry yearly reports by the Head of the Advisers' Department for the Deputy Permanent Secretary. As the visit to one school each year is a solitary event, the aggregation is only that of combining the observations of the members of the team.

At the level of the individual school in the primary sector in Ireland, the School Inspection report presents an aggregated overview of the work of all teachers. No mechanism currently exists for the periodic aggregation of findings arising out of the totality of school reports forwarded by inspectors to the Department of Education, which are noted and filed. The current work on the formulation of performance indicators for school evaluation is part of a plan to develop mechanisms for synthesising the huge volume of data analysis generated by the school inspection reports.

At second level, subject inspections in Secondary and Vocational Schools are aggregated at the school level only. As in the Primary Sector, these reports are forwarded to the Department of Education for administrative processing and filing.

In Italy aggregation is made by each inspector writing her or his yearly report on the points which have been identified as relevant in that school year. At the regional offices all these reports are synthesised into one 'regional report'. The regional aggregations are carried out yearly but are not always published. Officially, in turn, the regional reports should be synthesised into one 'national report', but in practice, if one considers the record of published reports, a national aggregation has only been carried out three times.

The whole purpose of the new evaluation scheme in The Netherlands is to provide a solid aggregation of findings which can be supplied to school boards and to the Minister on the state of the schools and the school system respectively. Aggregation is a major function in the system.

The different projects and/or activities included in the Annual Plan of Activities in Portugal which have to do with direct intervention of inspectors in schools are the basis for a School Report. These reports are

analysed in the 'regional delegations' of the Inspectorate and regional reports based on the aggregated findings are then built up. The regional reports, which are sent to the Central Department and delivered to the regional educational authorities with executive functions, can contribute to decision making. The Central Department produces a general aggregated report at the national level, containing some proposals or recommendations, which is presented to the Minister and other departments in the Ministry for possible policy formulation.

In England and Scotland records of all inspections and evaluations are collected nationally, in England at the central Office for Standards in Education for recording on the data base and in Scotland through the Inspectorate computer network into a central database.

The Scottish database is interrogated by the Inspectorate in a variety of ways to provide the basis of national reports. The findings of 'aspect inspections' are collated by having Inspectors report to an agreed common format which lends itself easily to providing the basis of a national report.

Openness in reporting the assessment and evaluation of the school system

The following sub-section deals with the extent to which the findings of assessment and evaluation are published as well as identifying the persons and authorities who are entitled to know the results of quality assurance measures.

With regard to the accessibility and publication of reports about schools, the most open systems are found in Scotland and England. This stems partially from the status of relative autonomy of the assessment systems in those countries, but is also partly due to the political agenda behind emphasising the need for inspectors to produce published reports to assist parents in choosing a school for their children on the 'market' principle and to motivate schools to improve by exposing them to public scrutiny. The reports are published for the school, governors, the population in the immediate neighbourhood and for general availability.

The English system seems to be the only one in the group of countries represented in this project where the Chief Inspector makes comment, including radio interviews and television appearances, on matters relating to the quality of the school system.

Reporting in The Netherlands is planned to move towards more openness with the intention at some time in the future of publicly publishing reports. At present they are only intended for the school boards and schools. In other systems in the European, legalistic-administrative tradition, assessment and evaluation remains a confidential matter and no publication is made of assessors' or evaluators' reports. In these systems it is at the Minister's discretion whether specific facts are published in her or his reports. No senior administrator at the head of the school supervision system would be allowed to make public statements, except those made on behalf of the Minister or Ministry, without prior approval.

In the case of personnel assessments and evaluations in Germany, reporting remains confidential. Teachers are permitted to see reports made on them and to have their own remarks on the matter entered in their confidential records. No yearly reports about school education are published for general information.

In Belgium, the findings of the inspection of a school are noted in an official report which has two consequences for the school. Firstly, as there are no central examinations, an important duty is giving official recognition (or not) of the diplomas, certificates, attestations awarded by the school. Secondly, they will determine whether further financing of the school will be made or not.

The findings of the advisory services are only noted in an unofficial overall report and are the only elements which may be used by the governing board to make decisions in matters of personnel policy or local education policy.

The official report is made to the Minister of Education and a copy is given to the organising power (governing board) and to the headteacher. The report is not published, but must be examined and discussed by the governing board, the headteacher and the teachers. This ensures that all those who are involved in the school (governors, parents, headteachers and teachers) are fully informed about the quality of education and that measures can be discussed and planned to raise standards.

In Denmark, the single report each year on a school visitation is published with the intention of drawing attention to the expectations of good practice. Other schools can use these reports for orientation and direction.

In the Irish primary sector, School Boards of Management and principal teachers are furnished with copies of school reports following school inspections which are conducted every six years. Additionally, before the report is issued, a formal meeting is held between the inspector and the school staff where inspection findings are discussed comprehensively. Reports on individual teachers who are on probation or whose work is showing cause for concern, are issued to the chairpersons of Boards of Management and to the teachers themselves.

At the secondary level in Ireland, there has been a significant increase in recent years in the number of subject inspections conducted in Secondary Schools. Subject inspection reports are submitted by inspectors to the Department of Education and short summaries of the reports are then issued to the school manager. In Vocational Schools subject and individual teacher inspections are carried out at the discretion of individual inspectors and, in general, only adverse reports are forwarded to school employers where the Department of Education considers this action appropriate. In summary, inspection reports are not published in the usual sense of the word nor are they circulated widely. It seems likely that once the proposed Regional Education Boards become operational (one of the key policy plans of the White Paper) a new culture of local publishing and dissemination will emerge.

National Reports from the Italian Inspectorate were published in 1982 and 1983 for the school years 1981/82 and 1982/83. A similar report is going to be published for 1993/94. It is at the Minister's discretion whether a report will be published or not. Apart from these national reports, regional reports will be published if and when a Ministerial order issued in 1992 is enforced.

An inspector's report is always addressed to and can be read only by the authority which ordered the inspection. In 1990 an Act was passed on the basis of which – as far as the school system is concerned – an inspector's report can also be read by the person (teacher, head, etc.) who is the object of the report itself or who has a direct, relevant interest in it.

The reports or findings on specific aspects of the Portuguese educational system or the assessment of school performance assigned in the Inspectorate annual activities are sent to the Minister of Education, to the Basic or Secondary Schooling Department, to the Regional Educational Authorities and to other departments of the Ministry and to all schools

audited. For the time being, these reports are not published and, consequently, the public in general have no direct access to them.

The separation of inspection and evaluation from advising and development processes

In most countries where assessments and evaluations are made by inspectors, the question arises as to whether or not there should be a clear division between the two activities of inspecting and advising. In some countries inspecting and evaluating have been clearly separated from advising and development processes allowing inspectors not to become over-involved in corrective action. Other persons or authorities have been charged with those responsibilities. Conversely, in some traditional types of formal control over personnel, the inspectors are involved in an improvement process.

The following examples illustrate approaches to solving this problem.
In Belgium legislation makes a clear division between the mission of the two aspects. The decree of July 17th 1991 concerns inspection and advisory services.

Inspection only has authority to control that the schools respect the time-tables and the curricula approved by the minister of education, to control that the schools achieve the minimum objectives set out by the Flemish Parliament, to control that conditions of hygiene and habitability are sufficient, and to control access to didactic materials. It must also advise the minister about the financing of schools and on matters of education policy.

Separate advisory services are responsible for the external support of the schools according to the characteristic pedagogical concept of the school, the development of initiatives and activities to promote the quality of education provided by the schools, the stimulation of initiatives to enlarge the professional skills of the staff, and the drafting of an advisory plan.

It is very important however to mention that neither the inspection nor the advisory services have authority over the pedagogical methods used by the teachers to reach the minimum objectives and the goals of the curriculum. In general, the pedagogical behaviour of the teachers is

controlled only by the governing board – or organising power – of the school, which is in most cases represented by the headteacher.

Traditionally, the two functions in Germany have been integrated. At present (1996), there is much upheaval in several states, caused mainly by reorganisation thrust upon the educational authorities by the demands of tight financial constraints and, in some cases, by cautious approaches to functional rethinking. The advisory activity in the past has been neglected due to the heavy commitment of *Schulaufsichtsbeamte* (school supervision officers) to routine administration. Even so, some research suggests that teachers would not willingly look to these supervisors for advice. In some States, organisational development has been introduced on an experimental basis using the school supervisor as a director in the process, but, in view of their hierarchical authority and 'administrator' image, real team-work and acceptance of that new role could cause major difficulties. In the new states, formed after the joining of the territory of the former German Democratic Republic to the Federal Republic of Germany, there could be a better chance for this development before the west German model of administration becomes ingrained.

In the Republic of Ireland, the functions have traditionally been integrated, but during the period 1993 to 1995, as the Irish Inspectorate has geared itself up for assuming a sharper and more focused role in quality assurance, there has been some significant withdrawal from traditional advisory work. For example, the overwhelming majority of Inspectors has not been involved in providing in-service education to teachers during this period. However, as the White Paper proposes the establishment of a Regional and Central Inspectorate as part of a thrust towards the decentralisation of the education system, it seems that the Regional Inspectorate will execute a significant advisory role while retaining inspection responsibilities as a core function. All Regional Inspectors will have an exclusively advisory role in relation to a small number of named schools but will formally inspect a great deal more. The Central Inspectorate will not have an advisory role in relation to schools and teachers.

In the Netherlands inspectors are not engaged in advising schools and teachers. In this respect, there are many external institutions which specialise in this function. As in some other countries, the Annual Report

provides information to the Minister including opinions which can be understood as being advice to the Minister.

The main goal of the Inspectorate in Portugal is inspection, because advising is a major role of the regional educational authorities. Nevertheless, in the intervention of the Inspectorate counselling and advising are still present, though in a non-systematic way.

In England there are separate groups of support personnel in local educational authorities called advisers. These advisers are sometimes used in inspection teams, but they may only work as an inspector in an area other than their own geographical region of employment. HMI also have a separate developmental role, but these are general activities and not linked to individual schools which have been inspected.

In Scotland, there are some advisers employed by the local education authorities who are mainly responsible for developmental activities, but who can also be involved in corrective action. HMI in Scotland also have a strong, general national developmental role separated from the evaluative inspection function, but, in part, drawing from the results of the national inspection of schools or surveys.

A distinction between inspecting and advising does not exist in Italy. As an inspector does not normally have the responsibility of inspecting and evaluating personnel and schools, her or his role as an adviser is more easily accepted. For example, inspectors have been heavily involved in curriculum experimentation at the upper secondary level and in the implementation of new curricula in the middle and primary schools.

In Denmark the conflict does not arise as advisers only have the one primary function. Their work is clearly intended to be developmental.

Monitoring the system, policy-making support and policy implementation

In addition to their ability to spread information about good practice, in many countries, advisers and inspectors are in an ideal position to carry out surveys on behalf of the Minister, the Chief Inspector or the Chief Adviser. They are not evaluative, but provide information about a situation or problem area which gives useful information for policy making and possible action. Examples are given in the tables on the following pages.

Advising the Minister

	Senior officer is member of Ministry / Minister's advisory committee	*Minister requires special themes to be studied*	*Head of Advisory / Inspection Service requires special themes to be studied*
BFL	X	X	X
D	-	-	-
DK	X	X	X
I	X	-	-
IRL	X	-	X
NL	X	X	X
P	-	-	X
UKE	X	X	X
UKS	X	X	X

Surveys for the Minister

	1994 - 1995	*1995 -1996*
BFL	Optimal use of school time	Not required every year
D	New 'School Law'; Integrating handicapped children in regular classes	Not required every year
DK	Not required	Not required
I	Only occasionally	-----
IRL	Only occasionally	-----
P	Not required	Not required
UKE	Inspections of independent schools Inspection of initial teacher training Good practice in target setting for school planning and many others	Careers education and guidance Review of teacher appraisal
UKS	Performance in national examinations; School costs; Published reports on 150 schools	Attendance – absenteeism in schools; School leaver destination – (univ., further ed., etc.); Published reports on 150 schools

Surveys for the Senior Adviser or Senior Chief Inspector

	1994 - 1995	*1995 -1996*
BFL	Mother tongue spoken in other places than the classroom	Safety in schools
D	(Within a State – regionally only) 'Opening up the school' 'Aggression in schools'	as previous year
DK	IT in teaching and exams; Written language and process writing Spoken language – differentiated teaching Health education – interdisciplinary ecology	As for 1994 - 1995 and, in addition, Bilingual students; Adult pedagogy and teaching
I	Not required	Not required
IRL	(1993 -1994) Impact of a national child abuse prevention programme (Stay Safe) (Primary inspectorate); Review of 'Youth Reach' an interdepartmental voc. prog. 15-18 year olds (left school without formal qualifications) Teaching French in post-primary schools	(1994 - 1995) Remedial education in primary schools The teaching of Irish in primary schools Review of Leaving Certificate (Vocational Programme) 1995-1996 Operation of the transition year programme i.e. a second level prog. which adds an extra year (informal year) to the sen. cycle prog.
P	----	Special Needs education; Pupils evaluation
UKE	Reporting Pupils' Achievement Effective Sixth Forms Standards in NC subjects – and many others	Extra curricular activities – Homework Impact of In-service education of teachers Curricular and professional leadership Changes in schools following inspection Teaching of Mathematics
UKS	Education 5 - 14 Higher Still in Education 16 - 18 Health Education and many others	Education 5 - 14 Higher Still in Education 16 - 18 Effective Learning and Teaching and many others

1.4.4 Professional development in the several countries

1.4.4.1 The necessity of professional development

An intervention in an organisation for the purpose of monitoring, assessing and evaluating the activities in that organisation is an essential operation for top management, policy makers, administrators, middle management and employees. The functions of assessing and evaluating have far reaching positive or negative consequences and the intervening persons performing these functions affect the future of both the organisation and persons.

In large organisations persons intervening in the role of assessors or evaluators make their assessments and evaluations with an impressive degree of credibility reflected by the professionalism of the manner in which they carry out the task. They are usually expected to have qualifications over and above their initial certification in some field of work. The additional expertise is gained either by intensive, internal, senior staff training experiences or through external agencies providing the specific training to enable them to enter a wide range of organisations. As there is an expectation that schools and teachers should provide better teaching, better results and more 'quality', the need to train the leading persons in the school system for specific tasks is obvious. For this reason, the provision of professional development for assessors and evaluators was a major object of scrutiny in this initiative.

1.4.4.2 The provision of professional development

Most countries mention the practice of using a mentor who is responsible for overseeing the induction of new advisers or inspectors. 'Shadowing' an experienced colleague as method of learning is employed. Considerable trust is placed on the acquisition of skills by observing experienced inspectors. In some cases a minimum set of experiences is defined and the newcomer is expected to be familiarised with the whole organisation and its several parts. Another traditional approach, often in the absence of formal provision, is the allocation of a specific amount of time for assessors and evaluators to choose their own manner of self-improvement.

Summary of the provision of professional development in the several countries

Country	Provision
Belgium (FL)	Mentor during probation. All inspectors have developmental course once or twice per year arranged by Staff Department of the Inspectorate
Denmark	Mentor during first year of working as adviser. Introductory Course (1 day) plus three half-day courses in first year. Monthly discussion meetings of all advisers. 'Themes' of the year. Visiting experts. In the primary and lower secondary system intensive provision over the next three years for training teachers and headteachers for their new responsibilities.
Germany – Bremen	No systematic provision.
Germany – Hesse	No systematic provision.
Germany – Thuringia	Three 20-hour modules each for 20 participants. All 180 school supervision officers (SSOs) scheduled to be covered. Course based on changing perceptions of SSO tasks, school development, personal and social competencies
Ireland	Prior to 1993, ad hoc courses held separately for primary and secondary levels. 1995-1996 two-phased uniform plan for all 170 inspectors. Phase I – 2 x four-day modular courses: 'Management of Change' / 'Evaluation and Assessment Skills' Phase II – Seven regional teams working on major project on two pedagogical or management themes

Summary of the provision of professional development in the several countries (continued)

Country	Provision
Italy	No pre-service training of inspectors. Selected by examination (national competition). No in-service training system. Through participation in provision of in-service training for teachers and heads, inspectors keep themselves familiarised about innovation, research, experimentation in the whole system
Netherlands	Intensive training scheme for new inspectors. For others according to needs as determined by the training policy. 1) Methods of inspection and reporting 2) Skills and knowledge required in performing duties 3) Personnel appraisal. Assessing provision from individual needs and the organisation's requirements points of view.
Portugal	Annual activity plan for inspectors. 8% allocated for professional development. Training plan with several dimensions. Future plan for external and internal monitors for new inspectors.
UK – England	Training of independent inspectors arranged by HMI. Competency training in planning and management of an inspection, professional knowledge and judgement of quality and standards, oral and written communication. Course and distant learning approaches. Pass required for being able to practice. Additional required training for Registered Inspectors (5 days per year).
UK – Scotland	New inspectors have individually planned programme of induction. Familiarisation with the range of the inspectorate's activities. For all inspectors 10 days of planned in-service training each year. Annual appraisal of inspectors identifies further professional development needs. Wide range of activities with functional and training dimensions.

Courses were mentioned specifically in a number of countries, but examples of training in observational, technical and evaluation skills did not feature prominently in the documentation, although some of these are provided to a greater or lesser degree in The Netherlands, England and Scotland. The example from The Netherlands is a particularly interesting approach demonstrating a clear linkage between theory, the implementation of theory in practice and improving a learned competence in a working situation. On completion of training the assessment of competency gained was also mentioned in some countries. Opportunities for further training of qualified officers are specifically mentioned in Scotland, England and Belgium.

A particular feature of good personnel management, which includes professional development as a compulsory provision, is that of a specific person being responsible for the career development of both new and experienced inspectors. Examples are given in The Netherlands and Scotland.

The presence of a plan for inspector's training was mentioned in Portugal and, in the case of Ireland, an immediate short term plan to prepare for change has been implemented.

The following three chapters contain the contributions of the consultants on the main themes previewed in this chapter.

2 Assessment, Evaluation and Assurance of Quality in Schools

2.1 Belgium (Flemish Community)

2.1.1 Background

Since 1 January 1989 responsibility for educational matters has been transferred to the Communities, one of which is the Flemish Community.

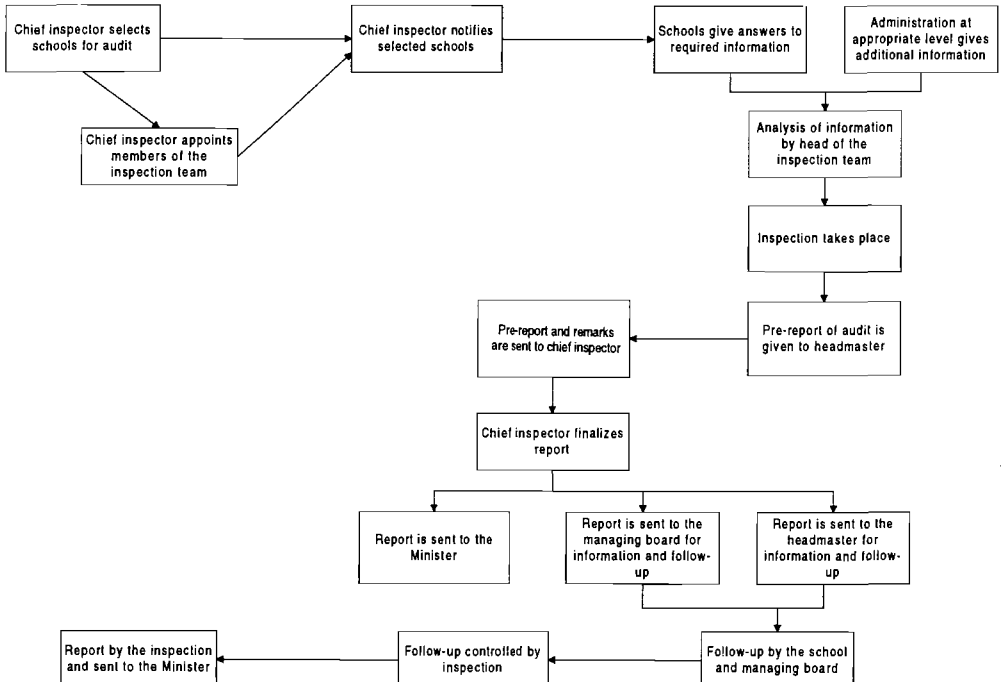
With effect from that date education was no longer to be organised or subsidised by the State but by the Council (Parliament) and the Government of the Community.

Within the Flemish Community there are three types of educational institutions:

- educational institutions organised and managed by the Autonome Raad van het Gemeenschapsondornis (ARGO) [free translation: Autonomous Council of Community education];
- public educational institutions organised and managed by the provinces, cities and villages;
- 'free' educational institutions organised and managed by individuals or groups of individuals (mostly belonging to the Catholic Church).

In the three types of educational institutions mentioned above local councils – or representatives of the educational authority – have a relative autonomy to use the financial means which are provided by the Flemish Community.
Within a legal framework, every local council or board of representatives can organise rather freely his school or schools.

- In the case of the ARGO-schools teachers, parents and socio-economic partners are automatically represented in the councils and therefore responsible for all educational matters, e. g. assessment, evaluation and assurance of quality of education.
- In the public and 'free' educational institutions a decree of July 1990 foresees a participation system whereby teachers and parents are involved. They have considerable influence in decision-making.


Chief inspector selects schools for audit
Chief inspector notifies selected schools
Schools give answers to required information
Administration at appropriate level gives additional information
Chief inspector appoints members of the inspection team
Analysis of information by head of the inspection team
Inspection takes place
Pre-report and remarks are sent to chief inspector
Pre-report of audit is given to headmaster
Chief inspector finalizes report
Report is sent to the Minister
Report is sent to the managing board for information and follow-up
Report is sent to the headmaster for information and follow-up
Report by the inspection and sent to the Minister
Follow-up controlled by inspection
Follow-up by the school and managing board

2.1.2 Principles

Because of the fact that society – through Flemish Parliament – provides the means for education (financial and human means) society wants to control how these means are used.

Therefore the Flemish Parliament has established a legal framework:

- First through the structural concept of Basic Education in secondary education. In the unified structure of secondary education which is divided in three grades of two years each, each grade comprises a basic education and the subjects belonging to that basic education. Those subjects are explicitly indicated with the total number of hours/week for the basic education as a whole.
- Secondly by setting attainment targets. These attainment targets are minimum goals which are regarded (by society) as essential for each level of education. They are prepared by a special service – 'The service for educational development' – , presented by the Minister of education to the Parliament and finally discussed and voted by the Parliament.

In order to control the implementation of basic education and attainment targets and to assure quality in education, inspection is totally reorganised. This leads to an external evaluation of the schools.

It is also part of the educational policy of the Government to give to the schools as much autonomy as possible and in the case of quality in education, autonomy is focused on internal evaluation which will be carried out by the guidance services of the organising powers.

2.1.3 External evaluation and assessment

Inspection – as the control service of the Flemish Community – is fully independent in choosing its methods.

The external evaluation and assessment is carried out by a team inspection although there are several working methods.

The audit is organised following a process presented in the organigram.

2.2 Denmark: The General Upper Secondary School System (Age Group 16-19)

2.2.1 Evaluation and assessment of teachers and head teachers

Before being employed both teachers and head teachers must have a university degree and a pedagogical education. The head teachers must also prove administrative and leadership experience.

After appointment no formal assessment of individual teachers or head teachers takes place.

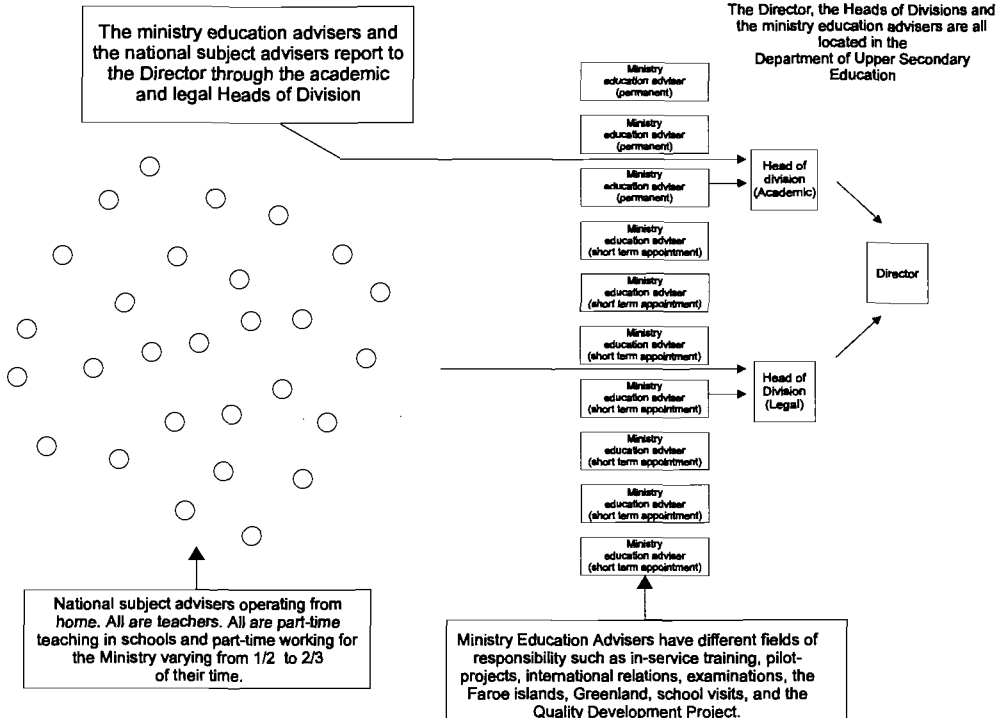
In-service courses are offered by an expert group of national advisers, teachers, other educators, and it is the responsibility of the teachers themselves and the head teachers that teachers attend the courses which are not compulsory.

2.2.2 Evaluation of teaching: school visits

The advisers and inspectors visit on an average six schools per annum. The idea is that each school receives a visit from either a senior educator (*undervisningsinspektør*, one of the senior officers in the Advisers' Section in the Department of General Upper Secondary Education), or an adviser. The Department allocates the educators and advisers to the several schools. The list is sent to the schools and the educator or adviser contacts the head teacher. A date is fixed and the educator or adviser informs the school about the themes she or he wants to discuss. Two weeks in advance the head teacher sends a list of the questions of educational matters which the school staff wishes to be discussed. If the visitor is a subject adviser, the teachers of that subject must also send an agenda of their special wishes. A visit lasts one day and includes class observations, after which the teaching is debated with the subject teachers. In the meeting with the subject group the educator or adviser does not comment on the teaching of the teachers whose classes have been observed but will refer indirectly to this through examples and questions. They report orally or in written form to the Director

Denmark: Processes

Upper Secondary Schools



responsible for the Advisers' Section in the Department of Upper Secondary Schools. These reports are internal.

2.2.3 Evaluation of Schools

From 1989 until 1994, within the Quality Development Project, the Department of Upper Secondary Education carried out two school evaluations each year. As from 1995, only one school will be visited each year. Schools are invited to participate in the project and the Department selects one of the schools applying.

Prior to the visits each institution carries out a self-study, including an interview survey in which pupils and possibly other groups participate. Extensive written material about the school is submitted to the Ministry.

A working plan is drawn up and the visit takes place about six months after the beginning of the preparation.

A team of six to eight Ministry representatives, senior educators from the Advisers' Section and national advisers, visits the school for four days attending classes, talking with technical and administrative staff and teachers, members of the management of the school, pupils, parents, and people from the local community.

It examines:
- teaching (performance, methods, content)
- management (strategies, support, co-operation, planning)
- administration (effectiveness, service, information)
- students (participation, attitude, future)
- ways of co-operation (board, staff, committee work, extra-curricular activities)

A draft report is sent to the school. The comments from the school are discussed and some of them are incorporated in the final report.

In a subsequent report attention is drawn to the school's strengths and weaknesses, and recommendations for future action are given. On the basis of the report the school draws up an action plan, and, approximately

a year later, the ministerial group will return for a second visit during which the school will report on the results achieved. The team then assesses the amount of change and improvement achieved.

The reports, containing descriptions and evaluations of local conditions written by a group of broadly experienced specialists, have a general character which makes them relevant to persons other than those directly involved. They are published and circulated to all the upper secondary schools. The intention is to inspire other schools to start projects of self-evaluation or to arrange pedagogical seminars with the help of experts from outside. As the reports are public they are also available to parents.

2.2.4 Experiments in school development

Parallel to these school visits mentioned above a large number of schools have carried out a variety of experiments in school development. These experiments are based on self-evaluation and receive support from the Ministry. Among those involved have been nine schools in Copenhagen working together on a local school development scheme.

2.2.5 Evaluation and assessment of the system

Examination results are reported by the schools to the Ministry and are controlled by the national subject advisers, who use these results and the reports from the teachers of their work for improvement and guidance at the national level. This is important, since the examinations are closely aligned to the curriculum and the teaching.

National results are published as a total for the system and broken down by subjects, but they are not published for individual schools.

Annual accounts for the subjects are prepared for the Ministry by the national subject advisers and are presented at the annual meeting of the head teachers and the Ministry. These reports contain trends and recent developments based on the knowledge the national advisers have accumulated throughout the year.

2.3 Denmark: The Primary and Lower Secondary School System (Age-Group 6-15)

2.3.1 Governance of the Folkeskole

The national state Law on the Folkeskole governs these schools and the Minister of Education lays down regulations pertaining to them. The responsibility for the Folkeskole rests with municipal councils.

2.3.2 The advisory system at central level

At central level there are 24 subject advisers and other advisers who cover specific areas such as guidance in choice of education and job or reading disabilities, etc. These advisers are part-time employed in the Ministry in the Department of Primary and Lower Secondary Education. They are trained and work as teachers. Most of them have taken an academic degree at the Royal Danish Institute for Educational Studies. The advisers are at the disposal of the schools and serve as part of the advisory staff in the Department of Education in giving advice to the Minister. The central advisers co-operate with all the other adviser groups in the Ministry across all levels of education. They also take part in or chair work in committees on specific questions concerning the writing of curricula and other papers used as governing documents in the school system

2.3.3 The advisory system at the local level

At local level there are a number of advisers depending on the size of the municipality. The smallest municipalities, about 6,000 - 8,000 people, may have no advisory service at all, whereas the bigger municipalities, i.e. more than 50,000 people normally have a number of advisers. Although there is no formal link between the central and local advisers, they co-operate with each other.

2.3.4 The 1994 Education Act

On 1st August 1994 a new Education Act came into force in Denmark, introducing new concepts of teaching and learning into the Primary and Lower Secondary School (*Folkeskole*). Teaching is now going to be adapted to the needs of the individual pupil, with an ongoing process of internal evaluation forming the basis for the setting of aims. Subject teaching alternates with interdisciplinary lessons. It is central to these new concepts that the pupils should engage actively and share responsibility for the acquisition and application of knowledge and skills. The teacher is regarded as the one who is responsible for inaugurating, maintaining, stimulating and supporting the learning process, on behalf of both the individual pupils and of the class, which is the basic teaching unit.
In the first paragraph of the Act co-operation between the parents and the school is stressed. In the second paragraph, the responsibility for assuring the quality of the teaching is described as follows: 'The individual school shall, within the given framework, be responsible for the quality of teaching in accordance with the aims laid down for the *Folkeskole*...and it shall itself make decisions in relation to the planning and organisation of teaching.'

The obligation to carry out assessment is stated in the Act in further paragraphs which interrelate with and form the basis of the teaching-learning concept laid down in the law: 'As part of teaching, a regular assessment of the benefit pupils have from that teaching shall be made. The assessment shall form the basis of the guidance of the individual pupil with a view to the further planning of the teaching.'

In close connection with this obligation another paragraph states: 'At each form level and in each subject, the teacher and the pupil shall co-operate continuously on determining the objectives which are to be met. The work of the pupil shall be organised by taking these objectives into consideration.'
As a consequence of this Act, a number of initiatives have arisen because of the need to implement its objectives.

2.3.5 Evaluation and Assessment of Persons

There is no systematic evaluation and assessment of teachers and headteachers in the *Folkeskole* either by the central or local advisers.

2.3.6 Evaluation and assessment of schools

There is no formal evaluation or assessment of schools, although in 1991 the *Folkeskole* Department did carry out a pilot project, the aim of which was to develop methods and procedures for the external evaluation of schools. The evaluation covered all activities of the school and is now seen as a basis for school development. There is no national or local inspectorate of schools and central advisers are not involved in the external assessment or evaluation of the *Folkeskole*. Moreover, there are no other departments or organisations, inside or outside the Ministry, which carry out inspection or offer advisory services. However, due to the local nature of the organisation of the *Folkeskole* there are other influences which replace the need for external, inspectorial intervention, such as the School Board.

2.3.7 School Board

The school board consists of five or seven parents elected by and among the parents, two representatives of the teachers and other staff, two pupil representatives elected by and among the pupils. The head teacher of the school serves as the secretary to the board. The school board has a number of responsibilities amongst which the most important ones are the responsibility to lay down the principles for the activities of the school, approve the budget of the school, submit recommendations to the municipal council regarding the appointment of head teachers and teachers and draw up a proposal for the curricula of the school for submission to the municipal council. Given these responsibilities each school board takes part in different ways in assessing the school as an institution. Over and above this formal system of parental influence, there is also an informal assessment from the parents through close co-operation between the parents and the teachers, co-ordinated by class teachers.

2.3.8 Concern for internal evaluation

As an aid to school authorities, parents, teachers and school managements, the Department for Primary and Lower Secondary Education has published a series of topic booklets containing suggestions, for example how it is possible to start on a process of evaluation. The topics are School Management, Evaluation of Learning Processes, and School-Home Co-operation. The first booklet discusses how school managements can ensure that there is an on-going pedagogical development in the school, how co-operation at school can take place without unnecessary friction, and how optimal use can be made of resources. The second focuses on certain stages in the pupil's entire school career. (Are there, for instance, children, who are still unable to read half way through their second year at school? What general numerical concepts should pupils have at their disposal after the completion of the fourth year?) The third booklet aims at making schools take a closer look at their own practice. It is also intended to provide a starting point for discussions at staff meetings, in governing bodies and in parent-teaching associations. The booklet seeks to promote systematic co-operation among teachers on the evaluation of the individual pupil's learning achievement as measured against teaching goals and the individual pupil's learning potential.

2.4 Denmark: Both levels (Age Group 6-15 and Age Group 16-19)

2.4.1 Evaluation of subjects

With emphasis on coherence, progression and transition from one level to another, subjects as they are taught at primary, secondary and tertiary level have been described and evaluated. Committees have been set up by the Ministry consisting of specialists from all levels of the education system together with experts outside the school world. The themes can be interdisciplinary, which can be presented in a written or an oral form.

The evaluation reports are sent to all institutions, educators, and other interested parties and to the Departments in the Ministry which are

responsible for the further development and implementation of the recommendations.

2.4.2 Internal assessment and evaluation

Internally, schools have one-day meetings where they discuss and debate educational matters with the help of external experts.

2.4.3 Good practice

In 1993 the Department of Upper Secondary Education published a booklet giving some criteria for good practice, including the 'ethos' of the school, the atmosphere in which teaching and learning takes place, management, and co-operation among staff. The booklet is meant to be used by schools as a help in their own reflections on institutional development.

2.5 Federal Republic of Germany

2.5.1 Bremen

In practice, assessment in Bremen schools as yet almost exclusively concerns the individual student. The question as to whether reports on the quality of the system 'school' as a whole are desirable has only recently been raised in connection with the extended autonomy of the individual school and, hence, its accountability as established in the new Bremen School Law. Until now, there is no concrete practical experience in this area.

The assessment practice continues to focus on the individual student, it is orientated mostly to the cognitive area and is presented in the form of numbered marks. By contrast, accounts of learning development – i.e., holistic reports, which do not include numbers – are common in the primary school, slowly expanding to the lower secondary level. Marks and, more generally, assessment criteria are discussed in the subject area conferences of a school, on the basis of the learning objectives as explained in the syllabus.

Recently, the Standing Conference of the State Ministers of Education and Cultural Affairs *(Kultusministerkonferenz)* has introduced a regulation which sets down the standards for the completion of the lower secondary level. The graduation from the upper secondary level *(Gymnasium)* is regulated through examination standards, which are specified through framework guidelines on the level of the respective Federal State. Similarly, certificates in vocational part-time and full-time schools are regulated through examination guidelines which are issued on the Federal level and specified on the State level through the Chambers.

2.5.2 Hesse

The evaluation, assessment and assurance of quality in Hessian schools is part of a management philosophy for the public service. The essential elements of this philosophy are:

- criticism of tasks and their implementation;
- devolution of tasks and decision-making competencies;
- co-operative leadership (team management);

- strengthening the accountability of staff;
- involvement of staff in the decision-making process; and
- qualification of staff for new tasks.

In-service training for teachers and school supervision in Hesse have been separate processes for several decades. Moreover, school work is characterised by different main themes in different regions.

The professionalism and the accountability of teachers are taken for granted. While the Hessian Minister of Education and Cultural Affairs has made it compulsory for teachers to participate in some kind of professional development, it is left to them do decide how, where and in which institution they would like to have in-service training. However, the implementation of this regulation reveals problems of acceptance.

The school supervisory body generally assumes that teachers are qualified for their job and intervenes only in case someone is suspected of neglecting her or his duties.

As the two quality assurance systems are independent of each other, decisions on development needs are co-ordinated in obligatory and informal committees.

The evaluation, assessment and assurance of quality in Hessian schools is based upon:

- the Hessian School Law, which, in its first three paragraphs, lays down the right to school education, defines the educational mission of the school and the principles of its accomplishment;
- the framework plans for the schools, which contain an obligatory part and a part which can be freely decided upon by the schools;
- the school curriculum, which is divided into obligatory lessons, compulsory optional subjects and optional subjects;
- the regulation on the size of the learning groups; and
- annual statistics on pupil development (quantitative and qualitative aspects) and teacher supply (number of staff, need for teachers in particular subjects, cancellation of school lessons) to be put together by all schools.

The tasks and the perspectives of school supervision and in-service training of teachers in Hesse are changing. Attention and actions are now directed less to the individual teacher than to the school as a unit of activity.

The present re-orientation of the two quality assurance systems is impeded by massive cuts in teachers' jobs. This reduces the willingness of the teaching staff to co-operate and to act according to perspectives, which is quite in contrast to the intentions of the management philosophy of the public service.

2.6 Republic of Ireland

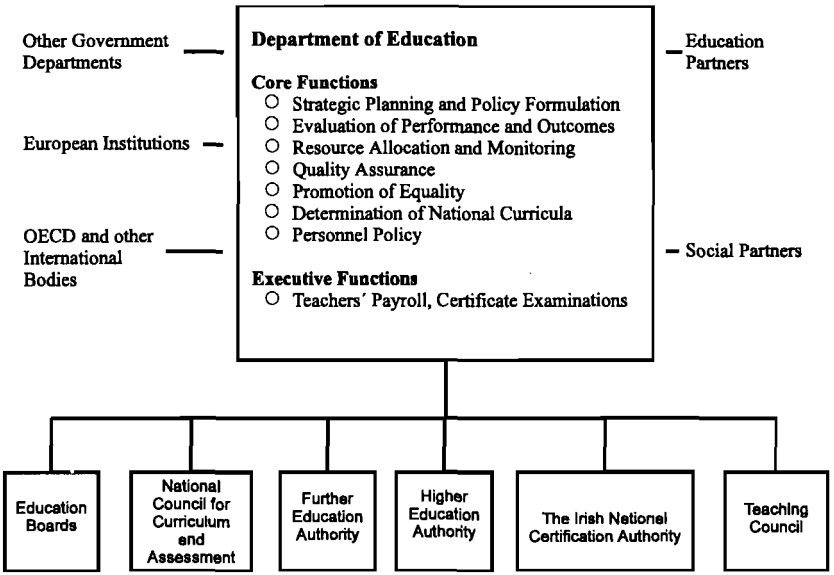
2.6.1 Introduction

In June 1992 the Irish Government published a comprehensive Green Paper on education and set in train an elaborate national consultative debate on educational reform which culminated in a National Education Convention in Dublin in 1994. One of the key aims enunciated within the Green Paper was the creation of a much more effective system of quality assurance at all levels of the Irish Education system. According to the paper the National Inspectorate would develop a much more focused approach to quality assurance through:

- Inspecting the work of a range of schools each year and reporting on trends and achievements and on the general implementation of Department of Education policy.
- Providing support and advice for schools that have particular needs.
- Reporting annually on the performance of the educational system.
- Reporting comprehensively on important themes from time to time, e.g. language teaching support programmes for schools, special curricular initiatives.
- Monitoring the effectiveness of teacher training, including the probationary process for teachers.
- Monitoring the effectiveness of testing and examinations and analysing and reporting on the results.

In April 1995 the Irish Government published a White Paper on education, effectively providing a policy framework for the future based on the debate which followed the Green Paper. Following the publication of the White Paper, a series of education bills will be introduced in Parliament in order to provide a legislative framework for a reformed education system. The Irish system is poised to enter a phase of profound change and development.

Ireland: Processes



This organigram represents how the Department of Education's functions will be deployed when the process of change signalled by the Government White Paper on education is fully completed. The only structures anticipated by the organigram and which have yet to be instituted are the Education Boards, the Further Education Authority and the Teaching Council. The role of the Central Inspectorate is implicit in the listing of Departmental core functions while the role of the Regional Inspectorate would be covered by the reference to Education Boards.

2.6.2 Current Practice in Quality Assurance within the School System

Background

Given that the Irish Education system has always been highly centralised, the primary responsibility for quality assurance has rested with the National Inspectorate. Throughout the history of the Inspectorate emphases in inspection processes have evolved somewhat differently in the primary and post-primary sectors.

The Primary Sector

There has always been a very strong tradition of inspection at the level of the individual teacher but since 1982 the focus has moved towards inspection of schools as a whole with a concomitant emphasis on providing school staffs and Boards of Management with written and verbal reports. Approximately every six years all primary schools undergo a general inspection. These inspections are largely carried out by individual inspectors and on average a half-day is spent with each teacher during the inspection period. The resulting school reports feature curricular evaluation but also include reportage on aspects of school management and organisation. As yet no mechanism exists for interrogating the data contained within the reports as a means of extrapolating analyses useful to policy formulation.

The Post-Primary Sector

Until the 1960s a very small number of inspectors were involved in inspecting secondary schools and their work was largely confined to evaluating teachers on probation. Since then the number of post-primary inspectors has risen sharply and the mandate has been extended to reporting on how various subjects are being taught. Subject inspection reports are submitted to the Department of Education and short summaries of the reports are then forwarded to the authority responsible for the school. However, because of heavy inspectorial involvement in the management and administration of the public examination system, there has been far less time for school visits than would be ideal. The role of inspectors in Vocational Schools is covered by the 1930 Act and focuses on the assessment of individual teachers. There are structured procedures

laid down in relation to disciplinary action which may be taken as a result of an inspection report on a vocational school teacher.

Statistical summaries of examination results in the Leaving Certificate and Junior Certificate examinations are published annually by the Department of Education (on average these examinations are taken at age 17 and 15). Public confidence in the state examination system is very high and it is widely seen as a crucial element of quality assurance in Post-Primary education.

Some recent development towards greater quality assurance

For the last two years a team of inspectors and psychologists has been engaged in formulating performance indicators for whole school inspection in first and second level schools. This initiative has coincided with a move towards the integration of the Primary Inspectorate, the Post-Primary Inpsectorate and the Psychological Service. The work is likely to be completed in early 1997. These performance indicators will articulate general pointers of quality in the provision and consumption of education and will be sufficiently flexible to meet the demands of whole school inspection at both primary and post-primary levels.

As an exercise in corporate accountability, the Irish Inspectorate in recent years has produced an annual report for the Department of Education on its key professional activities in many spheres of the education system. This initiative has enabled the Inspectorate to speak with a more cohesive voice on its own involvement in the monitoring of educational issues and developments. It is anticipated that this form of reporting will evolve further in the years ahead and will constitute an important strand in the drive for greater quality assurance.

Quality assurance and curricular re-definition

At the moment work is at an advanced stage in revising and modernising the Post-Primary and Primary curricula. This is being carried out by widely representative subject committees under the auspices of the National Council for Curriculum and Assessment (an advisory body which reports directly to the Minister for Education). Parents, teachers,

academics and inspectors are collaborating on this task and detailed aims and objectives are being delineated in order to provide for a much more focused approach to self-review at school level and external review at various systems' levels. This will have obvious implications for quality assurance within the Irish Education System.

2.7 Italy

Introduction

The main aim of present Italian policy on education is to raise standards for all pupils by improving the curricula at all levels of schooling and by improving the quality of teaching through the improvements of in-service teacher training. Handicapped pupils have been 'integrated' into normal classes. At the same time excellence has been pursued together with equality of opportunities for all. Experimentation and innovation have confronted inspectors with new challenges.

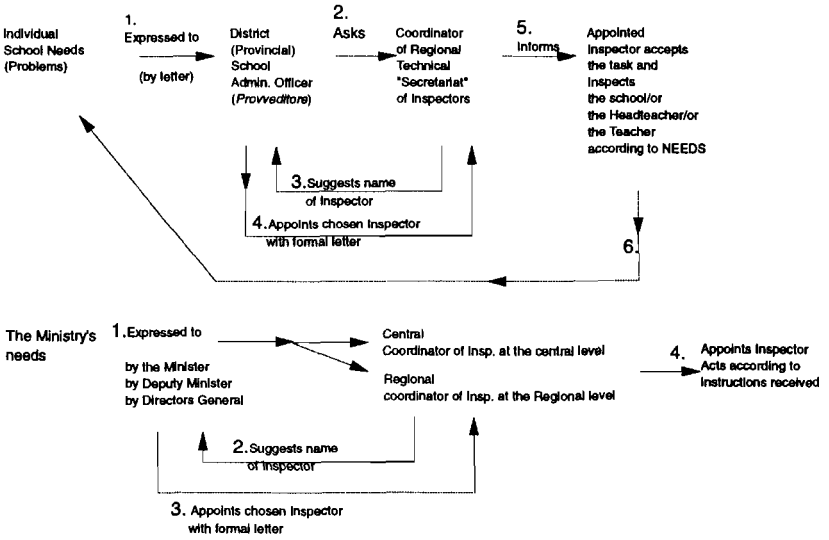
Inspectors perform the following tasks:

- giving advice on new curricula and participating in the committees devising new curricula;
- inspecting individual state schools as well as private and state recognized private schools;
- inspecting individual heads and teachers,
- chairing provincial committees on the integration of handicapped or disabled pupils
- giving advice on new methods of evaluating pupils,
- advising on experiment and monitoring experimental schools,
- controlling examining committees both at the school-leaving certificate level and at the pre-university level (*maturità*),
- initial and in-service training for teachers and information dissemination for teachers and heads.

As regards evaluation of pupils the newly appointed minister (1996) has already expressed his preference for marks and brief remarks as against a long experimented *scheda* or wordy description of each pupil and his or her attainments. Also the *maturità* examination and the relevant examining committee composition are likely to be reformed in the coming year. The time of unending experimentation has come to an end. The time seems to be ripe for reform.

Italy: Processes

Inspectors' intervention according to needs



Teachers

The performance of individual teachers can be evaluated on demand by an evaluation committee made up of colleagues and chaired by the head. Each school has its own committee. Only teachers in the probationary year must be evaluated in order to be given a permanent job. Inspectors 'inspect' teachers only in special cases, usually when parents and pupils and/or heads complain about an individual teacher's performance. Teachers can be seconded to non-teaching positions.

Heads

Heads are evaluated by the provincial *'provveditore'*, provincial school officer or director of education, yearly. Inspectors 'inspect' headteachers when they are on probation. Their reports are the basis for the provincial director of education's decision to give heads on probation a permanent job.

A recent Bill makes it clear that the functions so far carried out by the central and local administration authorities of public education, as far as the management of the education service is concerned, will be progressively decentralised and carried out by the individual schools. The latter will be assigned autonomy both in the area of organisation and that of didactics. The aim is that of enabling each school to be flexible and efficient in its organisation and to establish better relations with the local administrative authorities. As a consequence, heads will be given more responsibility in the management of their school.

Schools

Nowadays, only privately run schools are externally evaluated. Such evaluation – expressed by one or pairs of inspectors – takes place when the schools commence to operate. A questionnaire has to be completed by the inspectors about the quality of buildings, facilities, equipment, furniture, laboratories, teaching and clerical staff, and management. The inspectors' report will contain a full scale evaluation of the school. It might well entail the very survival of the school.

As far as state schools are concerned, in 1995 a decree was introduced according to which a form of 'internal evaluation' has to be carried out by the school itself: parents, teaching and clerical staff, and (in upper secondary schools only) pupils have to complete a questionnaire designed to enable them to assess the 'school service'. Inspectors have to help schools in designing the questionnaire.

The school system

Italy still lacks a national evaluation system. However, a Law passed in 1994 states that the Minister defines the standards of quality in the school system. A ministerial decree has been issued lately by means of which a Committee has been set up, whose task is that of planning the National Evaluation System.
The Annual Report written by the Inspectorate and occasionally printed by the Ministry is rather a detailed description of the functioning of the system than a fully fledged evaluation supported by statistical data and scientifically devised procedures. It is written by selected members of the central technical secretariat of inspectors on the basis of regional reports. The establishment of a National Evaluation System is one of the main reforms that are being planned together with the reform of the Ministry itself in its internal organisation, the granting of the above mentioned autonomy to schools, the increasing of the compulsory school leaving age to 16 and so on. The Inspectorate is likely to provide internal evaluation of the whole system, while external evaluation will be probably entrusted to other, perhaps private, agencies.

At present inspectors monitor and evaluate the many experiments of curricula reform and school reform being carried out throughout the country both at the school and the national level. Experimental curricula are particularly numerous at the senior secondary level because of a long delayed reform and the 1974 Law that made them possible. Inspectors monitor them both at the national and regional level. When monitoring experiments such as 'comprehensive schools unifying pre-school, primary and junior secondary schools in villages and rural areas', inspectors are provided with detailed grid or category forms. When monitoring experiments 'assisted' by the Ministry itself at the senior secondary level, inspectors make use of grids made by selected inspectors working in the General Directorates. So, private or non-state public schools are

monitored and evaluated by inspectors using grids, whenever they apply to be acknowledged and authorised by the State and when they carry out experiments that cannot be carried out without the Ministry's approval.

2.8 The Netherlands

2.8.1 Background

2.8.1.1 Introduction

This chapter gives an outline of current policy developments concerning the quality of primary and secondary schools in the Netherlands.

Legislation passed in August 1993 has resulted in national attainment targets for primary and lower secondary schools and the delegation of quality care to school boards. Plans are being developed for making schools more accountable to both the education inspectorate and to parents. These developments have great influence on the role and working methods of the inspectorate in quality assurance.

2.8.1.2 Responsibility for the provision and evaluation of education

Dutch education is rather unique because of the existence of public and private education on an equal financial footing. Over two-thirds of Dutch primary and secondary schools are private, founded by private foundations and governed by private school boards. Public and private schools are financed entirely by the government on the basis of the same defrayment formulas.

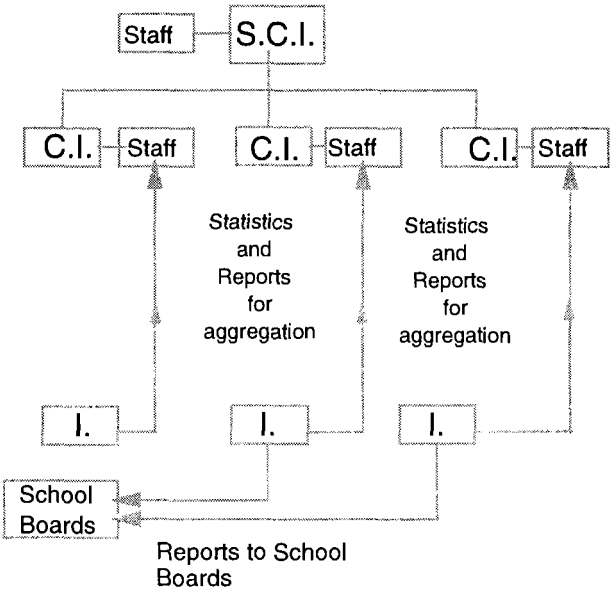
The constitutional freedom of denomination and content of education offers immense opportunities to groups of people to have their children receive the education that conforms with their ideals and convictions. Precisely the freedom of education prescribes that the individual school shall shape the education provided under its responsibility.

It stands to reason that on that account any measures, taken by the government in the field of education are looked upon critically by schools, school boards and parents, all the more so if such measures tend to enter the domain of content and form of education.

Responsibility for the provision of education rests with the competent educational authorities (school boards) working within a framework set out by the government by means of several education acts. The school

boards are responsible for evaluating education at the school level in order to maintain or to improve the quality of education on the one hand and to inform parents and students about quality matters on the other.

Netherlands: Processes



The inspectorate is responsible for gathering information about the quality of education at the school level and for informing individual schools about the inspectorate's findings and conclusions against the background of regional and national data. The inspectorate is also responsible for reporting on the state of education to the Minister and others involved in educational legislation and policy, like the parliament.

There have been radical changes in many areas of education. These are largely the result of the attempt to change the administrative relationship between government and educational institutions. Important consequences of these changes are the appearance of a new type of legislation and regulations and different views concerning the allocation of responsibility for the quality of education and the organisation of quality assurance systems.

The schools are increasingly being asked to take individual responsibility for improving and controlling the quality of the education they provide. The education statutes are being amended with a view to deregulation and the reduction of government intervention, and the simultaneous extension of the autonomy of the competent authorities. These various developments have not advanced equally fast in all categories of education. Statutory deregulation has advanced most in Higher Education, in Secondary Vocational Education and in Adult Education.

Recently, the Dutch Minister of Education and Science and the education associations have made further agreements about the administrative relationship in primary and secondary education. Part of the agreements concern the control of the quality of education by government and educational establishments, and the interest parents have in that control.

The new administrative relationship in primary and secondary education becomes apparent in the field of education in several ways. On the one hand government issues directions with respect to the contents and the level of education, on the other hand individual schools have to supply information about the quality of education they have realised.

In 1993 national attainment targets were introduced. In primary education attainment targets are compulsory minimum standards for schools to achieve after eight years of education to be provided. In secondary

education the attainment targets provide an indication of the level of pupil attainment in the areas of knowledge, understanding and skills by the end of the period of basic education (the first stage of secondary education). Under the aegis of the Minister of Education and Science, tests are to be set for each subject in the basic education core curriculum, with the exception of physical education. These tests will be determined by the attainment targets. Through the attainment targets, that have been laid down in educational legislation, government directly influences the contents of education. In a country with a one and a half century long tradition in freedom of education, this is a totally new phenomenon. However, neither the influence of government nor the setting of tests have led to major protests in the field of education.

- Schools become primarily responsible for internal quality control They will be statutorily obliged to make their own quality visible and to take measures to improve that quality. They will also be obliged to account for their quality control and improvement.
- Schools will be obliged to inform parents and pupils, the 'consumers', about the school itself. They will have to publish a School charter, providing information about the school's objectives, the way these objectives are translated into activities, facilities and care and data about schools' results. This School charter is meant to assist parents and pupils in choosing a school. Besides, parents and pupils must be able to depend on the information provided in the School charter and to confront the school with it during the period the pupil stays at the school.

Not only the schools, but government too, will be obliged to inform parents and pupils. In a leaflet, titled the Education charter, government will inform parents and pupils about their main rights and obligations with respect to the school. To some extent this Education charter is comparable with the Parents' Charter in the UK, adapted to the situation in the Netherlands.

The above mentioned developments in quality assurance have consequences for the duties not only of government, including the inspectorate, but also of the schools, and for the instruments employed in the exercise of these duties. This development means that schools are being increasingly systematic in collecting information on their primary processes and the results achieved through them. Government retains

responsibility for the operation of the education system as a whole and for that reason also requires information concerning the quality of the education actually being supplied. The inspectorate will play a major role in the provision of this information, important sources of which will include the inspection of attainment targets and compulsory school documents like school work plans, the annual reports of schools, coupled to an intensive study of actual practice within institutions, conducted by means of school visits.

As a result, evaluation has become more important because the Inspectorate is increasingly expected to possess data on and be well informed about the quality of education. The assessment in educational terms of the quality of education calls for professional standards on which to base these assessments. This is the reason that the inspectorate's task, which was originally descriptive in nature, required a more substantial and evaluative character. The inspectorate consequently developed a working method for the evaluation of education, appropriate to both the position and duties of the inspectorate itself and the situation in the Netherlands. An important part of this working method consists of the formulation of standards defining the quality of education and norms describing the extent to which the standards have been achieved. Such standards and norms have now been developed for several aspects of education, about which the inspectorate published reports in the past few years.

The inspectorate's developing itself as a producer and assessor of evaluation data on education was one of the reasons for the Minister of Education and Science to ask the inspectorate in 1991 to evaluate an entire education sector, viz. primary education.

The activities of the inspectorate with respect to the duty of statutory control are focused on compliance with statutory directives, with the inclusion of the correspondence between what is laid down in school documents and the way in which this is realised in practice. This aspect of the inspectorate's duties is conducted within a direct relationship between the inspector and the individual schools. When it appears that a school does not comply with statutory regulations, the inspector confronts the school with his findings.

With respect to quality control, statutory control focuses on the veracity of the school work plan and the annual report and, in so far a legal basis will be created, on:

- the compliance with the regulations with respect to quality control and
- the extent to which and the way in which schools inform parents and pupils about their quality control.

From the point of view of quality control, the government's responsibility for education means that it needs to be well informed about the state of education. This means both the actual state of affairs and the quality being achieved. From the point of view of government, keeping up to date with the state of education is a means of evaluating education.

Concerning the role of the inspectorate within the quality assurance system, the Minister of Education and Science is of the opinion that there should be a continuing emphasis on the close observation of educational practice by means of school visits, but that greater effort should be put into the collection of data on and assessment of the quality of the education provided at individual schools. This demands the use of new methods of school evaluation peculiar to the inspectorate.

The results of this work by the inspectorate will be used in two ways. Firstly as a basis for reporting on the state of education to the Minister and to others involved in educational legislation on policy. Examples of this kind of reports are:

- the annual Education Report of the inspectorate, in which the quality of education is described and assessed;
- reports on aspects of education;
- reports on the state of an education sector, for instance the evaluation of primary education.

Secondly, the results will be used to confront the individual schools with the inspectorate's observations and opinions against the background of relevant regional and national data. The aim of this is to stimulate the schools to reflect on their policies and educational practice, in order to maintain or improve the quality of the education they provide.

With a view to the Minister's obligation to inform Parliament, the inspectorate will focus more on the evaluation of education sectors. The Education Report is an annual report on the state of education in its entirety. It provides, as it were, a photograph of various aspects of education. Individual aspects of education are dealt with in more depth in separate reports of the inspectorate. It is, therefore, desirable that, periodically, complete evaluations of education sectors are conducted, on which separate, detailed reports are published. The evaluation of primary education constitutes an example of this. Through the combination of these three types of evaluation up-to-date information on the state of education can always be available.

In order to be as complete as possible in its evaluations, the inspectorate will also make use of data supplied by other institutions. These data will not only be quantitative data, provided by the department of education and science and institutes like the Central Statistical Office, but also, and particularly, research data from educational research institutes.

With respect to quality control, the inspectorate's evaluation activities are in general focused on the question whether the cycle of quality assurance leads to the improvement of education. In the case of individual schools, the inspectorate particularly pays attention to the quality of their systems of quality control and the use that is being made of the results. On the basis of its findings the inspectorate stimulates individual schools to further develop their systems of quality control and to improve the quality of the education they provide.

On a national level, the inspectorate's evaluation activities concerning quality control focus on the development of the quality assurance system in primary and secondary education.

2.8.1.3 Value for money

Primary schools can volunteer to administer several standardised tests and to use pupil monitoring systems, mostly developed by CITO, to support their own educational decision-making.

In order to obtain empirical data with regard to the quality of primary education, the National Institute for Educational Measurement (CITO)

carries out on a yearly basis a series of assessments covering all the subject matter in the core curriculum for primary education.

The attainment of the newly introduced attainment targets for lower secondary education will be assessed by national tests to be developed by CITO. The results will be used by the inspectorate to evaluate the quality of schools for secondary education.

Certification in secondary education is based on a double final examination system consisting of internal school examinations and national examinations. The final examination results are scrutinised by the inspectorate.

Examinations results from individual schools are not published, but inspectors use these results to analyse the school's strengths and weaknesses.

Inspectors also gather school data on the numbers of pupils joining, moving up and leaving the school. As with the examination results these productivity figures are used to produce reports on the national, regional and school levels and are discussed with school principals during school visits. These discussions particularly concentrate on those figures that differ from those of other schools, or from the school's own past performance.

As parents are free to choose a school for their children, and various schools are available to choose from, there is an important element of competition between schools, stimulating schools to visualise their quality.

For schools a network of school support services is available, geared to promote the operation and innovation of schools. These services include school counselling, test and curriculum development.

2.8.2 Evaluation of the education system

Key features

The government is responsible for the quality of education. Aspects of particular importance in this respect are the formulation of objectives, assessment of results achieved, instruments for monitoring standards in the schools, national surveys and evaluation and the role of the inspectorate. The discussion below addresses first the tasks of the inspectorate and then the evaluation of each type of education.

The Education Inspectorate

The Education Inspectorate is responsible for the inspection of education on the authority of the Minister of Education and Science. The inspectorate operates in both publicly run and private schools.

The duties of the inspectorate with regard to all branches of education are:

- to ensure compliance with statutory regulations (supervision);
- to remain conversant with the current state of education, by methods including the inspection of schools (evaluation);
- to promote the development of education through consultation with competent authorities, school staffs and regional or local government (promotion);
- to report to and advise the Minister, either at his request or on its own initiative.

These duties constitute a coherent whole and are performed principally by means of school inspections. These allow the inspectors to gain an impression of the teaching being provided at a particular school or in a particular category of schools. Various laws stimulate that inspectors must at all times be given access to the schools and educational establishments, and that the competent authority and school staffs must supply any information they may require. The inspectors' findings are set out in general inspection reports which, though primarily intended for the benefit of the Minister and State Secretary, nevertheless play a role in influencing public opinion generally.

In addition, the inspectorate also publishes its findings in the chapter of the Ministry's annual Education Report for which it is responsible.

The inspectorate is a decentralised body; in addition to its headquarters, there are 13 regional offices. Responsibility for the inspection of agricultural education rests with the Minister of Agriculture, Nature Management and Fisheries. The Agricultural Inspectorate has six offices.

Evaluation at school/institutional level

The inspection and control of the efficient use of resources are enshrined in statute law and regulations, together with safeguards for the quality of education. There are various instruments to monitor and determine standards within schools, in order to enhance quality and assess processes and results. These are:

- school work plans and curricula;
- annual reports;
- plans for teaching practices and in-service training;
- quality control systems, such as pupil monitoring systems.

Primary education

Attainment targets have been formulated for the primary schools as part of the statutory quality criteria set for primary education. They comprise a formulation of teaching objectives in terms of levels of achievement: definitions of pupil attainment in the area of knowledge, understanding and skills, which the school must adopt as minimum objectives for its teaching activities. The government has involved external experts in the formulation of these attainment targets and in future the targets must be represented in the periodic assessments of educational level (PPON).

In 1986, in order to obtain empirical data with regard to the level and quality of primary education, the State Secretary for Education and Science instructed the Steering Group for the Periodic Assessment of the Level of Education (PPON) to carry out the first in a series of assessments of primary education. This initial assessment gives an impression of pupil performance in the field of Dutch language and

arithmetic half-way through and at the end of primary education. The PPON Steering Group represents a collaborative effort by the Institute for Educational Research (SVO) and the National Institute for Educational Measurement (CITO). The aim of periodic assessment is to contribute systematically to building up a picture of the education being provided and its effectiveness, on the basis of data collected by way of random sampling of schools and pupils for each area of teaching and development. PPON is intended to cover the entire primary school curriculum.
Once the attainment targets have been formulated for primary education, these will have to be represented in the assessment instruments, but the assessments will not be confined to this.

The National Institute for Educational Measurement (CITO) has developed a Primary School Leaving Examination which uses a relatively short but wide-ranging test to provide a general indication of individual pupils' levels containing 180 questions relating to language, arithmetic and information handling. Over 60% of all Dutch primary schools now use the Primary School Leaving Examination (1992).

The National Institute for Educational Measurement (CITO) has also developed a pupil monitoring system which includes a series of scales for long-term evaluation and a system for the (manual or computerised) registration of pupil progress. This quality control system is designed to serve as a tool to record progress at the level of individual components of the basic skills of language/reading, arithmetic, environmental studies and information handling. Pupil progress can be recorded in broad terms once or twice a year. Average scores at class or school level may prompt reconsideration of the methods employed by the school and so inspire self-evaluation by the school. Use of the pupil monitoring system is not obligatory but an option for schools.

The Ministry of Education and Science has set up a large-scale study within primary education, the Educational Priority Policy Evaluation, to evaluate the effects of policy on pupil performance. This has now started and the results will be studied to see what policy changes may be required.

In 1991, a temporary committee was set up under the chairmanship of the inspectorate to carry out an evaluation of primary education. The aim of the evaluation was to gain an insight into developments on the ground in primary education (confined to the core tasks of the primary schools), and wherever possible to make formal judgements on the level and quality of the education being provided and the learning results achieved. So far as possible, use was made of research material already available, such as that produced by the Institute for Educational Research (SVO), the periodic assessments by the National Institute for Educational Measurement (CITO) and the inspectorate reports. The evaluation was published in 1994 and had a great impact on educational policy. The minister asked the inspectorate to prepare our evaluation of secondary education to be published in 1999.

Secondary education

Attainment targets have been formulated for basic education: educational objectives in terms of pupil achievement. These have been formulated by external experts under the aegis of the education system itself and within a statutory framework provided by government.

Under the aegis of the Minister of Education and Science, tests are to be set for each subject in the basic education core curriculum, with the exception of physical education. These tests will be determined by the attainment targets and will be set in each subject or combination of subjects.

The government is to introduce periodic assessment within secondary education in the shape of an evaluation of the first stage of secondary education (12-15 years). This will be a large-scale evaluation of the effects of policy on pupil performance. The results will be studied to see what policy changes may be required.

1990 saw the launch of a 'Periodic survey of educational level in secondary education' project (PPON-VO). The aim of this project was to provide an account of the education and development going on in schools and the level of educational attainment in the third year of the geography course. It had to examine whether pupil performance can be related to particular class, teacher, school or contextual characteristics.

For VBO, MAVO, HAVO, and VWO, the examination syllabuses provide the means to determine and monitor standards. These examination syllabuses are to be revised.

Every secondary school has a duty to draw up a school work plan to be submitted to the inspectorate. These plans describe and give reasons for the instruction provided at the school. They also determine how periodic evaluations are to be carried out to establish whether and to what extent the desired results are being achieved by the way the school and its teaching are organised.

Apart from the school work plan, schools providing secondary education must produce annual reports for submission to the inspectorate.

MBO courses must meet attainment targets set nationally by the Minister of Education and Science with regard to pupils' knowledge, understanding, skills and professional attitudes.

New developments

The Education Inspectorate

The work of the inspectorate is increasingly being concentrated on its core tasks, while many additional specific tasks are being hived off. The performance of these core tasks demands a considerable measure of independence on the part of the inspectorate, in relation both to the schools and institutions and to the Minister. A change in the statutory relationship between the Minister of Education and Science and the Education Inspectorate, through the conversion of the inspectorate into an independent body, is intended to guarantee the satisfactory performance of its duties. The inspectorate's new independent status has been achieved within the terms of the existing legislation. The inspectorate continues to be funded via the Ministry of Education and Science budget and its staff retain civil service status.

Secondary education

For children completing the period of basic education, tests are set under the aegis of the Minister of Education and Science. Schools can supplement these with their own examinations. The first tests were set in the 1994/1995 academic year. Schools are allowed to experiment with these tests for a period of two years.

For students completing HAVO and VWO courses, transfer profiles been formulated (i.e. definitions of the level of attainment necessary to meet the previous education requirements for entry to higher education). Representatives of higher education were involved in formulating these.

For senior secondary vocational education, attainment targets have been introduced on the basis of joint proposals from the education establishments and the business world. This has led to a single structure of qualifications for all vocational training courses within both senior secondary vocational education and the apprenticeship system.

2.9 Portugal

The main aim of the Inspectorate is the control of the education system. Its intervention takes the form of audits and inspections in order to assess, evaluate and control the quality of school performance or its conformity with statutory regulations on technical, pedagogical, administrative and financial aspects.

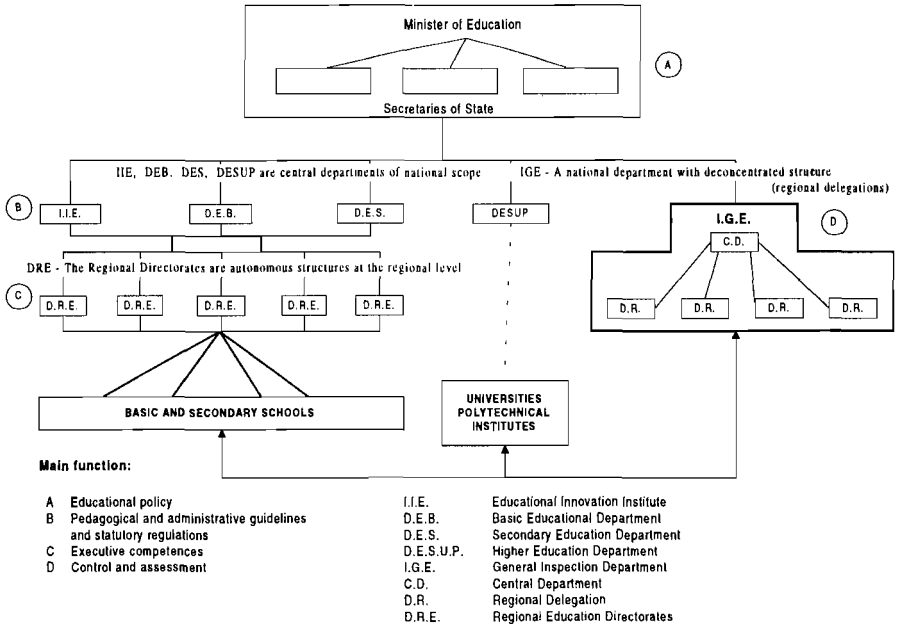
The Portuguese Inspectorate is divided into two main branches – the pedagogical branch and the administrative and financial one. Pedagogical inspectors are former qualified teachers and the administrative and financial inspectors must have a degree either in Law or in Economics. The inspectorate is a deconcentrated institution. It has a Central Department responsible for the conception and co-ordination at a national level and four Regional Delegations responsible for work in the field: Kindergarten, schools of compulsory education, secondary schools and universities, – either public or private. As far as it concerns higher education its intervention is confined to administrative and financial matters, as the university has full autonomy with regard to pedagogical aspects. The Inspectorate performs its role mainly by means of inspections and audits using specific methodologies, guidelines and summaries of procedures. The work is developed through projects, chiefly aimed at the evaluation of the performance of the school as a whole, or at some particular areas of the school – subject departments, pupil assessment, curriculum, school management, budget control, etc. There are also other evaluation projects of national scope which are developed at long distance with the use of questionnaires. The Inspectorate also acts as the Ombudsman analysing and investigating the complaints of school clients (parents, teachers, head teachers, etc.) and acting accordingly if there is cause for forward action. All the activities carried out have two main goals: to control the system and to provide information to the schools, to the different responsible departments in the Ministry and to the Minister.

Inspection activities take place in the schools and they involve the work of the different actors in the school. However, it is not the agent who is being evaluated but the work that has been developed. The main task of the Inspectorate is effectively centred on the system.

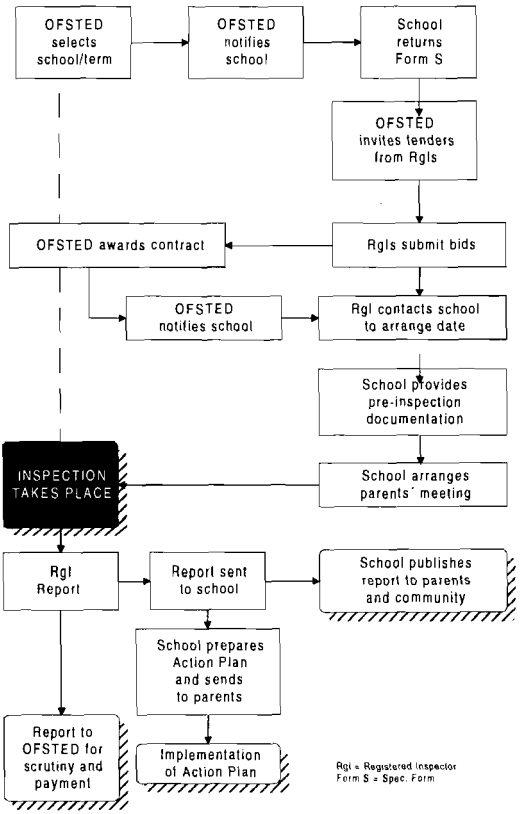
The results of inspection and audits developed by the Inspectorate are presented to the Minister and to the national and regional departments to which they refer. The schools which have been the object of intervention are informed of these results by means of a report in which the conclusions and the recommendations to be implemented are stated. As Ombudsman the Inspectorate deals directly with the citizens. The evaluation of the educational system is also the responsibility of other central departments of the Ministry, which have also the conception of regulations and pedagogical guidelines to schools as main functions:

- Department for Compulsory Education
- Department for Secondary Education
- Department for Higher Education
- Institute for Educational Innovation

Portugal: Processes



United Kingdom – England: Processes



The new school inspection system, which started in September 1993 for secondary schools and September 1994 for primary, special and other schools, sprang from a desire by Government to put national inspection on a regular footing and provide parents with up-to-date information on their local schools through published reports. The 1992 Schools Act set out the ground rules and empowered Her Majesty's Chief Inspector (HMCI) to set things up. By using thousands of independent inspectors it will be possible to inspect all state schools every four years – something which could not be achieved by limited numbers of Her Majesty's Inspectors (HMI) who were previously responsible for national inspection. Inspection, which is compulsory, is intended to help schools to improve by building on their strengths and tackling their identified weaknesses. At the same time consistent and comparable data from up to 6,000 inspections a year will yield information of an unprecedented quantity to Government and the public about the state of the nation's schools.

Source: OFSTED / N.A.P.E. *Inspection: Improving schools Together* London: Centre for the Study of Comprehensive Schools 1994

2.10 United Kingdom - England

2.10.1 Educational Policy 1988 onwards

Introduction

Between 1988-94 the education service in the UK underwent a series of major educational reforms, the first since the 1944 Education Act. In England this is having a significant impact on the development of assessment, evaluation and assurance of quality in schools. These educational reforms reflect the policies of successive Conservative governments during the 1980's and 1990's, with an emphasis on competition, choice, value for money, market, testing and devolving accountability to those responsible for delivering the service.

Main aims of government policy

The main aims of government policy are:
- to raise standards for all pupils;
- to increase parental choice;
- to achieve the best possible return on resources invested;
- to make further and higher education more accessible;
- to provide more information on schools;
- to promote accountability.

The main educational reforms have focused in schools on:
- introducing a national curriculum for 5-16 year olds; to secure a broader and more balanced curriculum for all pupils and one which sets demanding standards.
- requiring pupils to take tests measuring their attainment in relation to the core curriculum of English and mathematics at the ages of 7,11,14,16 and science at age 11,14 and 16. This new assessment system will result in published test and examination results, enabling parents to compare schools; it also ensures examinations support curriculum objectives.
- requiring Local Education Authorities (LEAs) to delegate managerial and financial responsibility to individual schools and their governing bodies thereby giving them more autonomy to run their affairs.

- giving schools the option of full autonomy by opting out of local authority control, subject to a ballot of parents (grant maintained schools).
- introducing a programme of regular systematic inspection of maintained schools leading to published reports giving information about standards of attainment and quality of education to parents, the Governing Body and the wider community.
- improving the quality of teaching through better teacher training and in-service education.

The aim is that, by regular assessment of pupils against the objectives of a national curriculum, regular national inspection of maintained schools, by appraisal of teachers and by regular reporting to parents and governors, standards will be raised and schools will be more accountable to a range of stakeholders. Parents will have better information on which to make a choice about schools.

These policies have manifested themselves in centralised decisions about the curriculum, standards and assessing pupils, while devolving managerial and financial responsibility to individual schools and their governing bodies. They have also resulted in the establishment of three new government bodies/agencies separate from the Department for Education and Employment (DFEE):

- Schools Curriculum and Assessment Authority (SCAA)
- Teacher Training Agency (TTA)
- Office of Her Majesty's Chief Inspector in England (Office for Standards in Education – OFSTED)

2.10.2 Evaluation and Assessment – Inspection

Background

For over 150 years Her Majesty's Inspectors of Schools (HMI) have inspected individual schools and reported on overall performance. In 1989 there were about 480 HMI whose work spanned all stages of education from nursery to higher education. The head of HMI was the principal professional adviser to the Secretary of State for Education. The

idea of the school being a unit for evaluation was long established, as was the concept of good schools and bad schools.

Local education authorities have local inspectors and advisers who up to 1993 generally carried out advisory work rather than whole school evaluation. They targeted their improvement initiatives to specific subjects or aspects of schools management. In many local education authorities inspectors acted as critical friends rather than evaluators and inspectors.

The independent inspection system

The 1992 Education (Schools) Act introduced a statutory system of independent school inspection and changed the role of the national inspectorate (HMI).

A process of inspecting all 24,000 maintained schools by independent inspectors on a four year cycle was started for secondary schools in 1993-94 and for primary and special schools in 1994-95. This involves inspecting 6,000 schools per year or 200 schools per week.

A new non-ministerial government department, separate from the Department for Education and Employment and called The Office of Her Majesty's Chief Inspector in England or OFSTED (Office for Standards in Education), was set up in September 1992. The prime role of Her Majesty's Chief Inspector of Schools (HMCI), is to offer advice to the Secretary of State on any matters connected with schools or with a particular school. His responsibilities also include:

- presenting an annual report on the state of education in England;
- providing other reports and advice as requested;
- carrying out inspections and other duties as may be specified.

The principal duty of HMCI is to establish and maintain the system for the regular inspection by independent inspectors of all state-funded schools in England. To do this OFSTED must:

- arrange for the training of independent inspectors;
- keep a register of those who have been approved to conduct inspection;
- give guidance on inspection and writing reports;
- monitor the way in which inspections are carried out to ensure that high standards are maintained;
- keep the inspection system under review.

HMIs' role has changed from direct inspection of schools to providing the professional advice necessary to regulate and monitor the new system. Their numbers have been reduced to less than 200, however they still carry out inspections of independent schools, initial teacher education, some aspects of further education, and aspects of school curriculum and management. They are the professional arm of OFSTED. The purpose of OFSTED is therefore to improve standards of achievement through regular independent inspection, public reporting and advice.

The main characteristics of the new independent inspection system

A clear purpose and a public Statutory Framework for Inspection

The purpose of inspection is to identify strengths and weaknesses in schools so that they may improve the quality of education offered and raise the standards achieved by their pupils. The function of inspection set out in the Education (Schools) Act 1992 is to report on:

- the quality of education (including curriculum, teaching, learning);
- the educational standards achieved by pupils (in all subjects of the National Curriculum);
- whether the resources, including financial, are managed efficiently;
- the spiritual, moral, social and cultural development of pupils.

The statutory Framework for Inspection of Schools, produced by HMI, sets out the criteria for evaluating the four aspects of a school which inspectors are required to report on. The Framework forms the basis for

assuring the standard of inspection. Judgements must be secured by appropriate evidence and the consistent use of evaluation criteria and informed by quantitative indicators. The Framework includes a detailed schedule of what must be inspected and the requirements for carrying out an inspection. The statutory Framework, along with the guidance in the Handbook for Inspection, are designed to provide a consistent approach to inspection judgements, process and procedures; they are used by all inspectors. They also include instruments for inspections as well as guidance on all aspects of the Schedule. In April 1996 a revised framework and guidance was issued.

Independent Inspectors

Inspection is now carried out by teams of independent inspectors accredited and trained by or for OFSTED. There are three categories of independent inspector.

- The registered inspector (RgI) leads the inspection and has responsibility under law for the inspection team and producing the school's report;
- the team inspector who inspects aspects of the school's work;
- lay inspectors who should not be professionally involved in education.

The registered and team inspectors have been recruited from the local education authority inspectorates, headteachers, higher education, ex-HMI, and senior teachers in a school. They all have educational experience and there are prescribed criteria for selection. Distinctions exist between the work of HMI and that of the registered inspectors and their teams. HMI are on the staff of OFSTED, registered inspectors are not – they inspect schools under contract to OFSTED, complying with the Framework which is a condition of their registration.

Contracts

For all institutional inspections carried out by registered inspectors, OFSTED operates a system of open competition. Once the list of schools to be inspected in a particular term has been decided, registered inspectors are invited to tender for the inspections. Bids are assessed

strictly on value for money, taking into account the quality of the proposed team, fitness for purpose, and price. All inspection contracts are vetted by an independent assessor.

The Inspection Process

There is a pre-inspection review of documentation and basic statistical data, a meeting with parents and governors, and a parental questionnaire.

The actual inspection takes a specified number of inspector days depending on the size of the school and usually lasts a week with teams of 3-12 inspectors. At least 60% of inspection time must be spent in lessons or observing work with pupils. Judgements based on evidence specified in the Framework for Inspection are crucial in this outcomes model of inspection. At the end of the inspection there is an oral report to senior staff and governors.

A full report written to the schedule of inspection and a summary report, is published and sent to governors within 25 days of the inspection. The summary report must be sent by governors to all parents.

Within 40 days the school governors are required to produce an action plan addressing the key issues detailed in the written report. Monitoring the implementation of the action plan is the responsibility of the school and its governors. There are special procedures involving HMI and the Department for Education and Employment when schools are judged to be failing and requiring special measures. HMI visit the schools to verify judgements of the independent inspection team.

The inspection report and summary, and those parts of the record of evidence required by HMCI must be sent to OFSTED. This evidence is fed into a database which includes written text and quantitative data. The inspection system is producing a vast amount of information about schools, pupils and teaching. This data is aggregated for a range of purposes including HMCI's annual report on the state of education in England.

Monitoring – the new system

HMCI has statutory responsibility for:

- giving guidance to Registered Inspector (RgIs);
- keeping under review the standard of inspections and of the reports made by RgIs;
- keeping under review the extent to which statutory requirements are being met by RgIs.

On behalf of HMCI, HMI evaluate the performance of the registered inspectors to ensure, in the words of the 1992 Act, that they are capable of conducting inspections competently and effectively, and in accordance with the Framework for the Inspection of Schools. The judgements of the RgI and team are not at present monitored.
Monitoring takes three forms:

- a visit to observe the conduct and quality of aspects of an inspection;
- a check of the inspection report and summary;
- a scrutiny of the match between the evidence base and the report/summary.

Every monitoring activity results in a written evaluation which is sent in confidence to the RgI. This letter is moderated twice before it is issued. It will record HMIs' judgements on those aspects assessed, indicating strengths as well as areas for improvement. The aspects of RgIs' professional performance are those which are assessed during the training of registered and other inspectors:
- planning of the inspection;
- management of the inspection;
- professional knowledge and judgement;
- oral communication;
- written communication.

Quality Assurance

OFSTED is determined to gather evidence and to evaluate the effectiveness of the inspection process: identifying any emerging

problems and taking action where possible. HMI have visited a sample of schools that have been inspected; interviewing headteachers, governors, teachers, support staff, parents and pupils. Their views were analysed and quality assurance reports were published in 1993/94 and 1994/95.
The new system of school evaluation is still developing and its effect on school improvement and raising standards is yet to be fully assessed.

2.10.3 The National Curriculum, Testing and Performance Indicators

Since 1989 in both primary and secondary schools there has been a gradual introduction of the National Curriculum. It applies to pupils of compulsory school age in maintained schools. It is organised on the basis of four key stages, which are broadly as follows:

	Pupils' ages	Year groups
Key Stage 1	5 - 7	1 - 2
Key Stage 2	7 - 11	3 - 6
Key Stage 3	11 - 14	7 - 9
Key Stage 4	14 - 16	10 - 11

In England, the following subjects are included in the National Curriculum at the key stages shown. Religious education has been compulsory since the 1944 Education Act.

Key Stages 1 and 2	English, mathematics, science, technology (design and technology, and information technology), history, geography, art, music, and physical education
Key Stage 3	as at key Stages 1 and 2, plus a modern foreign language
Key Stage 4	English, mathematics, and science; from August 1995, physical education; and, from August 1996, technology (design and technology, and information technology) and a modern foreign language.

For each subject and for each key stage, programmes of study set out broadly what pupils should be taught and attainment targets set out the expected standards of pupils' performance. At the end of Key Stages 1,2, and 3, for all subjects except art, music and physical education, standards of pupils' performance are set out in eight level descriptions of increasing difficulty, with an additional description above level 8 to help teachers in differentiating exceptional performance. For art, music and physical education, end of key stage descriptions set out the standard of performance expected of the majority of pupils, including exceptional performance. External and internal assessment is required of the National Curriculum subjects at the end of Key Stages 1,2 and 3. At Key Stage 4 public examinations, the General Certificate of Secondary Education (GCSE), are the main means of assessing attainment in the National Curriculum.

The public reporting of these tests, as performance indicators of a school's and pupil's success, is part of the government policy to provide parents with quantitative indicators on schools' performance in relation to national trends. So far the main published indicators have been examination results for individual schools at 16 years of age. These have been controversial because they are comparisons between schools whose pupil intake varies widely in terms of ability and social background. However there is considerable work being undertaken by university education departments, OFSTED, Department for Education and Employment and SCAA on viable 'value added' indicators including social background and prior attainment.

Other performance indicators used in inspection reports and given to parents annually are details of attendance, and suspensions of pupils, compared to national norms. For each school being inspected, there is a standard set of performance indicators provided by OFSTED.

2.10.4 Internal Evaluation

Internal assurance of quality in schools is significant and includes extensive use of school self review, and school development planning. As well as the national inspection system, in the last five years there has been an emphasis on schools writing annual school development plans. These

plans are a key element in post inspection action planning, whereby a school and its governors are required to set out how they intend to tackle the issues identified in the report. More recognition is now being given to each school's self review/quality assurance procedures during an inspection. It is recognised that a school must be responsible for planning its own improvement through internal evaluation but also using the findings of external evaluation.

2.11 United Kingdom – Scotland

2.11.1 Quality Assurance

The basic concept behind quality assurance is that of a 'quality culture' whereby everyone at every level in the education system is expected to take responsibility for the quality of the education they provide and to undertake systematic self-assessment of their performance within a framework of external monitoring and support. At the individual teacher level the framework consists of a system of staff development and appraisal.

The quality of school education is primarily the responsibility of the school and the local education authority. They tend to have well established procedures for planning ahead and checking how well they are doing. All authorities monitor the quality of education in their area.

Independent inspections by HM Inspectors of Schools give an important additional national check.

HM Inspectors of Schools assess both the standards schools achieve and the education authorities' procedures for assuring quality. Their reports say clearly how well pupils and schools are doing. They identify good practices, assess value for money and say what schools and authorities must do when their performance is not good enough. The Inspectors also follow up the findings of the Audit Unit whose work is described below. The Inspectors publish most of their reports.

People with experience outside education, for example from business or commerce, have been recruited as lay members of all school inspections teams. They bring an added perspective to inspections.

Before and during the inspection, the Inspectors ask for parents' views as well as having discussions with the School Board. After the inspection, parents get a copy of the inspection report from the Inspectors showing the strengths and weaknesses of the school and the Inspectors' recommendations. In the four months after the report, the local education authority produces a plan of action for carrying out the report's

recommendations. The authority must consult the school and the School Board when it writes this plan. It gives copies of the plan to the Board and to parents. The Inspectors visit the school again about one and a half years later to assess and confirm progress on the recommendations in the report. They produce a follow-up report and parents receive a copy.

At the start of the 1995-96 school year almost all schools had a school development plan setting out their assessment of their performance and their educational plans and targets. The plan has to be reviewed and updated annually. The school consults the School Board when it prepares this plan. Parents can ask the school to tell them about the plan or ask for a copy. All local education authorities support this form of development planning.

A new HM Inspectorate Audit Unit was set up in 1992 to collect, analyse and publish evidence about how well schools and education authorities are performing. These reports are free. The Audit Unit has also provided guidance to schools on developing ways of measuring their performance. These performance indicators are the same ones as are used by HM Inspection in their inspections. This advice helps the school and the authority to judge how well schools are doing. The guidance for secondary schools, for example, allows schools to compare different subject departments as they prepare their pupils for Scottish Certificate of Education (SCE) examinations.

2.11.2 The Evaluation and Assessment of Persons

2.11.2.1 Primary School Pupils

Pupil Evaluation

Teachers assess their pupils' performance in a variety of ways which include watching them work, discussing their work with them, setting special tasks in which the teacher can make judgements about the pupils' performance and setting tests, some of which will be school tests and some national. Teachers are given guidance on the process of evaluation in the publication National Guidelines Assessment 5-14. National tests have also been introduced. These national tests are not a means of

certification of pupils but a means of helping teachers to ensure that their assessments are in line with nationally agreed standards. Education authorities have agreed to ensure that schools use national tests to confirm pupils' progress in reading, writing and mathematics when a teacher judges that a pupil has largely achieved one of the five levels of attainment which span the curriculum defined in the National Guidelines covering these subjects, and to report the results of the tests individually to parents. Individual test results are not made public.

For reporting on the progress of pupils to parents a model report has been devised which gives information on the level of attainment in each aspect of the curriculum. This report also provides parents with information on their child's personal and social development in school. The report also contains a form which allows parents to comment on the report and to note points which could be discussed at Parent-Teacher meetings.

Promotion

Pupils in primary schools in Scotland are automatically promoted from year to year.

Certification

There are no certificates awarded for work in the primary school.

2.11.2.2 Secondary School Pupils: Lower Secondary

Pupil Evaluation

Evaluation of pupils' progress is carried out at a number of different levels and the methods used may vary according to the subject and the course being taken. In some subjects, particularly in those where work has been divided up into modules and where pupils may progress through these modules at their own rate, continuous assessment is often used and the emphasis is on meeting the criteria which have been laid down to measure success in completing the module. Summative assessment in the form of written examinations, usually on two occasions each year, is normal in many subjects.

dispute. In SCOTVEC courses assessment is carried out within the school of the extent to which pupils have met nationally agreed criteria and many of these will be concerned with the pupil's competence in an activity or carrying out a process.

Promotion

There are normally no conditions for proceeding from S5 to S6.

Certification

The Higher Grade of the Scottish Certificate of Education (SCE), taken in the fifth year of secondary education at about age 17, is the target for many school pupils who aim to enter the professions or to go into higher education. The examinations, which are externally set by the Scottish Examination Board (SEB) using school teachers and lecturers from higher education as examiners, are mainly written. Recently they have undergone some revision so that the revised Higher Grades provide better progression from Standard Grade. (Pupils who receive a Credit level at Standard Grade will normally sit the Higher Grade after one year, those who receive a General level award at standard grade are usually considered to require two years.)

A National Certificate (NC) is awarded by SCOTVEC to pupils who have successfully completed modular courses which are concerned with vocational education. National Certificate modules are typically of 40 hours duration and have clearly stated learning outcomes. Assessment is largely internal to the school but assessment procedures are externally monitored by SCOTVEC.

The Certificate of Sixth Year Studies (CSYS) is available for pupils who obtain a pass at Higher Grade in their fifth year and wish to continue their studies for another year. In English it is also possible to progress to CSYS from success in National Certificate modules. CSYS involves a written examination but may also require candidates to submit external assessment work which they have done over the year.

2.11.2.4 Teachers

Access to the Profession

Entry to the teaching profession in Scotland for teachers who wish to work in education authority schools is through registration with the General Teaching Council (GTC). Registration is not required for appointment in an independent school, although many of the independent schools in Scotland have a policy of employing teachers who have received teacher training and are members of the GTC.

In order to be entitled to registration with the GTC the candidate must hold one or more of the Teaching Qualifications (TQ): the TQ (Primary Education), the TQ (Secondary Education) or the TQ (Further Education) awarded by a Scottish Teacher Education Institution; and must have satisfied the medical officer of the institution of their medical fitness to teach.

Registration is accorded, in the first instance, on a provisional basis, and final registration is granted to teachers who have satisfactorily completed a period of probationary service, normally of two years in schools or one year in further education colleges. The probation period is not an obligation in further education.

Probationer teachers must seek from the headteacher of the school, or the principal of the further education centre in which they are employed, reports on the manner in which they have discharged their duties and a recommendation on their suitability or otherwise for final registration. After having completed their probationary service, they must apply to the GTC for final registration. The Council, after consideration of reports and the recommendation of the headteacher of the school in which the applicant is employed, can:

- grant the teacher final registration; or
- extend the period of probation; or
- cancel the provisional registration.

An application and any consequent registration are confined to the subject or subjects which have been taught by the applicant during the period of provisional registration.

The appointment of teachers to posts in education authority and grant-aided schools and in further education centres in Scotland is solely in the hands of the education authority or the managers concerned. They are responsible for the appointment and employment of teachers. The service contract is a civil contract. Teachers apply for appointments by replying to press advertisements.

Staff Development and Appraisal

In order to maintain teachers' professional competence and expertise at the required levels, well planned and managed programmes of staff development and appraisal are necessary. Accordingly, following a number of pilot projects by education authorities, a set of National Guidelines on Staff Development and the objectives, structure and operation of schemes of appraisal were issued by the Scottish Office Education Department (SOED) in January 1991 separately for schools and further education colleges. Education authorities were required to submit schemes for the implementation of these proposals by summer 1991, and, after discussion of these schemes with SOED, proceeded with the implementation. They were asked to make arrangements to include all teachers within appraisal procedures during the four-year period from the beginning of school session 1992-93. Training materials were devised and courses held for headteachers and further education principals on the management implications of the Guidelines on Staff Development and Appraisal. Training in appraisal has also been provided on a national basis for numbers equivalent to one teacher from each school and packages of resources have been devised, supported by printed text, video tapes and interactive video to train all teachers as appraisers, appraisees or both.

In-service Training and Staff Development

In-service training is the means by which teachers maintain and develop the knowledge and skills they require to carry out their duties and responsibilities efficiently and effectively and in Scotland it has come to be regarded as part of a wider concept of 'staff development'. Staff development includes not only courses which teachers may attend but opportunities to gain wider experience, for example by secondment to industry or undertaking a special task in the school. Whilst one aim is to

ensure that teachers are fully able to cope with the many educational changes and innovations that have taken place in recent years, another is to provide them with opportunities to develop their own potential by pursuing personal professional development of their choice. As a result in-service training or staff development is provided both on a compulsory and a voluntary basis and teachers may also choose to follow some courses of study unrelated to the priorities of their education authority. In some cases, in-service or personal professional development activities may lead to further qualifications and work done in schools may be taken into account in awarding the qualification.

The content of in-service training can vary considerably according to the circumstances in the school, whether innovations are being introduced, and according to the needs and demands of groups of teachers. There is therefore no set curriculum or duration for in-service courses although for major courses which lead to the award of a certificate, diploma or degree offered by the teacher education institutions or universities some general rules apply in terms of the number of hours of teaching and study expected at the different levels, or the number of modules which candidates must complete.

Government initiatives in curriculum and in appraisal account for much of the training which is currently being provided. For example, in primary schools and for teachers who teach the early years of the secondary curriculum the many aspects of both curriculum and assessment in the National 5-14 Programme are taking up most of the available in-service time. Although in secondary schools Standard Grade is now well established, some teachers still feel a need for help and support. With the introduction of school development planning and in particular the encouragement of schools to evaluate themselves a need for training in planning has been identified. In order to support the introduction of appraisal for teachers, SOED has, over several years, sponsored in-service courses, each of two days in length, for about 3,000 teachers and has overseen the production of materials, including interactive video, to allow training of all staff in all schools. Training in management for headteachers has also been identified as a priority and SOED has issued a series of modules intended as a basis for education authorities to provide training for their headteachers. A very large proportion of headteachers in

Scotland have taken at least one module and some have taken four or five.

2.11.3 The Evaluation and Assessment of the System

School Self-Evaluation

At institutional level the schools and colleges are themselves responsible for monitoring and evaluating their performance and progress and they are required to produce a development plan, setting out the results of an internal audit and their plans and targets for the immediate future. The Scottish Office Education Department (SOED) has published a series of aids to help schools and colleges in self-evaluation, on the use of performance indicators, the role of the school development plan and the use of examination results.

School Self-Evaluation at Primary Level

Primary schools, like other educational establishments, are expected to produce a development plan which states their overall aims, the results of internal audit and their targets for the next two years. The aim is to ensure that by setting common targets, with deadlines, the staff agree to a common view of where the school should be going. In primary schools, the process is likely to be carried forward in staff meetings under the direct leadership of the headteacher, whose role in involving members of staff is crucial. National guidance is offered to primary schools in carrying out the necessary internal audit in the form of sets of performance indicators which have been developed by HM Inspectors of Schools. Primary schools are also encouraged to devise ways of monitoring and evaluating their own progress in carrying out the plans which they have made. Education authorities have also set up quality assurance schemes, sometimes using existing teams of experienced advisers to validate the school's efforts. Current reorganisation of education authorities may cause some disruption to this supportive activity.

School Self-Evaluation at Secondary Level

Secondary schools, like other educational establishments, are expected to produce a development plan, after carrying out an internal audit, setting out their aims and their targets for the next two years. This process involves all staff and all departments and therefore considerable consultation is required before the development plan can be finalised. National guidance has been provided for secondary schools to help them in their internal audit and also in evaluating their own progress in implementing their plan. This takes the form of a set of performance indicators relating particularly to secondary schools which has been published by HM Inspectors of Schools. Guidelines have also been published on the use of examination results in school evaluation.

Monitoring progress in carrying out the plan in a secondary school requires a wide variety of techniques and among those currently being tried out are: the use of review teams, questionnaires, checklists, interviews, team teaching, classroom observation, shadowing pupils, systematic planning and reporting, discussion groups and observation by external agencies.

School Evaluation at Education Authority Level

Arrangements to carry out an educational audit of their schools have been developed by Scottish local education authorities. The arrangements are often referred to as quality assurance schemes. The purpose of such schemes is to validate school self-evaluation from an education authority perspective. Although some authorities have made appointments for this specific purpose many are using their advisers, already in post for many years, to validate the schools' own evaluation of their performance and progress. Current reorganisation of education may cause some disruption to this supportive activity. Inspections by HM Inspectors of Schools will in turn validate both school self-evaluation and local quality assurance schemes from a national point of view. Performance indicators, both quantitative and qualitative, are already used widely by HM Inspectors in their work and have been made available to education authorities and schools.

Staff appraisal, which in Scotland is specifically linked to staff development, is a further type of evaluation, which is in process of being introduced in a phased programme in all education authorities. Each authority has its own scheme, based on the Guidelines for Staff Development and Appraisal published by SOED in 1991. Appraisal applies to all teachers in schools, including headteachers. The focus is an interview which all members of staff will have every two years with someone at least one promoted level above them who has familiarised himself or herself with the work of the teacher being appraised. In the interview, of which a record is made, strengths are recognised and development needs explored.

Evaluation at National Level

Evaluation at national level in schools and further education colleges is carried out by HM Inspectors of Schools, who have devised sets of performance indicators which they use in their work and which they have published. Inspections by HM Inspectors using these performance indicators validate both school self-evaluation and education authority quality assurance schemes.

In 1983 the Secretary of State for Scotland published a statement on the current role and functions of Her Majesty's Inspectorate of Schools. The statement referred to the Inspectorate's 'responsibility to report frankly on the state of education as they find it'. It went on to outline the functions of the Inspectorate in the following terms:

- to provide information, assessment and advice to Ministers, the SOED, other Government Departments and agencies and the other central bodies involved in education;
- to provide an audit by assessing and reporting on the quality of education and training provided and to make available to those responsible for taking action the advice and assistance considered necessary to effect an improvement;
- to identify and make known the educational needs of the nation, having taken account of the perceived needs and wishes of parents and pupils;
- to identify cost-effective ways of meeting these needs and to influence the responsible bodies and agencies to meet them;

- to indicate desirable and attainable norms of quality and to advise on the actions required to achieve these;
- to give a lead in development work in the various sectors of education, formal and informal, and to work with directors of education, heads of schools and colleges, advisory and executive bodies and others through appropriate forms of liaison to bring about necessary changes in the system.

The full range of Inspectorate tasks deriving from their stated role and functions may be grouped under the following headings:

- to carry out a programme of general inspections of a sample of schools and other educational institutions and to publish reports on these inspections as soon as possible thereafter. The findings and recommendations of these reports are followed up with local authorities, heads of schools and colleges, governing bodies and other interested parties;
- to undertake a number of inspections and visits which inter alia provide the basis for reports on certain aspects of education; some of these reports are published, others remain internal but may form the starting point for a further, fuller investigation leading eventually to a published report. These reports, which are also followed up, may be the outcome of so-called National Tasks, Inspectorate Divisional Tasks or specialist Panel Tasks. Recently published aspect reports include those on 'Effective Learning and Teaching in Modern Languages', 'Religious Observance in Primary and Secondary Schools', and 'Planned Activities – a Review of Good Practice';
- to participate in a national development programme comprising a series of longer-term objectives derived from the policies of the Secretary of State, which are based on advice to him by such bodies as the Scottish Consultative Council on the Curriculum (SCCC); and from the findings of the Inspectorate's continuous assessment of the education system. Standard Grade, 'Higher Still' and now the 5-14 Programme are all examples of developments in which Inspectors are, or were, heavily involved;
- to maintain close contact with senior staff in local education authorities. This work is crucial for the effective operation of the partnership between central and local government and places considerable importance on the position of the District Inspectors

who, together with those of their colleagues responsible nationally for particular subjects or stages of education (now all known as Staff Inspectors), may reasonably be seen as the linchpins of the system;

- to establish and sustain links, as appropriate, with external bodies such as the Scottish Examination Board (SEB), the Scottish Consultative Council on the Curriculum (SCCC), the Scottish Vocational Education Council (SCOTVEC) and a wide range of other organisations directly concerned with education and its products, including industry, commerce and the public at large;
- to manage the Inspectorate efficiently, keeping activities and methods under review and adapting them to match future developments and emerging educational needs.

To assist the inspectors in their task of evaluating the work of educational institutions, the Inspectorate has devised a range of inspection or evaluation instruments. These instruments comprise statements of standards and methods of analysing organisational aspects of institutions, examination results, curriculum design and development plans. Most importantly, however, sets of performance indicators have been established against which the work of institutions can be measured.

At various times throughout the history of the Inspectorate, HM Inspectors of Schools have been required to publish reports on their inspections of schools and colleges and their evaluations of the education as a whole. This is a present requirement of the Inspectorate. In the course of a year up to 150 institutional reports are published. Those relate to general inspections. In addition some 600 other establishments are visited for selective inspection purposes often resulting in the publication annually of a number of 'aspect reports', i.e. evaluation of the quality of particular aspects of educational provision such as the use of microcomputers, the teaching of mathematics, or the management of secondary schools.

Moves towards extending the system of national audit of educational provision, to complement and support the work of Inspectors in the field have taken place recently. An Audit Unit was established within HM Inspectorate in 1992. The Audit Unit is responsible for gathering and analysing a wide range of factual information on the education system

and for making the results of such analyses known as widely as possible. An example of this is the series 'Information for Parents' which is published annually, giving information on the certificate examination results, attendance and truancy, the budgeted running costs of schools and the leaver destinations from secondary schools. Its work greatly assists the inspection process by providing essential background information on schools.

3 Management Structures

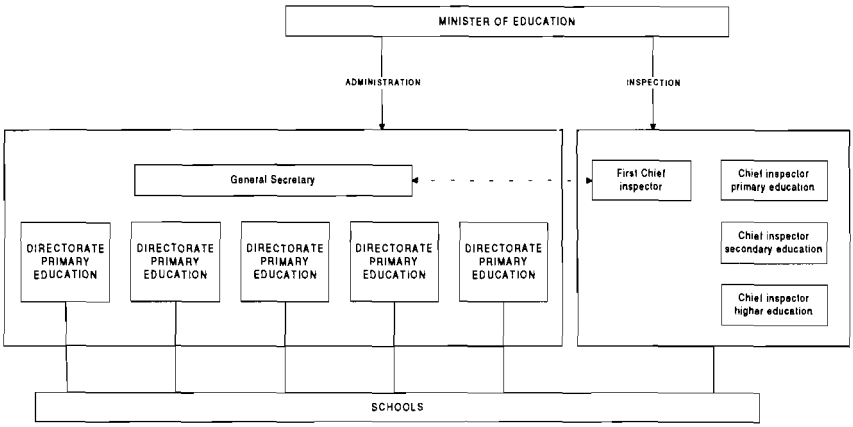
3.1 Belgium (Flemish Community)

Inspectors are accountable to their appropriate Chief Inspectors and to the First Chief Inspector. The inspectorate, as a system, is formally accountable to the Government. The inspectorate is responsible for the inspection (evaluation and assessment) of education on the authority of the Flemish Minister of education. It operates as an independent service. The Inspectorate reports to the Minister according to the subjects mentioned in the decree of July 17th 1991. These reports refer to the situation in individual schools for primary and secondary education. They can refer to the situation in larger parts in schools for higher education.

Every year the First Chief Inspector, with the help of the Chief Inspectors, writes the Annual Report on the state of education for the Flemish Parliament.

The inspectorate is managed by the First Chief Inspector together with the three Chief Inspectors and the Director of the Service for the Development of Education. Each Chief Inspector has responsibility for one or more education sectors.

Belgium: Management Structure



3.2 Denmark: The General Upper Secondary School System (Age Group 16-19)

3.2.1 General information

The Danish Parliament lays down the overall targets and framework for the Upper Secondary level. Curriculum and examination regulations are issued by the Ministry of Education, which is also responsible for controlling the quality of education. The managers of the individual educational institutions enjoy a high degree of real autonomy. Central control focuses its attention on the quality of work through quality development projects, examination papers drawn up at the central level, general written guidelines, and advisory services.

The public Upper Secondary Schools (*gymnasien*) are run and financed by the county councils who,

- establish, run or close down schools in accordance with securing capacity big enough to admit all qualified applicants
- fix the grants for the operational expenses and investments of the schools
- appoint head teachers after having obtained the opinion of the Ministry on the qualifications of the applicants
- appoint and dismiss teachers and other members of staff on the recommendation of the head teacher.

3.2.2 The Advisers Division of the Department of Upper Secondary Education

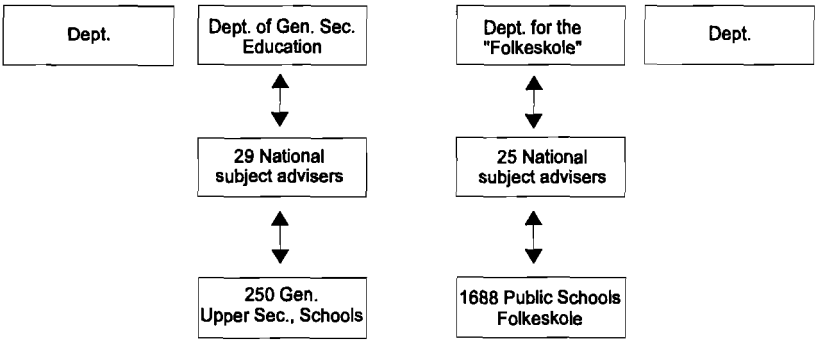
The management of the advisory services is organised centrally from the Advisers' Section in the Department of General Upper Secondary Education in the Ministry of Education. It is responsible for 125 schools (*gymnasien*) and consists of a full time Head of Division (Academic) and a Head of Division (Law), who report to the Director. There are nine other advisers in the ministry, six of whom are part-time and spend the remainder of their working time as teachers in schools. Each of these ministry advisers has a different field of responsibility such as in-service

training, pilot projects, international relations, examinations, the Faroe Islands, Greenland, school visits, Quality Development Project, etc. The 27 national subject advisers report to the Head of Division (Academic). There are 125 schools for which they are responsible.

The relatively small span of control permits an easy overview for personnel planning and allocation of duties. There are clearly assigned responsibilities for specific, separate duties at the management level which would appear to facilitate uncomplicated reporting linkage. The main task is the visitation of the schools by the national advisers. Each of them is required to cover six schools and one whole school visitation each year.

Denmark: Management Structure

Ministry of Education



3.3 Germany

Bremen

The *Schulaufsicht* (school supervision) in Bremen acts on behalf of both the State of Bremen and the town of Bremen. It is subdivided according to school levels: primary/lower secondary level and upper secondary level, including the upper level of the *Gymnasium* and the vocational schools.

The school supervision service is responsible for subject-area supervision, the supervision of duties and legal supervision. As such, it is superordinate to teaching personnel, including principals, and has authority to give orders.

It is subordinate and accountable to the *Senator für Bildung, Wissenschaft, Kunst und Sport* (Senator for Education, Science, Arts and Sport).

It takes part in the provision and structuring of education.

School supervision has both advising and inspection functions. It communicates and co-operates with the individual school as well as with the schools of a particular region through regional meetings.

With the new School and School Administration Law being developed and passed, a major change of this regulation policy has been initiated.

Hesse

The management structure in Hesse is being totally reorganised in 1996.

3.4 Republic of Ireland

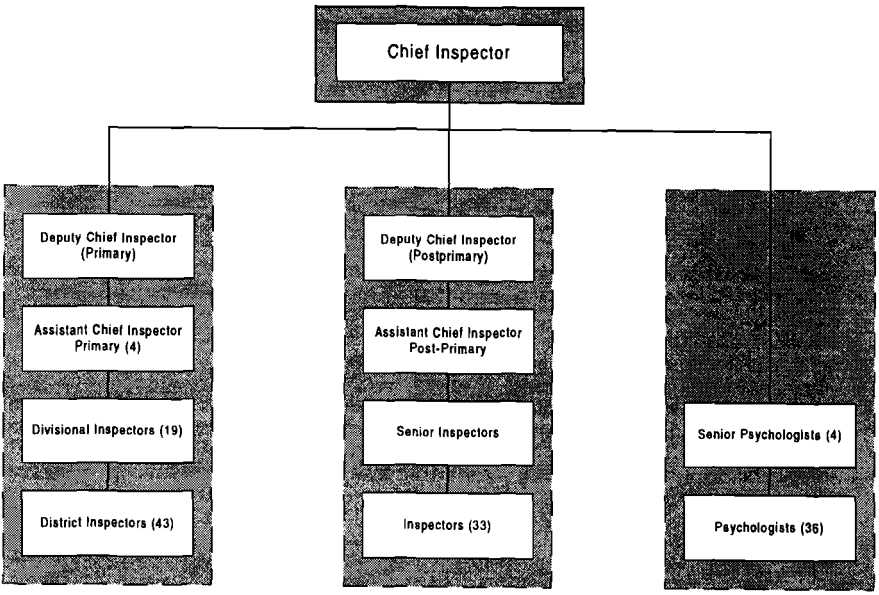
As the organigram illustrates, the Irish Inspectorate in 1996 consists of three broad groupings: the primary branch, the post-primary branch and the psychological service. Both the primary and post-primary branch are managed by Deputy Chief Inspectors who in turn are assisted by a total of eight Assistant Chief Inspectors. All of these Inspectors along with the Chief Inspector constitute the senior management ranks of the Irish Inspectorate. Traditionally the term Senior Inspector refers to a senior post-primary inspector but it can also refer to a Divisional Inspector in the primary sector. Both ranks are in fact equivalent and represent the first promotion rank within the Inspectorate. The Psychological service is managed by four Senior Psychologists who share the same rank as Divisional and Senior Inspectors.

The Irish Inspectorate has been a centralised national inspectorate since its establishment in the last century. However, as part of the government's policy of decentralising the education system, it is shortly proposed to assign most inspectors to a Regional Inspectorate servicing a number of regional education boards. Legislation which will provide for the establishment of regional education boards is in an advanced state of preparation and it is planned to bring it before the Irish Dáil (parliament) in 1996. A small and yet unspecified cohort of inspectors will remain under the direct authority of the State Department of Education and will be known as the Central Inspectorate. All inspectors under the new arrangements will continue to be appointed by the Department of Education.

The organisational and management themes being addressed by sixteen key committees within the inspectorate in preparation for the innovations proposed are:

- The mapping of inspectorate staff into ten teams to service the new Regional Education Boards.
- The preparation of a draft Department of Education Circular on new approaches to Inspection.
- The definition of performance indicators for inspection at National and Regional levels.
- The preparation of draft specifications on the functions and duties of the Central Inspectorate.

Ireland: Management Structure



- The delineation of the respective roles and functions of the central and regional branches of the Inspectorate in relation to Public Examinations.
- The preparation of recommendations on the establishment, function and operation of the proposed new Audit Unit.
- The drawing up of draft guidelines on school planning at the first and second level.
- The preparation of recommendations on the role and functions of Guidance Inspectors/Psychological Service in the context of an integrated Central and Regional Inspectorate.
- The definition of a protocol for dealing with different degrees of underperformance among teachers.

3.5 Italy

3.5.1 Changes during the past five years and the present state of flux

All inspectors have been made equal in status. There is no hierarchy and there are no 'chief' inspectors. There is no distinction between 'inspector' and 'adviser', because an inspector has to be both at the same time. There are 'seconded' teachers at teacher training centres, such as IRRSAEs at the regional level, but they are not advisers. The network of 21 regional 'secretariats' for inspectors has the task of providing advice to the minister and being a clearing house for inspectors' interventions. Through this network the right inspector to perform the right task at the right time is more easily available. The division of the ministry into some 8 main sections, named 'general directorships', each with its own inspectors and school policy and the use of inspectors both at the central and regional levels make it difficult to draw a simple organigram that is clear and useful at the same time.

Inspectors are responsible to the Minister, to the Deputy Minister(s), to the Directors-General, i.e. to officials giving orders at national level. The golden rule is 'address your own report to the administrator that gives you an enquiry to carry out'.

Reports are given directly to the authorities requiring an inspector's intervention. According to a recent law, the so-called 'transparency law', inspectors' reports can be made available to persons being inspected or their lawyers.

Each individual authority has the responsibility to organise and manage the 'follow up' of the inspector's report. Both the Ministry (central level) and the local education officer (local level) have their own advisory body providing advice on the inspector's proposals. They take their decisions only after receiving advice. Unfortunately, inspectors are hardly ever informed about the results of their inspections.

Inspectors

Tentative estimated numbers of inspectors working both at the central and the regional level can only be given, because many of them have retired, or are about to do so, and are not likely to be immediately replaced. As the organisation of the general school system is under scrutiny and liable to undergo far reaching reforms, the inspectorate is bound to be tailored to innovation and be significantly reformed as well. Officially, some 75 inspectors are to work at the Ministry in Rome (previously officially 120) and some 450 are to be deployed in the regions (previously officially 600). In reality these previous staffing levels were never achieved. In 1995, only about 325 were working in the regions.

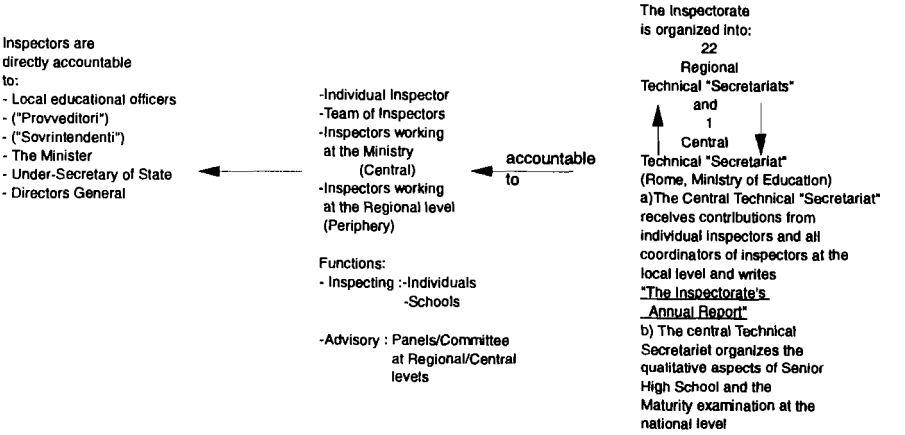
The distinction between the 75 inspectors working at the Ministry and the several hundreds working in the 20 regions reproduces 'de facto' a previous situation in which some were called 'central' and some 'peripheral'. All inspectors are equal in status, enjoy the same rank in the hierarchy, and most are subject specialists. (A number of them were previously district Directors of Studies who have been moved to the technical inspectorate from the administrative sector). The quality of inspection depends also on the organisation of the inspection system. And the latter mirrors the organisation of the school system.

The Ministry of Education

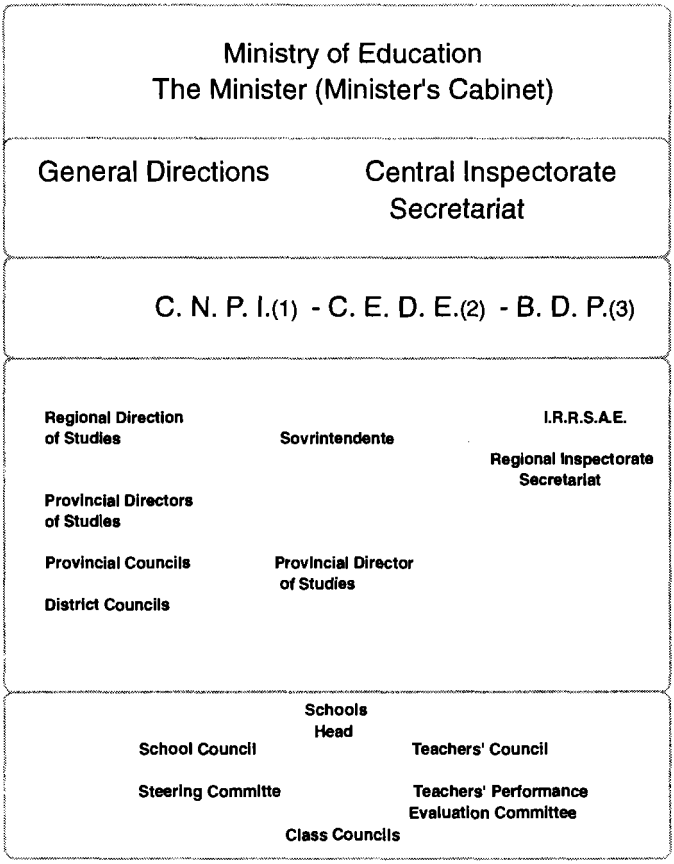
After the elections held in May 1996 the Ministry of Education, previously concerned with the school system only, was merged with the Ministry of Universities and Scientific Research and the new Minister carries all these responsibilities

At present the Ministry is organised into several departments called 'Directorates General' according to levels (pre-school, primary, secondary), sectors (classical and scientific, technical, vocational, arts), functions (staff, cultural exchanges), and typology (private or, in other terms, 'non state public schools'). At the local levels the Ministry operates through its local branches, i.e. 97 district Directors of Studies (*provveditori*) and 20 regional Directors of Studies (*sovrintendenti*).

Italy: Management Processes



Italy: Management Structure



(1) Public Education National Council
(2) Education European Centre
(3) Pedagogic Documentation Library

The Ministry is still a fairly centralised structure, but, like the country itself, it is undergoing a slow process of decentralisation and this will entail a different use of inspectors. The granting of autonomy to schools will be yet another aspect of this decentralisation movement. This process will be introduced partly in response to the political commitment to a measure of federalism in the management of the economic system. For the first time in fifty years a government will have perhaps the chance to stay in power for a full 5-year term. After fifty years during which our governments could not last on average more than one year, a reformed electoral system will allow a new government to make long term planning and carry out far reaching and badly needed reforms.

Schools

Currently, schools are organised at the local level and avail themselves of the collaboration of all inspectors. Inspectors are so few that the Ministry is bound to summon some of them to Rome in order to get expert advice for the General Directorates whenever need is felt. For instance, curricula (which have always been 'national') have been renewed and improved, continuing education has been taken into account, new training opportunities have been devised, new agreements have been entered into between the Ministry and local authorities, a new interest in evaluation has developed, and participation in European programmes is taking effect. A few 'lycea' have been trying out experiments with new curricula with a strong 'European' content and the teaching of some subjects in European languages (English, French, German, Spanish). Improved involvement of parents and students in the management of schools is being studied. Whenever such problems are tackled the inspectors' advice is needed. Advice is provided to the Minister by the Public Education National Council (CNPI). The provincial school officer is advised by the Provincial Council on Education. All state schools are governed by a School council on Education headed by a parent (*Consiglio d'Istituto, Consiglio di Circolo*). The main say on matters of didactics rests with the Teachers' Council made up of all teachers in the school and headed by the principal or headteacher. Inspectors are represented in the Public Education National Council. They may occasionally be required to discuss educational matters with the provincial council and they can participate in meetings of 'Collegia' as needs arise.

Inspectors occasionally collaborate with the CEDE, the Education European Centre based at Frascati (near Rome), and the BDP, or 'Pedagogical Documentation Library' based in Florence and connected with Eurydice. Inspectors collaborate with the regional IRRSAEs (Institute for Training, Research and Experimentation in Education), because they share a common interest in carrying out educational research, the training of teachers and heads, and those experiments in education which prepare innovations.

3.5.2 Educational Policy in the 1990s

Since the 1974 laws, a regulation on the organisation of individual schools provided also for a regional system of in-service teacher training. At this time the category of technical inspectors was brought into existence. The whole education system has been pervaded by a process of continuous internal renewal called 'experimentation', which, as such, has often been a sort of creeping action-research method of innovation in the system at the primary and secondary levels. New national curricula have been devised for pre-schools, primary, middle and secondary high schools. These partial improvements reflected the policies of successive, unstable governments unable to carry out a major reform comparable to the 1921-25 Gentile Reform, but had a notable impact on assessment, evaluation and assurance of quality at all levels.

The Inspectorate has been one of the major instruments facilitating the passage from experimentation to innovation. In the 1990s, a Bill designed to render each school autonomous has set in train a tendency to decentralise the whole school system and put a new emphasis on the quality of performance, competent management, responsibility and accountability of everybody at all levels. The wheel has not yet come full circle, but each school is bound to provide its 'users', families above all, with a full description of its buildings, facilities, equipment, curricula, teaching staff, personnel that can demonstrate and guarantee its capacity to deliver high quality educational 'service' to the community.

At the time of writing (1996), the 'Autonomy' Law has not yet been passed, but the very discussion of introducing autonomy into the present rigidly centralised system has already focused attention on the promotion

of efficiency and accountability, the need for full information on each school, and a measure of competition linked to the quality of teaching provided in individual schools. The so-called *carta dei servizi*, a full description which each school writes about itself, provides parents with all relevant information on which the choice of schools is more likely to depend.

3.5.3 The issue of assessment and evaluation

In the Italian school system no assessment and evaluation system has been so far envisaged. Plans are being made and discussed, but nothing has been yet defined in this field. The head of each individual school has to write a report at the end of each year, in which she or he should describe what the results of that year have been. There is considerable doubt about whether these reports are actually read and acted upon. Innovations introduced in the primary school in 1990 are being monitored by the primary school inspectors, whose reports on the new organisation (three teachers for two classes), the new curriculum, etc., have also been published. Such monitoring has been carried out on the basis of a grid defined by the Primary School Directorate-General.

3.5.4 Proposed National Evaluation Service

The great novelty will be the National Evaluation Service or *Sistema Nazionale di Valutazione* (SNV). It will be articulated into:

- a central department at the Ministry
- regional inspectorates (under regional departments)
- evaluation 'nuclei' (at the *provveditorati*)

The SNV will be headed by a Director-General, will be linked with all departments, the Education European Centre at Frascati, the Pedagogical Documentation Library at Florence, the regional IRRSAEs for training, research and experimentation, and the universities, plus other interested bodies. It will spread the 'culture of evaluation' throughout the school system, It will publish an Annual Report. There are plenty of analogies with the inspecting function and there will be many opportunities for the involvement of the Inspectorate.

3.6 The Netherlands

Inspectors are accountable to the Chief Inspector and to the Senior Chief Inspector. They are also accountable to the schools – the objects of evaluation.

The Inspectorate, as a system, is formally accountable to the Government and, in a broader sense, to the education system as a whole.

The Inspectorate is responsible for the inspection (supervision and evaluation) of education on the authority of the Minister of Education, Culture and Science. It operates as an independent organisation. The Inspectorate reports to the Minister either on request or on its own initiative. These reports can refer to the situation in individual schools and the situation in larger parts of the education system. Every year the Senior Chief Inspector writes, on behalf of the Minister, the Annual Report on the state of education.

The Inspectorate is managed by the Senior Chief Inspector together with the three Chief Inspectors. One of the main duties of the Management is selecting policy and establishing priorities in respect of the aims and activities of the Inspectorate.

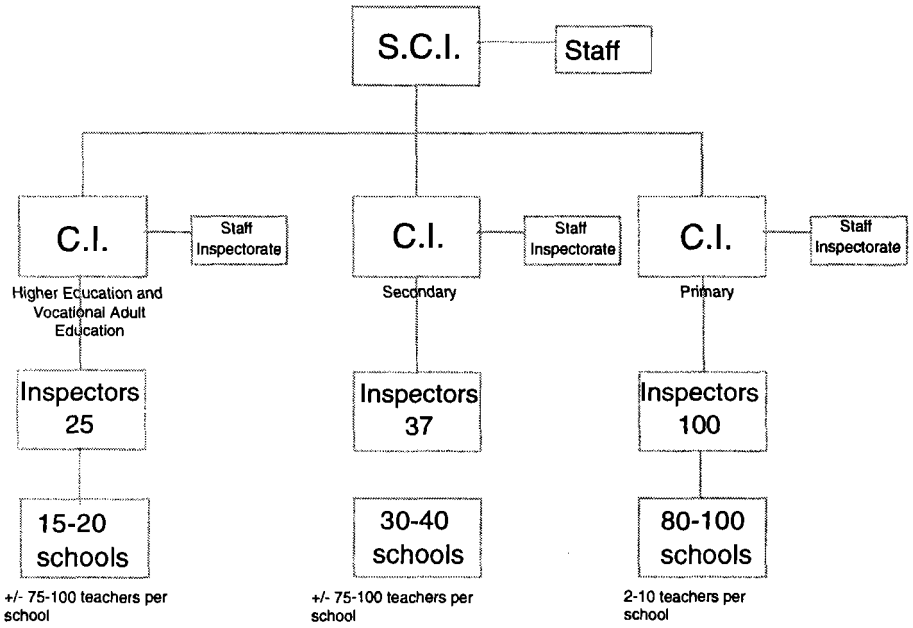
Each Chief Inspector bears responsibility for one or more education sectors (e.g. primary education). Given those management responsibilities, supervision and evaluation of a school is essentially a single-person responsibility.

Evaluation of the system or parts of it is carried out most of the time by all the inspectors of an education sector under the responsibility of a group of inspectors belonging to the same sector. The Management is always responsible for Inspectorate reports.

Each member of the Management has a different portfolio. Besides being responsible for one or more education sectors, each Chief Inspector, and the Senior Chief Inspector, is primarily responsible for several subjects, varying from personnel policy to international affairs.

Netherlands: Management Structure

Schools Inspectorate



3.7 Portugal

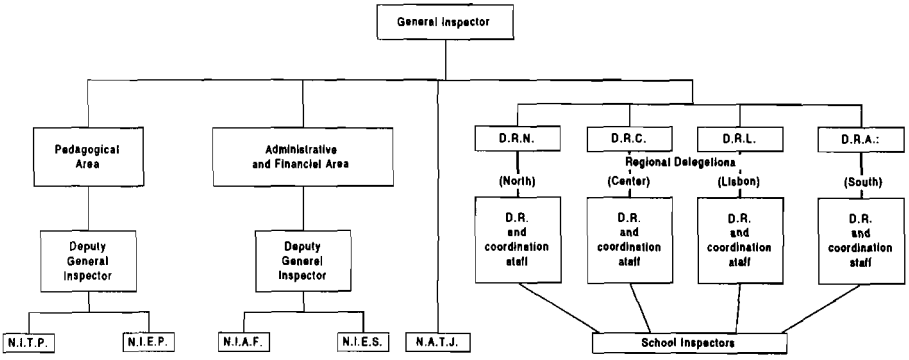
Inspection work is developed according to projects and tasks. Each project has its own methodology and may be developed by a team of inspectors or by a single inspector. The team many involve pedagogical and administrative inspectors or elementary secondary inspectors, all the members being equally accountable to their hierarchical superior. In fact, it is the nature of the project that determines the numbers and the kind of inspector to be appointed to the task. Tasks such as disciplinary action or preliminary investigation are usually carried out by a single person. All the projects are included in an annual Activity Plan; which is put together at the Central Department with the co-operation of the Deputy Inspectors-General, the Unit Chiefs and the Heads of the Regional Delegations.

Ideas for the above mentioned projects are conceived in the units concerned with either pedagogical or administrative matters related to Compulsory, Secondary or Higher Education. The instruments which support the projects are developed in co-operation with the school inspectors of the different Regional Delegations. The work carried out by the school inspectors is always preceded by a briefing with the co-ordination staff, when the guidelines and supporting materials are presented.

The school inspector produces reports on the work developed in schools which are then presented to her or his hierarchical superior. The latter, after reading and appraising the reports presents them with her or his own comments to the Head of the Regional Department who decides on regional matters. The more difficult or delicate ones and those containing matters of national significance, are presented to the Inspector-General. The Inspector-General, according to her or his own judgement and legal authority, decides on the follow-up of the issues according to the nature of each report and to her or his legal authority.

After taking account of the advice of the Heads of the Regional Delegations on a regular basis, the Inspector-General decides on the tasks to be undertaken by the Inspectorate.

Portugal: Management Structure



N.I.T.P. Unit of technical and pedagogical inspection for state schools

N.I.E.P. Unit of inspection for private and vocational schools

N.I.A.F. Unit of administrative and financial inspection

N.I.E.S. Unit for inspection of higher education

N.A.T.J. Unit for legal and juridical matters

The Central Department
includes the Pedagogical Area and the Administrative and Financial Area.

Their main functions are:
- The conception of projects
- The global co-ordination of projects
- The organisation of summaries of procedures and guidelines

The Deputy General Inspector responsible for each area has the support of two units to enable him to perform these duties. Each unit has a head and technical staff.

The Regional Delegations
have the development of the projects and tasks as a main function.

They also participate in the conception of projects.

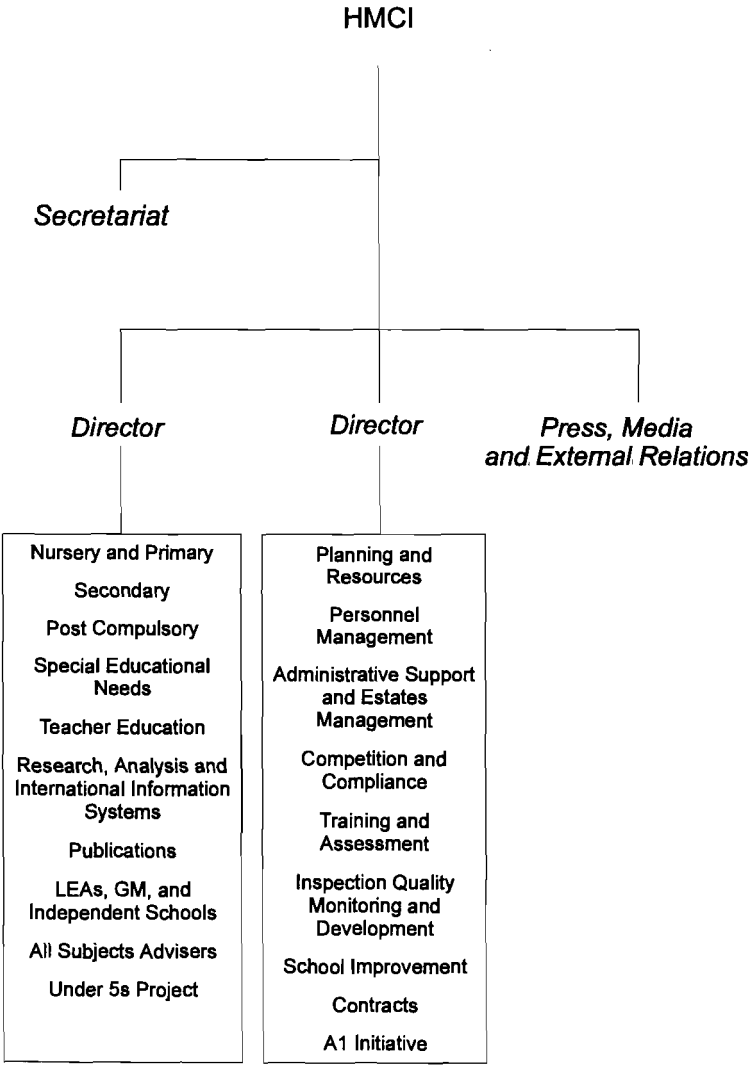
The regional Delegations are managed by a Regional Delegate – the Head of the Delegations who has a co-ordination staff to support him.

The Deputy Inspectors-General work in close collaboration with the Inspector-General and are supported by the Unit Chiefs in the Central Department.

Tasks may be assigned to a Regional Department either by the Inspector-General herself or by the Deputy Inspectors-General when considering the proposals of the Unit Chiefs.

United Kingdom – England: Management Structure

Organigram of Office for Standards in Education (OFSTED)



3.8 United Kingdom – England

The Office of Her Majesty's Chief Inspector in England, known as OFSTED, is a relatively new organisation. An organigram is shown on the previous page.

OFSTED has headquarters in London and a network of 12 regional offices spread across England. HM Chief Inspector is supported by a two member Directorate and Secretariat. Seventeen teams, to whom particular responsibilities are delegated, report to the Directorate. Regional offices provide support for Her Majesty's Inspectors (HMI) who work throughout England, as well as undertaking tasks required centrally. There is a strong line management system operating through teams. OFSTED is committed to the Government's Citizen's Charter and Parent's Charter initiatives.

Communication, staff appraisal and staff development are through the team structure with some centralisation of in-service education and training.

Approximately 500 staff, including both administrators and about 200 HMI, are employed in OFSTED.

Their work covers:

- providing management and personnel functions;
- financial services;
- running the system of competitive contracts for independent inspectors;
- keeping a register of independent inspectors;
- providing legal advice on compliance and competition;
- providing quality assurance for the new system;
- interpreting and reporting on inspection findings;
- regulating and monitoring the new system.

HMI continue to carry out inspection of schools, of teacher training and of further education funded by local education authorities.
OFSTED retains close links with the Department for Education and Employment (DFEE), not least because of HMCI's duty to provide inspection-based advice to the Secretary of State for Education and Employment.

There are close working relationships with other responsible Government Departments and with organisations such as the School Curriculum and Assessment Authority (SCAA), the Teacher Training Agency (TTA) and the National Council for Vocational Qualifications (NCVQ).

OFSTED has strong links with HMCI (Wales) and the Inspectorates in Scotland and Northern Ireland, as well as the Inspectorates outside the education field.

OFSTED's work also involves regular contact with Local Education Authorities (LEAs,) governors, parents, heads and teachers, the associations representing them, and a wide range of other organisations with an interest in education and inspection.

There is an important distinction between the work of HMI and that of the independent inspectors Registered Inspectors and their teams. HMI are on the staff of OFSTED and are accountable within that organisation's system. Registered Inspectors and their teams are not OFSTED employees. They inspect schools under contract to OFSTED. Whilst each team may have its own system of quality assurance, e.g. Local Education Authority; private company; sole trader, they are accountable through the contract issued by OFSTED and the legal requirements of the Education Act 1992.

3.9 United Kingdom – Scotland

3.9.1 Inspectors and Advisers

In Scotland, HM Inspectors of Schools are employed by central government. They operate within the Scottish Office Education Department (SOED) and are responsible to the Secretary of State for Scotland who is a senior member of the British Government.

Advisers are employed by local education authorities. Their numbers, organisation and remits vary depending on the policies and arrangements of the education authority. Traditionally, their role has been supportive to schools, helping them to implement national and education authority policies and guidelines. They commonly took a lead in curriculum development and in the in-service training of teachers. In recent years, many local education authorities have added a more specifically evaluative role to advisers' remits. They have become much more active in quality assurance whereby local education authorities promote systematic school self-evaluation through the establishment of school development plans. The structure of local education authorities is currently under review and the scope and nature of the advisers' work is likely to undergo significant further change.

HM Inspectorate is headed by HM Senior Chief Inspector of Schools who is the senior professional adviser on education to the Secretary of State for Scotland. He, with the Depute Senior Chief Inspector oversees the work of the Chief Inspectors who each have responsibility for a Division. Staff Inspectors have particular responsibility for an area of the curriculum (for example English) or for inspection of schools and liaison with a local education authority as a District Inspector.

Overall, in 1996, there are 84 members of HM Inspectorate in Scotland.

3.9.2 Management of HM Inspectors

Each member of HM Inspectorate has a line manager at the level above his/her own in the structure. For example, each Inspector is line managed by a Staff Inspector, each Staff Inspector by a Chief Inspector and so on.

Through a consultation process, the line manager is responsible for drawing up an annual management plan for those he/she line manages. These plans are essentially formed by Chief Inspectors 'bidding for days' of individual Inspectors so that they may undertake specific tasks for which the Chief Inspector has overall responsibility.
Each year, line managers are required to make a detailed assessment of the performance of each Inspector they line manage. This report is shared with the Inspector concerned and with senior management. The report may then be discussed at an interview between the Inspector concerned and a member of senior management. By this arrangement, a blend of openness and accountability is established. These annual reports are very important since they carry an element of performance pay, have significant bearing on promotion and help to establish individual staff development needs. Each Inspector has at least ten days of formal staff development each year. That figure is usually increased through a variety of additional or 'on-the-job' training experiences.

3.9.3 The Operation of HM Inspectorate

Each year the Senior Management Group draws up a programme of tasks within a wider Scottish Office Education Department Plan. Chief Inspectors specify the tasks in detail and undertake responsibility for seeing they are carried out. Tasks are undertaken by teams which are drawn up specifically for the task in question. Staff Inspectors and Inspectors will be members of many teams in the course of a year. In some teams an individual will be in a leadership role, in others the same individual may simply be a team member.

This arrangement provides flexibility of approach yielding opportunities for playing to individuals' strengths but also for providing valuable 'on-the-job' training. It gives important opportunities for all to develop organisational and leadership skills.

3.9.4 Policy Development and Information Exchange within HM Inspectorate

Policy is developed and information exchanged through a series of Inspectorate groups and conferences.

The main policy-making bodies are:

- the Senior Management Group (SMG) which consists of the Senior Chief and the Depute.
- the Chief Inspectors' Conference which consists of SMG and all Chief Inspectors. The Conference meets as necessary but usually about five times each year.
- Divisional Conferences which are led by a Chief Inspector and consist of all Staff Inspectors and Inspectors in the Division. Divisional Conferences usually meet about five times each year.

Within each Division, Chief Inspectors and Staff Inspectors chair various task-related groups which contribute to Divisional policy and to the dissemination of information. This series of groups and conferences enables information to be spread from the centre to the periphery and vice versa. It also allows all Inspectors to play a part in policy development.

3.9.5 Interaction with the National Education System

HM Inspectors have many contacts with key agencies and people in the national education system. The Senior Management Group and Chief Inspectors have regular contacts at strategic level with key bodies such as the Scottish Examination Board (SEB) and the Scottish Consultative Council on the Curriculum (SCCC). SMG and Chief Inspectors have regular contacts with senior staff in local education authorities over the whole range of Government education policies and the ways in which these policies are being responded to and implemented at local level by the education authority. HM Inspectors act as 'assessors' at a strategic level on all key national educational agencies and in all major national curriculum developments.

Through their various inspection programmes HM Inspectors have on average some contact with each secondary school every two years and with each primary school every five years. There is a well established pattern of co-operation between HM Inspectorate, schools and education authorities surrounding the follow-up to the inspection of schools. Following the publication of a school report by HM Inspectors, the local education authority works closely with the school to act on the recommendations contained in a report have been acted on satisfactorily.

Inspection reports form a very important means of informing and creating a basis for discussion with the national education system, and with parents and the public as a whole. Moreover, a variety of reports are published by HM Inspectors:

- reports on individual schools (about 150 each year, and about to increase significantly as a result of new arrangements);
- reports on the follow-up to school inspections (about 150 each year, and about to increase significantly as a result of new arrangements);
- reports which monitor the implementation of national curriculum developments (for example, the national 5-14 programme);
- reports which evaluate particular aspects of the curriculum (for example, effective learning and teaching of mathematics), and
- reports which evaluate aspects of the national system (for example, schools´ examination performance in national examinations, school leavers destinations, school costs, etc.)

In the course of a year, HM Inspectors hold many meetings with local education authority and school staff to discuss inspection reports. They commonly address seminars and conferences of headteachers.

HM Inspectors also organise and oversee:

- a continuing programme of development work aimed at producing a range of in-service training materials for teachers; and
- a programme of educational research over a wide range of topics.

3.9.6 Research and Intelligence Unit

The Research and Intelligence Unit is located within one of the Inspectorate Divisions. It manages funds for educational research, mainly in areas related to Government policy. The outcomes of the research are intended to inform policy, improve the quality of education in areas of policy concern, facilitate the implementation of policy decisions and evaluate the effects of the implementation of policy decisions.

3.9.7 Commissioned Research

Most of the funds (approximately £1m per annum) are devoted to policy-oriented research. This is known as commissioned research. Most of these projects are subject to competitive tendering and the contract is awarded to the research teams whose proposal is judged as giving best value for money. Assessment criteria are made available to those tendering.

3.9.8 Sponsored Research

A small proportion of the budget is reserved to fund ideas which come from the research community. This allows a wider range of research to be supported, including early work in fields which may subsequently become national priorities. Sponsored research funds are used to enable less experienced researchers, including teachers, to be supported and encouraged.

4 Professional Development

4.1 Belgium (Flemish Community)

Two levels of professional development

The professional development for members of the inspectorate is organised on two levels.

Probationary year

In her or his first year in the service every probationary inspector has a mentor. During that probationary year, they have a temporary status and are under permanent supervision and guidance of their mentors, the Chief Inspector or the First Chief Inspector.

At the end of the probation year they must write a full report with an analysis of the work they have done. This report is evaluated by the mentor and the Chief Inspector.

Finally, the Chief Inspector writes an evaluation report and makes a proposal to the Minister to give the candidate a permanent position or to refuse her or him.

Development courses for all levels of inspector

All inspectors from all levels have a development course once or twice a year. These courses, which are organised independently for the different levels or sectors, are elaborated on a scientific basis by the Service for the Development of Education which is a staff service of the inspection department. It is the same service which prepares the proposals for the attainment targets.

4.2 Denmark: The General Upper Secondary School System (Age Group 16-19)

4.2.1 Period of appointment

The national subject advisers on the secondary level are appointed for three years at a time. Usually they stay in the job for six or nine years, a few of them for twelve years. After that they go back as teachers at their schools again with a slightly better salary than the other teachers, usually due to being appointed to a special position.

4.2.2 Professional Development

There is no specific training for advisers. Prior to starting their function the national subject advisers they attend a one-day introductory session in August followed up by three half-day sessions during the first year of employment. A senior adviser either in the same subject or a closely-related subject functions as a mentor.

Monthly meetings between the department and the advisers assure mutual information. Matters of common interest such as the themes of the year are discussed and part of the meeting is devoted to an educational subject presented by an external expert and followed up by discussion.

Seminars and courses are held regularly introducing or further developing educational themes. These are often preceded by study tours abroad.

In-service training courses for secondary Head Teachers and deputy Head Teachers are conducted by the Ministry, who employ experts from many fields. Course themes are, for example, management theory, legal questions, pedagogical leadership, psychological approaches to leadership, co-operation and delegation.

4.3 Denmark: The Primary and Lower Secondary School System (*Folkeskole*) (Age-Group 6-15)

4.3.1 The Advisers

There is no formal pre-service education especially qualifying teachers for jobs as advisers. However, most advisers will have taken part in several in-service courses at the Royal Danish School for Educational Studies, which is a regionalized in-service training institution for teachers. Some of the advisers will also have taken a bachelor's or a master's degree in education in general or specific school subjects. These degrees can be taken at the Royal Danish School for Educational Studies, where qualifications such as a Ph.D. or a Doctoral degree in Education are offered.

As there is no formal evaluation system at the central or local levels, no training especially aimed at qualifying inspectors in this field is provided.

The advisers employed at local level (municipality or county) are mostly part-time advisers doing a normal teachers work half of the time and working as advisers the other half of their working time. They can either be employed for a period or more permanently.

The advisers at central level (Ministry of Education) are also employed part-time in a school as teachers. Normally, advisers are employed two or three days a week in the Ministry working from their home address, but with regular contact to the Department of Primary and Lower Secondary Education.

There are twenty-five national subject advisers or advisers on specific topics such as reading difficulties or guidance for pupils on the choice of education and job. The advisers are normally employed for a seven-year period consisting of a one-year introductory period and two three-year periods. The average time of employment for the advisers working at the department is five years, ranging from less than one year to more than eighteen years of employment.

The advisers are called together in the Ministry a number of times during a year depending on the tasks they are expected to carry out. During the

1994 - 1996 period the advisers headed committees which will write new curricula for all the school subjects. The committees on each subject refer to seven main curriculum committees which are responsible to the Ministry for the final text. These seven committees are headed by external subject experts and are composed of a number of representatives from the Teachers Union, the Parents Union and people having expertise on education. The final decision on the curricula lies with the Minister who solicits the opinion of The Folkeskole Council and The Department of Primary and Lower Secondary Education.

A new project on the integration of information technology into the teaching of all subjects started in 1995 and is scheduled to be in operation until 1998. The advisers will play an important part in the development of the different study materials resulting from this project.

4.3.2 Recent initiatives on the provision of advisers to the Danish Folkeskole

To support the implementation of the new Act on the Folkeskole an extra DKR 25 million each year for three years has been allocated to the in-service training of teachers and headteachers.

One of the initiatives, taken on a recommendation of the Folkeskole Council, is the training of 180 trainers (advisers) regionally placed in Denmark and at the disposal of the individual school or the municipality. These advisers have been appointed after application to and on the recommendation of the individual municipality. They were given an introductory training over a three-week period at the Royal Danish School of Educational Studies and they will be receiving further in-service training during their period of functioning probably the years 1994 to 1996 or 1997.

A similar initiative has just been taken to supply headteachers with a number of advisers (25 - 28) who can assist them in developing the skills for taking charge of all the new functions which they have been given under the new Law on Primary and Lower Secondary Schools (*Folkeskole*).

4.4 Germany

Bremen

At present, professional development is offered mainly for teaching personnel. There is as yet no systematic in-service training for school supervisors. It is an individual decision as to whether or not supervisors undertake professional development. As part of the restructuring of the school authority, a special organisational unit 'professional development and personnel support' is currently investigating qualification needs in order to develop in-service training measures and capacities.

The situation is different with principals. A framework concept for school leadership training has been developed, according to which the senior school staff of a region (two members of the school administration team per school) are organised in learning groups to determine which areas of professional development they want to focus on. It is up to these groups to decide on their priorities and to select the trainers. Each group has its own budget to organise in-service training courses.

The main emphases are:

- leadership
- planning and organisation
- understanding one's own role
- school development
- relationship with the teaching staff and school climate
- alliance strategies against red tape
- co-operation between schools and other institutions

Hesse

There is no systematic in-service training for school supervisors in Hesse.

Thuringia

Subject definition and the present state of affairs

The inner renewal of Thuringian schools is related to modern concepts of personnel development and school management, such as 'dialogical

school supervision'. Innovative impulses for school development can only then be expected if the hierarchical control and administration of the school is replaced by support for the concepts of team development and leadership in partnership (team leadership).

National and international discussions on school development increasingly stress the importance of the school being responsible for structuring itself internally and to develop its own profile. To make this method relevant for practice, a holistic approach to the system 'school' is needed which goes beyond hierarchies and follows the principle of putting task, competence and responsibility all together.

This means that we need to look at the school as the place where change takes place and at the same time to attach more importance to the development of the whole school system. Support for the inner development of the school needs school supervision officers in the district state school offices of Thuringia who are partners in these developments in a productive way and who assure the quality of school work. This presupposes high competence in advising.

An analysis of the actual work structure of school supervision officers in school supervision shows that administrative tasks are predominant while the pedagogical dimension is neglected. There are many reasons for this, for example, not only is there too much strain on the school supervision officers through too many tasks or contradictory demands, but also there is a lack of advisory competence.

Therefore, in view of the objectives mentioned, it is necessary that provision of professional development measures should bring this dimension into focus, concentrating on a change in the understanding of school supervision officers' tasks.

Objectives of professional development

A central objective of professional development is to enable school supervisors to support school development processes through advice. Professional development is also directed at increasing professional, personal and social competencies.

The following partial objectives have been defined:

- reviewing one's professional understanding of school supervision; re-focusing one's professional role (becoming aware of the inspection-advising-dilemma);
- increasing advisory competencies on different levels (individual, group, organisation);
- improving one's ability to reflect; effective ways of dealing with power structures;
- promoting the perception of school processes in a system-oriented way and the
  development of individual, innovative action alternatives.

Content

Based on the variety of objectives to be achieved, professional development focuses on the following areas:

Communicating / Advising	– theories, role concepts, action models for communication / co-operation; forms of advising (individual – teaching staff – organisation) with the focus on organisation consultation (from the assessment of individuals to the consultation of the organisation); – directive versus non-directive consultation approaches; – intervention methods; – the role of the adviser; – conversation techniques and strategies.
Managing and Leading	– introduction to pedagogics and the psychology of leadership; – theories and models of leadership behaviour; – reflecting on one's own leadership behaviour; – concepts and methods of leadership and management.
Self-management	– professional profile, description of function, definition of responsibilities – analysis of requirements; – the contradiction between 'inspecting' and 'advising'; – school supervision in its school-supporting function; – self-management and personal leadership competence; – use of personal resources – self-awareness.
School development	– school development (patterns and trends in school development and school supervision in other countries); – notion of quality, quality management (Total Quality Management) – organisational development at school; – instruments and special strategies in the evaluation of school development processes (internal and external evaluation; data collection and processing).

Methods and didactics

Professional development seminars are designed on the principles of methods and didactics used in adult further education.

The fundamental theoretical and methodical principles for the further training of advisers are imparted in an action-oriented manner and contents are brought to life through learning by experience.

Professional development is planned to take place in three successive block seminars (modules), each concentrating on certain aspects of the above-mentioned areas.

In order to ensure a better transfer effect of the action principles developed, ideally each course has to be attended by at least three officers from the participating district state school-offices.

Methods include self-awareness exercises, talks, group discussions, role-playing, exercises in planning, 'training' elements, and meta-communication

Schedule

Altogether, three modules are offered for every group. Each module consists of 20 hours (three days). The programme started in Spring 1995 with one module per term. About 120-130 officers participate with a maximum of 20 participants per course

Participants are required to be qualified in group leadership oriented towards training and to have had experience in the area of schooling.

4.5 Republic of Ireland

4.5.1 Introduction

While aspects of assessment and evaluation have always been major components of professional development programmes organised for Irish Inspectors, personal development themes have also received emphasis. It has always been the view within the Irish Inspectorate that in addition to developing highly specific skills relevant to the inspection process, personal skills and attributes should also be developed as a wider investment in professional proficiency and credibility. Prior to 1993, training programmes were delivered only along sectoral lines, i.e. different courses and seminars were provided for post-primary inspectors, primary inspectors and psychologists separately and planning was very much on an ad hoc basis. However in 1993 following the commencement of a move towards the integration of the Irish Inspectorate, a phased and uniform plan of professional development was set in train for all members of the inspectorate including the psychological service.

4.5.2 The Professional Development Plan for the Irish Inspectorate.

Phase 1 of this plan was due for completion in late 1995. Almost all members of the 170 strong Inspectorate will have attended two four-day modular courses on the themes of 'Managing Change' and 'Evaluation and Assessment Skills'. The former course was provided on a contract basis by two Management Consultants who are former teachers and given the current climate of change in Irish Education, aimed at heightening awareness among inspectors of their own potential for forging a pro-active role in the management of this change. The latter course was provided by an education research institute with some involvement by highly successful Head Teachers. Essentially the aim of this course was to develop an understanding of the value applying to the use of performance indicators in school inspections and to prepare the ground for the design of performance indicators suited to the Irish education context.

The completion date of Phase 2 of the professional development programme was 30th June 1996. Members of the Inspectorate were

allocated on a geographical basis to seven regional teams for the purposes of conducting a major project on two designated pedagogical or management themes relevant to whole school inspection. The project themes are shown on the following.

Pedagogy:

Curriculum Management	In-career Development of Teachers
Teaching Methodology	Evaluation and Assessment
Curriculum Development.	Performance Indicators

Management:

Organisation	Communication
Leadership	Decision Making
Guidance	Appraisal

It was envisaged that project meetings would take place once a month over a full working day and that project teams would be accorded the fullest latitude in determining project objectives and operational arrangements having due regard to their own perceived professional needs. Each team was allocated a significant project budget to cover anticipated expenses in respect of material resources and to contract in where necessary, the skills of outside experts. Each team was expected to forward periodic progress reports to a national co-ordinator and to evaluate project outcomes comprehensively at the completion of the Inspectorate's annual conferences in 1995 and 1996.

4.5.3 Induction Training for new members of the Irish Inspectorate

Induction training periods for inspectors last for approximately four months, are largely school focused and based on a 'shadowing' or mentor model of organisation. Appointees are assigned successively to a number of experienced field colleagues and accompany them on school visits where an emphasis is placed on becoming acquainted with the full spectrum of standards evident in educational provision and consumption. There is also a concomitant emphasis on gaining experience in report writing on as wide a basis as possible. However, before appointees begin to visit schools, an intensive eight day course is provided with the aim of

explaining the internal workings of the Department and underlining the range of activity that takes place within the education system in general. Course lecturers tend to be experienced members of the inspectorate with specialist responsibilities and researchers from an education research institute.

All trainee inspectors visit a variety of primary and post-primary schools but most of their training time is spent operating within the school category that they are appointed to service. Towards the completion of the induction programme an Assistant Chief Inspector conducts an in-depth assessment of the trainee inspector by observing his or her interaction with the Head Teacher, classroom teachers and pupils over the greater part of a school day. This evaluation determines whether further training is required.

4.6 Italy

Professional development as 'career development' is a concept new to the Italian system. It refers mainly to teachers and heads on the basis of a new national labour agreement. It is focused on in-service training organised along the guidelines of a Yearly National Plan. There is no pre-service training. People are selected only through competitions. A teacher or head with a permanent position is to be trained for at least 100 hours in six years. The more hours he or she dedicates to his or her in-service training, the speedier his or her career will be in terms of salary improvements. New posts, defined *figure di sistema*, i.e. positions other than teaching jobs, such as librarians or deputies, have been envisaged and available to all teachers. Teachers can become inspectors after nine years' of teaching, heads can do so after five years' managing a school, provided they enter and pass a competition on a national scale.

The position of inspectors is still felt to be a promotion for teachers or heads, both in terms of salary and status. There is no pre-service training of inspectors, since, like everybody else, they get to this position only through passing a national competition. Moreover, no codified in-service training system exists for them. However, inspectors are so involved in all in-service training available to all teachers and heads, so constantly kept informed about innovation, research, experimentation in the whole system, so timely up-dated about matters concerning their fields of study and ranges of interest that, in a way, one can safely say there is some system of 'learning experience' for inspectors, too. All inspectors enjoy the same status and their salaries vary with seniority. However, only after three years spent at the regional *sovrintendenze* can they be deployed at the Ministry in Rome.

All inspectors are equal. Although there are no 'chief inspectors', there is a network of *segreterie techniche* (technical secretariats) made up of a co-ordinator and a sub-co-ordinator for each of the levels (pre-school, primary, junior and senior secondary). There are as many *segreterie techniche* as there are regions. The central *segreteria technica* in Rome co-ordinates the others and is also the organiser of *maturità* examinations all over the country. The position of co-ordinator or sub-co-ordinators does not entail salary increases. It should be elective, but as yet all appointments have been made by the Minister according to the regional

sovrintendente's suggestion. Co-ordinators can belong to any level of schooling as there is no hierarchy. They are summoned to Rome from time to time, mainly every two months, both for a briefing and for giving advice to the Minister. They are required to pass down information to their colleagues in the regions.

4.7 The Netherlands

4.7.1 Personnel policy

4.7.1.1 Role and status

The role and status of the Inspectorate of Education have been determined by two developments in conjunction, developments which have greatly influenced personnel policy in general and policy on training in particular.

The first is the administrative relationship between central government and the schools. As the role of central government has been reduced, educational establishments have come to enjoy greater autonomy. Legislation has become less detailed and deals with different matters. These developments have also affected policy on the inspection of schools and how it is carried out in practice. The Inspectorate stands outside the education process on which it must pass judgement. The content and organisation of education are given facts for the Inspectorate and it has hardly any performance targets to work with. Moreover, the new legislation provides very little to go on when it comes to monitoring education. Much depends on the expertise and the critical capacities of the Inspectorate itself. All this has made the work of statutory control and evaluation more complex.

The second development concerns the position and the organisation of the Inspectorate. On 1 January 1992, the Inspectorate became separate from the Ministry of Education and Science. It bears responsibility for its own structure and operations and for internal management.

The main instrument at the Inspectorates disposal is its staff. The aim of personnel policy is therefore to achieve and maintain the highest possible professional standards, in both quantitative and qualitative terms, among the inspectors and the rest of the staff. In addition to ensure that the Inspectorate functions as professionally as possible, the objective is to make it both possible and attractive for all the members of staff to perform to their maximum potential.

The Inspectorate has to lay down the policy frameworks within which this can happen, the central theme being the use of the organisation's human resources to achieve its objectives. This calls for a personnel policy that takes account of staffing and organisational developments and the interplay between them. In other words, a policy of human resource management.

Three of the characteristic elements of such a policy are: delivering quality, utilising quality and guaranteeing quality.

4.7.1.2 Delivering quality

This involves all the elements which determine – directly or indirectly – the delivery of the quality required and help to match the right staff to the right posts within the organisation. These elements include personnel planning, recruitment and selection, terms and conditions of employment, legal status, establishment matters and working conditions.

4.7.1.3 Utilising quality

This refers to all the activities which can help to ensure that the quality available is put to the best possible use. Appropriate instruments here are performance interviews, meetings about work, assessment, promotion and performance-related pay.

4.7.1.4 Guaranteeing quality

The measures grouped together under this heading are designed to maintain quality at the proper level. Training in the context of career and management development is the central element here. The aims of the Inspectorate's personnel policy are to deliver, utilise and guarantee quality. It is now being considered how the various component parts of this policy serve this purpose.

Quality assurance depends on the existence of standards which can be used as the basis for the criteria to be applied. Such standards are the logical result of the attitude adopted to an organisation and its work and

should be reflected in the way individual members of staff, groups and the organisation as a whole function.

Formulating these standards does not concern the usual job requirements but also the required conception of and attitude towards one's work. The management must ensure that the quality requirements for every post are clearly recognisable in the form of criteria. Since another important point is the way in which and the extent to which the human resources within an organisation can help to guarantee quality of this kind, the objective assessment of staff performance is also a significant factor.

4.7.2 Training Policy

The Inspectorate defines training as professional development aimed at equipping inspectors and other members of staff to perform the tasks allotted to them within the organisation. Training may take a number of forms: organising meetings for the transfer of information, instructing staff in the working methods they should adopt, organising courses to train staff in certain skills and allowing staff to attend courses that will enable them to perform their duties to the best of their ability. The concept of 'tailored training' is a central theme here, based on a carefully considered choice of course to meet the needs and interests of the individual member of staff. This implies that participants, department heads and line managers alike must be closely involved in devising courses.

The Inspectorate's training policy focuses on three areas. The first is the work of the Inspectorate. Its methods of inspection and reporting call for a professional approach. Staff should be informed on developments in legislation and keep abreast of developments in education and its image, and above all of developments in teaching in schools. The training activities in this area are professional development meetings, knowledge transfer in respect of inspection and evaluation techniques, and training in communications skills. In principle these training activities are compulsory. The inspectors are either colleague inspectors, for example, in the case of information about changes in legislation and instruction in evaluation techniques, or external professionals, for example, in the case

of communication skills. The duration of the training activities varies from one day to several days, depending on the subject of the training.

The second area is the skills and knowledge which inspectors and other staff should possess in order to perform their duties. This involves computer training and courses on the business side of the Inspectorate's work. If they are to support the primary process, the staff of the Inspectorate must be able to use the resources at their disposal.

The third area is the individual member of staff. Management, together with the individual concerned, bear responsibility here. Training is a topic regularly discussed during performance and assessment interviews. This enables the personnel department to monitor the relationship between the interests of the organisation and of the individual and needs and wishes.

The various training activities are laid down in a training plan, which is drawn up yearly and has to be accorded by the management.

4.7.3 The induction and training of new inspectors

4.7.3.1 Introduction

Since 1989 new entrants follow a special training during their first year as inspectors to enable them to perform their duties in a professional way.

The main reasons for training new inspectors are:

- The tasks of a school inspector are so specific that it may be assumed that the knowledge and skills of new entrants do not sufficiently correspond with the requirements of the profession;
- The personal qualities of new entrants with regard to carrying out the inspectorate's duties will become manifest.

The aims, organisation and content of the training and the assessment of new entrants are described in the following sections.

4.7.3.2 Aims

The aims of the training are to ensure that

- the new entrant acquires knowledge of the organisation, the policy and working field of the inspectorate and that
- the new entrant acquires the knowledge, skills and attitudes necessary to fulfil the function of a school inspector.

The training offers the opportunity to discover strengths and shortcomings and provides, if necessary, extra training or assistance.

4.7.3.3 Organisation and content

The first year is divided into two clearly separated periods.

First period

The first period is the induction period. This period lasts four months and is subdivided into four blocks. During the induction period the new entrant does not bear any responsibility for his region. He does, however, participate in sector meetings and in professionalisation activities organised for the entire sector. During these four months the group of entrants follows several communal training days.

First block (three weeks)

The training starts with a theoretical study of the duties and the policy of the inspectorate in relation to the executive function of an inspector. Subject-oriented and methodological knowledge, relevant to the visiting of schools, are also included in this training.
The first block serves the following purposes:

- Introduction into the inspectorate's organisational structure, policy and tasks, and first acquaintance with various functionaries within the inspectorate;
- Familiarisation with the inspectorate office;
- First practical introduction into and experience with school visits;
- Study of school evaluation and system evaluation through theory and examples from practice.

Second and third blocks (five weeks each)

The knowledge and skills acquired during the training days are tested and tried out in practice. During the school visits the new entrant gradually turns from an observer into a participant and executive.
At the beginning of the third block a substantial interim evaluation is held on the basis of which the programme may be adjusted.

The aims of the second block are:

- to practice carrying out school visits, especially with respect to collecting data by using instruments for observing and interviewing in classrooms and holding interviews with teachers and heads;
- to become further acquainted with the inspectorate's organisation, policy and duties (both through training sessions and working days in the inspectorate office);
- to have additional schooling on theoretical subjects relevant to the work of the inspectorate;
- to get further training in components of 'school visits in practice'.

The aims of the third block are:

- to gain more experiences in carrying out school visits and
- to have further subject-oriented schooling.

Fourth block (four weeks):

This last block forms the conclusion of the induction period. The aim of this block is a further preparation on functioning independently as a school inspector. Only a few training days are organised in this block.

Second period

This period last six months. The new entrant now bears responsibility for the school visits in his region. Other activities are carried out independently as well.
During this process he is supervised by the co-ordinating inspector. At the end of this period a performance assessment interview by the chief inspector takes place.

4.7.3.4 Co-ordination and supervision

The co-ordination of the programme and the supervision of the new entrants are assigned to the project leader. Co-ordinating inspectors are involved and colleague inspectors function as mentors.
The project leader is responsible for structuring the programme, supervising its contents and controlling its execution, as well as the group specific aspects. The co-ordinating inspector, responsible in the district in which the new entrant has been appointed, fulfils a formal function. He supervises the new entrant during several school visits and also holds performance evaluation interviews with the new entrants in his district. For the daily assistance of each new entrant a colleague inspector is appointed to be a mentor. This mentor is housed in the same inspectorate office as the new entrant.

4.7.3.5 Assessment

During the first year, the appointment has a temporary character. This means that during this year several performance evaluation interviews, a post-selection interview and a performance assessment interview will be held. A permanent appointment usually follows at the end of this year after a performance assessment interview held by the Chief Inspector.

The Netherlands

Tables

Training Periods

FIRST PERIOD (4 months) (without responsibilities) Communal induction (Project Manager and all new entrants) (Activities spread over the whole period of 4 months)			
Primary	Secondary		Higher
Sector-oriented training days (Co-ordinating Inspector and colleagues):		Components of school visits (Co-ordinating Inspector): School Visits	
BLOCK I (3 weeks)	BLOCK II (5 weeks)	BLOCK III (5 weeks)	BLOCK IV (3 weeks)
1. (All new entrants together) organisation policy tasks	1. school visits: collecting data using instruments	1. training days components school visits (subject, team meetings, collecting data)	1. training days: (external experts) writing reports of school visits
2. get acquainted with: office mentor colleagues	2. (All new entrants together) organisation policy tasks	2. school visits: (Mentor + Co-ordinating Inspector) practising components relating with Block II/5 and Block III/1	2. continuing activities in the entire sector
3. school visits	3. training day: school visits → formal checks	3. training days: knowledge of the Primary Educ. Act.	3. short visits to the schools
4. (All new entrants together) theory (school, system) evaluation	4. training days: subject oriented → school visits (Mentor + Co-ordinating Inspector)	4. training days: Special themes: - guidance, information - treating complaints - legislation and regulation	
During the whole period: once a fortnight an office day (to study and to prepare school visits on training days)	5. training days: components of practising school visits (interview, information, classroom visits)	5. training days: exchange experiences (role play and cases)	
	6. (All new entrants together) evaluation (interim)	6. evaluation – induction period	
Role of new entrant in school visits: observer	Role of new entrant in school visits: participant	Role of new entrant in school visits: executive	Role of new entrant in school visits: executive
On completion: * Collective interim evaluation. * individual: performance evaluation interview with the Co-ordinating Inspector		On completion: - Collective interim evaluation. - individual: - performance evaluation interview (Co-ordinating Inspector) - post selection interview (Chief Inspector) (Co-ordinating Inspector = Informant)	

SECOND PERIOD (six months) (with full responsibilities) Commences working with own responsibility	
FIRST BLOCK (3 months)	SECOND BLOCK (3 months)
1. school visits in own region (one of them with the CI)	1. school visits in own region (one of them with the CI)
2. other tasks and activities	2. other tasks and activities
3. Writing reports – refresher course	

On completion:

1. Individual performance evaluation interview with the Co-ordinating Inspector.
   → individual training/supervising (if necessary)
2. Performance Assessment Interview with the Chief Inspector
   → Usually, a permanent appointment follows.

Co-ordination and supervision:

- project leader (organisation [→ supervision contents and execution training days] and components school visits.)
- Co-ordinating Inspector.
- Mentor (Colleague in the regional office)

Responsibility:

Total Programme:	*Chief Inspector (with portfolio for staff policy)*
Executive:	Co-ordinating Inspector
Sector Programme:	Co-ordinating Inspector

4.8 Portugal

The annual Plan of Activities of the Inspectorate includes a programme of in-service training for inspectors which allocates eight per cent of their working time to this activity. This plan includes thirty to sixty hours of short thematic courses and participation in seminars and congresses.

The Inspectorate accomplishes this programme either by means of internal monitors or with the co-operation of external resources (Institutes of Higher Education and the National Administration Institute).

The implementation of this programme required a great initial effort in order to give a systematic character to the in-training activities, moreover as the Inspectorate services are now using computers as this technology needs to be developed. Currently, about five per cent of the inspectors' time is allocated to training.

The training activities can be grouped into two main packages:
- general development and
- specific development.

General development includes themes related to the academic subjects of the inspector's expertise or are of a general character.

One goal of specific development is equipping inspectors with the skills and knowledge they should possess in order to perform their duties as an inspector.

It includes computer training and audit technics either of a pedagogical or of a financial nature.

The training plan includes themes such as:
- Educational Innovation
- School Management
- School Audits
- Organisational Management
- Meeting Techniques
- Conflict-solving Techniques
- Evaluation and Assessment
- Curricular Theory

The Inspectorate is composed of two types of inspectors – the pedagogical and the administrative. Pedagogical inspectors are selected from teachers, whereas administrative inspectors may be either former teachers with qualifications in Economics or Law or senior Civil Servants with the same qualifications.

The vacant positions are advertised in the Government's Official Bulletin (*Diário da República*) and the candidates apply for the positions. The selected candidates are admitted conditionally for a probationary period of one year. During this year they follow some short theoretical seminars along with supervised practice overseen by a senior inspector. At the end of that year a decision to confirm the appointment is based on the performance of the candidate.

Currently (1995), a plan is being prepared which is considering the induction of new inspectors involving internal and external monitors. Besides the kind of themes mentioned above, this plan includes other themes more related to the educational system – the organisation of the educational system, the central and regional structures of the Ministry, and the principles, aims, functions and organisation of the Inspectorate.

It is envisaged that in the near future (1996/97) an agreement will be reached with Higher Education Institutes and Universities to create some courses on supervision which would award a certified degree to the inspectors. They would attend these courses over a phased period of time to update their knowledge on school administration, evaluation and school supervision.

4.9 United Kingdom – England

4.9.1 Training and Assessment of Independent Inspectors

Under the Education (Schools) Act 1992, the office of Her Majesty's Inspectors in Schools in England, known as the Office for Standards in Education (OFSTED), was established. Her Majesty's Chief Inspector (HMCI), whose principal duty is to establish and maintain the system for the regular inspection by independent inspectors of all state funded schools in England, is required to:

- arrange for the training of independent inspectors;
- keep a register of those who have been approved to conduct inspections.

An estimated 10,000 of independent inspectors need to be trained and be placed on the OFSTED register in order to ensure that the contracts for the inspection can be let on an effective competitive basis. The 1992 Act required all intending registered team and lay inspectors to complete satisfactorily a course of training provided or complying with arrangements approved by the Chief Inspector of Schools.

4.9.2 Training and Assessment 1992 - 1995

The training and assessment programme began in September 1992, a year before the start of the new independent inspection system. HMI wrote manuals for training both professional and lay independent inspectors. Initially they carried out the training and assessment.

4.9.3 Training for Independent Inspectors 1992-1995

Stage 1

This stage was by placement on a five day residential course either primary or secondary. It was the same course for both registered and team inspectors.

The objectives of the course were:

- familiarisation with the main inspection requirements specified in the Framework;
- training in the use of the Framework in relation to some aspects of inspection and in other documents issued by HMCI;
- assessment of course participants as potential team inspectors.

The course had 22 sessions, most of which were in tutorial groups, with 4-5 in plenary sessions. Considerable use was made of case study materials and the Handbook for the Inspection of Schools. The course covered the essential elements of activities before, during and after inspection. All trainers had a detailed Training Manual which aimed at assuring consistency between tutor groups and across different courses by prescribing objectives and activities for each session.

Course participants had a guide which detailed

- the overall sequence and timing of sessions, including assessment tasks;
- the objectives of the course and each session and
- the competences to be assessed.

During the week of training a number of assessment tasks were undertaken to inform HMCI of the participants' proficiency.

The competences assessed were:

- planning of inspection;
- management of inspection;
- professional knowledge and judgement of quality and standard;
- oral communication;
- written communication.

For each of these competences there were assessment criteria using a system of pass or fail. Communication skills, overall judgement and the ability to relate to others were taken into account throughout the course. There was a comprehensive system of group tutors assessing and moderating the tasks as well as external moderation. The course and

assessment were extremely intensive and the failure rate varied. Those who passed Stage 1 were given an OFSTED number and official identification for use on an inspection. They could now act as an inspection team member. Most independent inspectors were trained on this type of course.

Stage 2

This could not be taken until there was satisfactory completion of the first stage. This second stage involved taking part in an HMI (or latterly a Registered Inspector) led inspection as part of the team. On this occasion trainees were assessed on the same five competencies by the HMI or team leader. Again it was a pass or fail system of assessment. If this stage was satisfactorily completed they could practice as registered inspectors and hence conduct and lead an inspection. These inspectors appear on a register kept by the Registration Team at OFSTED. They are subject to monitoring and can be deregistered.
Selection of persons to be trained as independent inspectors is by application to OFSTED. All applications are scrutinised, using a set of criteria regarding their professional qualifications and experience. Candidates can select to go for just Stage 1 training or both stages.

Since September 1993 for secondary and September 1994 for primary, Stage 1 courses have been run by accredited trainers to OFSTED specification. HMI from the Training and Assessment of Independent Inspectors Team monitor these courses and accredit the trainers.

4.9.4 Training for Independent Inspectors September 1995 onwards

Since September 1995 there has been a new style of training for independent inspectors. The intention of the new course is to embody the core principles and major content of the five day HMI course into a more flexible and extended programme. Completion of the course is separate from the OFSTED assessment. The five competencies for assessment are the same as the previous course. The new course is structured in a way that allows for alternative delivery modes and training styles. The emphasis is on distance learning and for those in education who have no inspection / advisory experience.

The course is presented as:

- preparatory units – totalling six hours
- distance learning units – totalling forty hours
- tutored units totalling thirty-two hours that will give the trainee face to face contact with an OFSTED accredited trainer
- assignments totalling twenty hours
- self-monitoring – totalling four hours, with trainees keeping a self-monitoring diary so that they can assess their progress.

The total course commitment is approximately ninety hours. The course is run mainly by accredited higher education institutions. Assessment is the responsibility of OFSTED and leads to accreditation as a team member. The separate assessment process lasts for one day at regional centres.

4.9.5 Lay Inspector Training

Sufficient lay inspectors were trained in the 1992-93 period and only recently has there been further training. Again there is a process of application and selection. This is a five day non-residential course. Its overall purpose is to provide the lay person with sufficient guidance to enable them to make efficient use of their time on inspections and effectively contribute to the team.

The training has to familiarise course members with:

- aspects of the nature and organisation of schools, including relevant statutory requirements;
- the statutory Framework for Inspection and its implications for the work of all independent inspectors;
- the distinctive role of the lay inspectors in independent inspection teams.

The course is taught by accredited trainers. HMI monitor and accredit the trainers who use a detailed training manual to ensure consistency across courses.

Assessment, using five assignments, is on three competences each with specified criteria:

- judgement;
- oral communication;
- written communication.

4.9.6 Developments in the Training and Assessment of Independent Inspectors

Phase Conversion

Two days conversion training from secondary to primary and primary to secondary are also offered. This was originally provided by HMI but is now undertaken by accredited trainers. This is required along with Stage 2 to be a registered inspector in both primary and secondary schools. It is not a legal precondition for working as a team member.

In-service Training for Registered Inspectors

Registered inspectors are required by law to undergo up to five days additional training each year. To date this has been in the form of one or two day courses run by HMI and accredited trainers on a range of professional issues.

Inspectors

Despite the significant number of trained independent inspectors and accredited trainers there is a shortage of 'active' inspectors to fulfil the contracts for the four year cycle of primary/special education inspections. As a result HMI have been required to lead primary and special education teams. A system of additional Inspectors seconded for one year from primary and special schools started in September 1995. There is a specific programme for these additional inspectors, most of whom are headteachers or deputy headteachers. They are mentored at present by HMI and carry out approximately 12 inspections per year.

4.10 United Kingdom – Scotland

4.10.1 Appointment

HM Inspectors of Schools are appointed as the result of open advertisement and subsequent interview. On appointment they are generally aged between 30 and 50 with the majority being around 40 years. They retire at 60 years. They will all be well qualified, both academically and professionally. A good University Honours Degree is a normal requirement. They will all have had a successful experience in education as teachers and will have had a good career path in terms of promotion.

Before appointment most Inspectors will have been successful heads of department in a secondary school or assistant, deputy or headteacher in either a primary or secondary school. Some will have been advisers or assistant directors with a local education authority. Many will have been successfully engaged in national activities with the Scottish Examination Board (SEB), the Scottish Vocational Education Council (SCOTVEC) or in national curriculum developments such as 5-14 or Higher Still. HM Inspectors are usually, but not exclusively, drawn from the Scottish education system.

4.10.2 Probation and Induction

On appointment, HM Inspectors undertake a probationary period of one year. During that time they follow an individually planned programme of induction, whereby they are given familiarisation with the range of Inspectorate functions and procedures. In the beginning they 'shadow' experienced colleagues and are gradually weaned onto 'free-standing' activities. They also undertake a special induction task which they have to organise and conduct on their own initiative and prepare a report on the outcome for their line manager. During this probationary period, recruits stay in close contact with their line manager and at the end of six months and again after one year there is a formal, written assessment of their work and of their suitability for the post. Their appointment may then be finally confirmed, postponed for further probation or, if necessary, terminated.

4.10.3 In-Service Training and Staff Development

HM Inspectors all have at least 10 days of planned in-service training each year, and most have considerably more. Five or six of these days are normally dedicated to Divisional conferences at which the full range of educational policy issues and Inspectorate procedures is discussed. In recent years all Inspectors have had extensive training on portable computers and in applications such as electronic mail which are an integral part of Inspectorate procedures. Some 25 Inspectors have also had the opportunity to take a two-year course on learning or 'freshening up' a European language. These courses have involved about 24 whole-day meetings and culminated in a trip to the country involved to discuss educational matters. In addition each Inspector will be part of several Inspectorate working groups which may be related to a subject or aspect specialism (for example, revision of inspection guidelines or management planning). These activities are partly functional in that they are tackling real tasks and are partly training as they offer Inspectors important opportunities to extend their knowledge and expertise in relevant contexts. Much staff development is also undertaken through 'on-the-job' activities where less experienced Inspectors are placed in inspection teams with more experienced colleagues. Each Inspector is also part of a wider Scottish Office Staff Development Programme which offers development opportunities related to the work of the Civil Service as a whole.

4.10.4 Methods

The methods used during professional development periods are shown as follows:

Lectures / Presentations	Report writing practice
Individual tasks in new situations	Case studies
Simulations	Group discussion
Group problem-solving techniques	Observation and managed participation ('on-the-job')
National seminars (attending and leading)	International seminars (attending and leading)

4.10.5 Types of Training

The types of training given may be summarised as follows:

Content	Occasions
Theory and practice of evaluation and assessment Assessment techniques Management, organisation and administration Report writing	For all Inspectors through Divisional Conferences, subject panel meetings and most importantly through 'on-the-job' activities with more experienced colleagues.
Didactics	For all line managers through a Scottish Office training course.
Personnel Assessment	For all line managers engaged in appointments, mostly through 'on-the-job training
Personnel Selection	For selected Inspectors as part of Inspectorate working groups
Instrument construction	For selected Inspectors involved in detailed management planning or in particular types of inspection activity, mostly through 'on-the-job' training
Statistics (concepts and methods) Management, Organisation and Administration Leadership and Motivation	For selected Inspectors moving into management roles, through Divisional meetings and the Scottish Office Staff Development Programme

5 Critical Analysis

5.1 Overview

The following sections are commentaries on the issues relating to evaluation and assessment which were addressed by the practitioner consultants on the three main themes: approaches to assessment and evaluation, the management of assessment and evaluation and professional development. References to specific countries in this section are drawn from notes supplied to the co-ordinator by the representatives from those countries, but further comments or opinions are the responsibility of the co-ordinator alone and do not commit the representatives to them.

5.2 Analysis of the main themes

5.2.1 Approaches to assessment and evaluation

5.2.1.1 Diversity in the range of approaches

A great diversity in the approaches to assessment and evaluation was presented by the contributors from the several countries. Not only are these differences due to the historical and cultural development of schools, they are sometimes a strong reflection of the political influence in some countries or the ideology of 'the state' having total control over schools, their functions and their operations. These different concepts about the institution of the school influence the way control is exercised. The difficulties of discussing assessment and evaluation from extremely different perspectives can be illustrated by two contrasting examples.

In England it is assumed that there are great differences in the quality of education being provided and that some schools are succeeding while others are failing. By making these differences known more accurately, the 'market' principle of choice can be introduced and parents should be able to choose the 'better' school. It is also assumed that by regular inspection and exposing the schools to public scrutiny, standards will improve because the weaker schools will be motivated to stay in the race

and will try harder through fear of being closed down. Although there are many weaknesses to this philosophy the analysis of this problem was not within the parameters of the project. It is sufficient to mention that from the point of view of understanding evaluation for comparison, if the results of these school evaluations are to be provided fairly, all similar schools in a catchment area must be inspected at the same time. Otherwise if School A is evaluated in one year with poor results and School B is evaluated three years later with better results, one year before School A is evaluated again, then, assuming that inspection contributes to improvement, although School A may have improved considerably, it will still be tarred with the same brush of the previous inspection.

Inspectorates are stretched hard enough in their capacity to fulfil their commitments without having to build in simultaneous regional saturation coverage to their schedules. It is difficult to accept that this approach is of any use in contributing to 'the market principle'. The main feature is that the new system of inspection in England was originally committed to the daunting task of inspecting all schools within a period of four years. Already this objective has been adjusted to every six years. This is in stark contrast to most countries where schools can only be visited on a sampling basis.

It is interesting to compare the previous example with practices in Germany, where schools are not inspected. Until recently, a different assumption has prevailed namely that, ideally, schools are all the same. Traditionally each different type of school (*Hauptschule, Realschule* and *Gymnasium*) has had a similar curriculum to its neighbouring *same* school type, centrally devised timetables and the same processes. However, since the early 1990s, some States have introduced innovations by giving schools more flexibility with the curriculum. For example, only sixty per cent of the curriculum is defined centrally and the remaining forty per cent must be devised by teachers in each school.

In Germany, it is assumed that teachers are deemed to be fairly distributed by school supervision officers to the schools so that a school staff remains ideally balanced and each school is comparably good with the other. The school supervision officers, as civil servants, are regarded as representing 'the state' in guarding the interests of parents and pupils. Traditionally, all teachers have been inspected regularly to ensure that they are still at least

satisfactory. Schools, on the other hand, cannot be deemed to be failing because they are all roughly the same standard and the need for choice becomes meaningless. (The discussion about choice becomes rather distorted if it is applied to the freedom to choose between different *types* of school).

To observers outside Germany, this 'ideal' situation might seem to be questionable and the claims of school supervision officers to be more like self-satisfaction. Nevertheless, it is their trust in the quality of the regulations and their belief in the closeness of adherence to them by the teachers which makes the concept of external assessment and evaluation seem so alien in the German situation.

On the other hand, in Germany other types of 'failure' are mentioned by the school authorities. For example, the number of pupils transferred across to schools with lower academic profiles are not checked as 'teacher failure', because of the trust the school supervision officers have in teachers following regulations about how to award marks. 'Pupil failure' can be the only reason. Alternatively it is regarded as 'parent failure'. As a degree of choice between different *types* of school is given to parents, a frequent argument used by teachers and school supervision officers is that the parents' expectations are too high in choosing to place their children in the wrong type of school. Reassignment by teachers after a period of testing is regarded as the teachers doing the best for the pupils by putting them into the most appropriate type of school. As parents and senior pupils have the right to challenge procedures and marks in a court of law, a teacher has to be extremely careful to ensure that all the right procedures have been followed and that the awarding of marks is carried out according to clear, unchallengeable criteria. Legal correctness becomes essential.

In Germany, being responsible for so many aspects of schooling and being so involved with the educational aspects of their administration at district and regional level, traditionally school supervision officers have not had to contemplate the external evaluation of schools. Venturing into school evaluation could open up a Pandora's box which the school supervision officers might not want to handle. Indeed, they carry direct responsibility for the way the schools are. As 'the state' is responsible for

the provision of schooling, it cannot send its own officers out into the system to show that the provision is poor, bad or failing.

This position partly explains why the evaluation of schools until recently has not been an issue in Germany. The daily overviewing of the schools is a form of permanent supervision. The only evaluative responsibility would be to inspect permanent teachers who have deteriorated and who require a special intervention. The key phrases in the report from Hesse are: 'The professionalism and the accountability of teachers are *taken for granted*' and 'The school supervisory body generally *assumes* that teachers are qualified for their job'. *(Italics mine).*

These traditional attitudes are not going unchallenged in Germany and the remarks from Bremen reflect new concerns:

"*...a comparability of educational qualifications has been taken for granted. The growing recognition that this is a myth and the increased responsibility and autonomy of the individual school, which is now given more freedom to make its own way within a framework of rather general regulations, have attached new importance to the questions of assessment and evaluation*".

There were other strong contrasts between countries. The system in Denmark of selecting outstanding teachers, who are suitable to act as advisers, to move in and out of schools from active teaching to active observation and advising, provided an example of an approach to the improvement of quality quite different from Italy where inspectors do similar work. The latter are given a higher rank, as inspectors, and the selection process is by highly competitive examinations which are considered by many to be only remotely relevant for their future developmental work. This paradox became very apparent in the difficulties these inspectors had in explaining their assessing and evaluating function in Italy.

For smaller countries, such as Denmark, apart from the practical staffing difficulties of setting up a large, total school inspection system, the purpose in visiting only one school each year is to expose good practice rather than to engender a 'rank listing' mentality from 'succeeding' to 'failing' schools. Such an alternative is currently rejected as an

unacceptable approach and is regarded as contrary to the principles of positive motivation for improvement.

With such contrasting attitudes about schools, teachers, parents and pupils and philosophies about assessment and evaluation, it was a challenge to discuss these themes impartially. The value of the discussions was more than simply comparing systems of evaluation and an effort was made to develop a sensitivity towards the strengths of each system.

5.2.1.2 Moves in the direction of system evaluation

In a number of countries a change towards some form of system assessment or evaluation can be observed. System assessment and evaluation is defined as an assessment or evaluation of schools in a system or parts of that system. Although traditionally in England until 1992 it had been usual to have system evaluation of schools, it had been by sampling which did not guarantee covering all schools. Since the early 1990s, a new system has been developed in England to cover all schools over a period of years. This was initially every four years and now every six years. In Scotland, schools are covered by a statistically based sampling of schools and by a programme of targeted inspection. Other countries whose inspectors normally focused on personnel evaluation, i.e. the evaluation of teachers, have now started to carry out some form of system evaluation. Such changes have taken place in Belgium, The Netherlands, and Denmark. A reform of the Irish system is also being introduced.

Another drive has been the attempt to place more emphasis on a more professional and scientific approach to assessment and evaluation by developing a defensible set of criteria for making judgements. New methods replace the classical model of inspectors visiting schools and writing reports with no particular consequence or impact on the system. The scientific approach is in the use of carefully worked out indicators of performance. The focus now is on the evaluation of schools or on selected topics each year, which on the one hand provide the Senior Chief Inspector and the Minister with concrete evidence of particular aspects in the school system while on the other hand the schools are provided with information about outsiders' evaluations of their performance. Schools,

school boards, and school authorities can then use this concrete information to make necessary improvements.

5.2.2 Analysis of the management structures and processes

5.2.2.1 Degrees of autonomy

Amongst the countries reviewed in this project The Netherlands inspectorate has the most autonomous status with a clear responsibility to report on the results of its activities directly to the Minister and Parliament without any other official intervening in order to adjust or negotiate the contents. A significant feature is that, in addition to the purely evaluative operations, control is still maintained through the inspectors' duty to check the school plan of each school for which they are responsible. It is also obligatory for them to visit every school in the group of schools to which they have been assigned. The inspectorate in Scotland and the Office for Standards in Education also manage their own organisations. In the other countries the advisory, inspection and supervisory services are parts of a Ministry and operate within a legalistic-administrative, bureaucratic organisation.

These several different structures have a marked effect on the influence of evaluators, inspectors, supervisors and advisers and on what they are able to do. They also determine the degree of openness of their work. In those systems enjoying a high degree of autonomy, the controlling systems are stronger and are required to demonstrate how well the schools or school authorities are providing the services in their charge. Lack of autonomy is particularly prevalent in 'administered' systems where internal administrative checks and balances are assumed to provide a guarantee of good quality. When a problem of dysfunctionalism arises due to convoluted administrative procedures, it is not surprising that as the supervisors are part of the system rather than evaluators of it, they are unable to solve the problem and simply become part of it.

5.2.2.2 Separation of inspection and controlling; advising and developing

In most countries where assessments and evaluations are made by inspectors, the question arises as to whether or not there should be a clear

division between the two activities of controlling and developing. In conventional, formal approaches to personnel inspection, some inspectors feel there is no conflict between the two aspects of inspecting and advising, for others there have been serious doubts about whether the intermingling of the two activities is desirable or effective. The perceptions of teachers, who see a person coming into a school as an adviser on one occasion and returning to inspect the situation on another, are bound to be coloured by the knowledge of the inspector's double role. In systems where this form of inspection is found the inspector's role has traditionally also included implementing and completing an 'improvement' process and, if necessary, further control with inspection.

In Denmark single adviser visitations are not personnel evaluations and are purely advisory. Discussions take place between the advisers and the teachers. Consensus is sought and a generally desired direction for practice is agreed upon. There is no coercion and, in the case of the published report on a school visit, the intention is neither to display the school as being better or worse than others nor to attempt to motivate better performance by publicly shaming the school.

In the Belgian case, where separation has been legislated, it was argued that in reality, when we look at the activities of inspecting and advising, a somewhat different picture emerges. In fact, it is practically impossible to control activities without giving some indication about how to cope with some problem-areas and it is likewise impossible to advise without including some control. Two different examples were given. Firstly there is school-evaluation. Schools are evaluated externally by an inspection which, in a report about the school, formulates how the latter is evaluated in terms of the quality of education. The report mentions the strong and weak points of the school and, in the case of weak points, a number of recommendations are mostly formulated in an 'advisory tone'. Secondly, in a number of cases, the advisory services are asked by the governing board – or the organising power – to assist in matters of personnel evaluation. Although the governing board – represented by the headmaster – is the only evaluating authority in this matter, lack of time and capability gives rise to such demands. This means that advisory services evaluate personnel and subsequently problems are caused when they have to 'guide' the same personnel in pedagogical behaviour and attitudes. The advisory service finds itself both judge and interested party.

It was concluded that, in practice, a clear division between the two activities is not possible in one hundred per cent of all situations. The only solution lies in good contact – formal or informal – on a general policy level between the two services.

In Germany the situation depends on which State is considered, in particular where the practice of the regular evaluation of teachers still exists. In States where this has been dropped, most supervisors have agreed that teacher evaluation is not only enormously time-consuming but also of little value. The supervisors' opinions in other states are divided and the theme is controversial. Advocates claim that the advice given to teachers, when aggregated, influences and improves the quality of the whole teaching force. If this is so, the advice they give could be regarded as effective 'micro in-service training'. In Hesse, the supervisors have dropped this role and the existence of an in-service training institute for teachers is felt to eliminate this need. Nevertheless the problem remains of what supervisors see as necessary and what in fact can actually be offered by the institute.

In England, it is not the responsibility of inspectors to become involved with individual schools in the follow-up process. Their responsibility ends with the inspection, except where a later check is necessary after an unsatisfactory report. The use of inspectors in development is in another domain, which is detached from the controlling role and consequences of an individual inspection.

In Scotland, there is systematic follow-up by inspection resulting in a further published report to ensure that effective action is taken by the school and education authority on the recommendations in the original report.

The phase mode in Belgium employs a different approach by involving an inspector in the follow-up. This leads to an interaction between the inspector and the school, which gets positive feed-back as improvements are introduced.

Traditionally, in Ireland in the Primary Sector, the inspector responsible for making one of the six-yearly inspections for a School Report would

be further involved with the school because of the close association each inspector has with a set of schools.

Principles of good management would suggest that inspectors can only be involved closely with individual school development if there is a sufficient number of inspectors such that each one is able to be in close contact with a school over a long period of time. Otherwise individual involvement would either be superficial or overtax the capabilities of an inspectorate. Delegation to other authorities places the responsibility where it belongs and relieves inspectors of an additional burden.

Evaluation processes can either be separated from the controlling function or be part of it. The new approach developed in The Netherlands allows inspectors to exercise a purely evaluating function de-coupled from the controlling function without conflict of interest. Additionally, by having the appropriate organisational structures, advising and improvement operations can be assigned to other persons or authorities.

5.2.2.3 Openness

Another topic which revealed considerable differences between the several countries in the practice of assessment and evaluation is the extent to which the findings are made known, and the range of authorities being informed and the persons who are entitled to know the results of the quality assurance measures.

The success of openness can be dependent on the degree of political maturity or acceptance of the opinions of professionals. Prior to the disbanding of the pre-1992 HMI system in England, it was clear that some of that inspectorate's reports were providing evidence that was unpopular politically. One criticism of the inspectorate made at that time focused on the reliability of that evidence, in particular due to the methods being used. The structures and methods introduced under the new 1992 Law are an attempt to resolve this problem. Such tensions are not exceptional. The use of the new system of evaluation in The Netherlands provided information in one situation which was contrary to what had been planned or expected, but which could not be refuted. In this case, it led to a change in official policy.

With regard to the accessibility and publication of reports about schools, the most open systems are found in Scotland and England. This stems partially from the relative autonomy of the assessment systems, but it is also partly due to the political agenda behind the increased emphasis on inspection, namely to assist parents in choosing a school for their children. There is also an assumption that the exposure of schools to public scrutiny will contribute to motivation to improve.

The English system seems alone in the group of countries represented in this project where the Chief Inspector gives radio and television interviews on matters relating to the work of inspectors. Recent examples have been the degree of usefulness of regional educational authorities, the non-influence of large classes on the effectiveness of good teaching, the superiority of girls' achievement in comparison with boys of the same age, and concern about styles of effective teaching due to evidence of better performance in some subjects by pupils in other countries.

Reporting in The Netherlands is planned to move towards more openness, with the intention at some time in the future of publicly publishing reports which are at present only intended for the school boards and schools.

In other systems in the European Union with a legalistic-administrative bureaucratic tradition, assessment and evaluation remains a confidential matter and no publication is made of assessors' or evaluators' reports. The less autonomous a system is, the less open is the reporting. In these systems there is a filtering effect through the hierarchy, leading to an inevitable internal control over information. It is at the Minister's discretion whether facts are published in her or his reports or not. Moreover, no senior administrator at the head of such a school supervision system is permitted to make public statements without prior approval. Although other school supervision officers may be authorised or required to make statements about planned policy to school committees or groups, for example parents or teachers, on behalf of the Minister, these can only be regarded as formalities and do not include opinion. Another reason for confidential behaviour especially in evaluation was cited from Belgium. The decision not to publish the results of external evaluation is political, based on the argument that this could lead to a 'hit parade' where the less successfully performing schools would not have the chance of rehabilitation in the eyes of the public. (The original

terminology used was 'hit list', but the allusion to 'gunning for schools' was unintentional.)

In our considerations about openness, we were again confronted with the different philosophy of 'the State' in some countries. The seemingly recent discovery that there are many interested parties in the quality of schooling other than just a Ministry of Education, the Minister and 'the State' at least provokes interesting discussion. In such states, for example Germany, hard-encrusted routine practices and entrenched ideas result in insignificant action. In other countries, the more these other parties are involved in mechanisms furthering accountability, the more those who have been traditionally controlling the system, administratively or operationally, are being called to account.

5.2.2.4 Constraints on effective assessment and evaluation action

During the 1989 - 1991 survey a number of problems were identified in the review of inspectorates. A list of constraints on effective assessment and evaluation action is given below.

Assessment and evaluation systems are expensive. It seems that in some countries, unless inspectors provide additional services such as examination-setting, in-service training for teachers and support to the administration, they are considered unproductive for the general school system. It is difficult to demonstrate the indirect influence on improvement which inspectorates may make. Yet these additional activities contribute to less effectiveness in carrying out their prime function. For example, in Germany it has long been recognised that the main part of school supervision officers' work is administration. Their legal responsibility to 'overview the schools' pedagogically and to provide educational leadership is a mere shadow. In Ireland, the deep involvement of secondary inspectors in examinations, although a laudable service, has left their general activities in schools severely neglected for more than a decade. In fairness, in this case it must be added that another serious constraint – understaffing – also aggravates the situation.

Constraints on effective assessment and evaluation action

Absence of a plan with a clear philosophy of the inspectorate's main task
Absence of a management evaluation process in the inspectorate
Lack of a regular management review of the inspectorate's mission
Inadequate Staffing
Infrequent presence in schools
Poor organisation or lack of co-ordination
Inadequate articulation between assessors responsible for different school types
Inability to keep up-to-date in subject-area specialisation
Too many indirectly related tasks
Involvement with unrelated tasks which should be assigned to others
Assignment to other tasks before completion of current task
Lack of autonomy
Inadequate preparation for the tasks of inspection (training)
Inadequate in-service education (professional development)

There has to be a sufficient number of supervisors, assessors or evaluators in order to fulfil the several functions they are expected to perform. In other words, there must be a 'critical mass' to impinge on the system to move it in the direction policy-makers are steering. A few countries still have problems in this area. Examples are given in the reports from Belgium, England, the Republic of Ireland, and Italy. Inspectors in The Netherlands are also heavily overburdened with the demands of their type of evaluation and controlling responsibilities.

There is also a problem of infrequent presence in schools which is linked to the staffing problem. If an assessor or evaluator is additionally charged with the responsibility of being the developer, as has been the model particularly in the 'administered' systems, there has to be sufficient

frequency in the schools and contact with teachers to establish good working relationships. As we have seen in the fore-going sub-section, in a number of countries the mixing of inspection with advising has been clearly abandoned in order to establish clearer responsibilities for separate groups. In such structures the need for maintaining a dialogue between them has been stressed.

Another issue is that, although inspectorates demand schools to have plans and development programmes, in the 'administered' systems and in those inspectorates which have not been reformed, there is still a reliance on the 'presence effect' of inspectors touring the schools individually without any overall clear plan or philosophy of where the inspectorate is going. As a consequence a chief inspector or senior supervisor may have little aggregated material on which to base advice for the formulation of policy and for making decisions. In this regard, lessons can be learned from those countries which have been devising more effective systems through the development of planning and synthesising processes.

Reforms, changes and increased professionalism of teachers may outstrip an inspectorate's ability to cope with new demands. The attempt to keep applying previous practice which has been overtaken by the practices of the system it is supposedly controlling leads to dysfunctionalism. Although statutory reforms of an inspectorate do impose rapid change on its mission, actual practice may soon reveal weaknesses which need internal correction without recourse to new legislation.

A serious management problem can arise from the fact that most European school systems are divided at some stage between primary and secondary level operations. At the secondary level there are also more divisions with different types of secondary school. These organisational structures can cause several difficulties in solving important whole system problems, especially of linking curricula between levels.

Further complications arise in countries with less resources, where administrators look towards the assessors and evaluators to provide additional services such as in-service training for teachers and curriculum development. With planned adjustments many of these tasks could be assigned to others. Inspectors in a non-autonomous organisational structure or supervisors in a legalistic-administrative, bureaucratic school

system have the disadvantage of being assigned to tasks by administrators which may have nothing to do with their main function. The less autonomous they are as a group, the more likely they are to be burdened with unrelated responsibilities. Moreover, systems experiencing waves and flurries of innovations being introduced arbitrarily into the schools through poor system management and shortage of suitable staff sometimes results in assessors and evaluators being given new tasks before their current work has been completed. Systems facing big changes usually need extra personnel to guide these processes. As a solution, in some systems those in charge of 'quality assurance' are assigned to developmental tasks leaving attention to the evaluation of the consequences neglected or deferred.

During the past five years the implementation of improved methods in assessment and evaluation processes and the introduction of reforms or plans for reform are leading to an amelioration of some of the situations referred to in this section, but economic constraints are again imposing renewed strains on staffing.

5.2.2.5 Reform through economic necessity

Most of the reforms have been undertaken with the object of improving the validity of evaluation systems, but there are also other phenomena. In Germany, considerable pressure has been put on the several systems to change methods because the traditional legalistic-administrative bureaucratic system is perceived as being not as effective as in the past. Additionally, the main force for change is economic pressure, especially by the reduction of staff and making structural changes. In the state of Hesse the dissolution of one level of administration could contribute to more efficiency, but the merging of district offices will merely cause larger spans of control and longer distances to travel to schools. The hitherto nearby presence of school supervision offices will be decreased and this loss of closeness is regarded both by supervisors and headteachers as detrimental. In another state, the reassigning of paragraphs relating to duties either to the schools or to the Ministry appears to be being carried out without using the opportunity to undertake the necessary reform of the principles of assessment and evaluation. The speed with which these changes have to be executed impedes serious reflection on new concepts.

5.2.2.6 Linking external evaluation and internal assessment

Parallel to developments in external assessment and evaluation, in the past ten years there has been an increased effort to make schools more conscious of the need to review their achievements and progress by the introduction of internal procedures, such as school based review. The papers from Italy and Portugal have indicated this development and the supportive involvement of the inspectorate was mentioned. In England and Scotland the schools are required to have such procedures which are also inspected. In the Netherlands, schools sometimes use instruments developed by the inspectorate in a previous round of sampling evaluation and in Scotland instructional books have been produced to help schools develop their own internal evaluation system.

Ideally, in an 'evaluation culture' where trust exists between the evaluators and those being evaluated, development can be achieved by having continuing internal assessment at the school level and occasional, planned, external evaluations at the system level. If the items being evaluated are the same, constructive dialogue can take place and changes can be implemented through joint consultation. The external evaluations, like those offered to schools in the current systems in Scotland and The Netherlands, can serve as a 'mirror' in which schools can see the perceptions of others and compare themselves with general norms. Teachers can make the necessary adjustments.

The seminars did not cover this topic in any depth, but a clear case is made by one country, for example, that inspection and development can proceed jointly. The problem is that to have real evaluation on a joint basis the situation must be non-threatening. In reality, in systems where schools are going to have their weaknesses as well as strengths exposed for the purpose of 'negative' motivation, competitive ranking, and success-failure distributions, it is unlikely that schools will participate in a process of making a rope with which they might be hanged. As has been shown in Part 3, evaluation by inspection which contains sanctions and the threat of being labelled a 'failure' or even with 'weaknesses outweighing strengths' is not the same as assessment for development. It is not the purpose of the latter to develop cover-up operations. The topic will certainly be an interesting area for further pursuit and clarification.

The foregoing is not an argument against one type of evaluation, but attention does need to be given to the fact that linking 'external evaluation for control' with 'internal assessment for development', i.e. evaluation being carried out by teachers within a school, is paradoxical and problematic.

5.2.2.7 Good practice and advising

Advisers and evaluators are in a position to observe good practice in many schools. By integrating this knowledge with their own experience and their judgements on effective teaching, their advice to schools and teachers is invaluable. Consequently, HMI in Scotland, HMI in England pre-1992 and OFSTED post-1992 have a strong tradition in publishing books and booklets which are of general benefit to schools. The Department of Education in Denmark has also published books recently on good practice including clear indicators which are of direct practical help to those looking for ways of improving quality. In that country, there is also a direct method of dissemination in the exchange of ideas between practising teachers appointed as advisers and teachers in other schools.

However, there are some limitations in this area. Firstly, in at least two countries, there are legal limitations on inspectors' direct intervention with respect to teaching methods. As mentioned above, in Belgium inspectors are not permitted to advocate methods in their direct relationships with individual teachers, except in the disciplinary role which is not relevant in the meaning intended here. Also, in Germany a supervisor is not allowed to interfere with a teacher's style or methods. Unless a teacher is manifestly performing badly, no school supervision officer would venture into an area which might find her or him defending this action in an administrative court. In this case, there is a division between service supervision, overseeing that minimum requirements laid down in regulations are fulfilled, and subject-area supervision which oversees the adherence to minimum requirements about delivering the syllabus of the subject.

Secondly, it can be a sensitive issue, because, as in the discussion about school types and structures, in the area of methods there is no consensus. In the growing politicisation of education, the problem is exacerbated. At the time of the reform of inspection in England in 1992, a critic rather

backhandedly complimented inspectors for being 'responsible' for the state of the schools through advocating an 'ideology' which the writer considered wrong. At least there was an opinion that inspectors have considerable influence. The problem is that although some critics may be popular politically, they may have never experienced teaching in a classroom and do not know how necessary it is for teachers to have a repertoire of teaching methods in order to attract the attention and interest of pupils, which is one reason why unconventional methods had been introduced previously.

The discussion is still alive with some advocates suggesting more 'frontal instruction' for more effective learning. However, it is not a panacea. It might be more effective in one subject than in another and can be more successful with some types of pupils but not with others. Fortunately, the diversity of inspectors' professional experience allows them to steer clear of the simplistic solutions of their critics, but the difficulties of providing good guidance cannot be overlooked. It is expected that assessors and evaluators can offer good suggestions, especially those which are not costly!

5.2.3 Analysis of the Provision of Professional Development

Teachers and schools are being called upon to provide better teaching, better results and more 'quality'. In order to achieve this we not only need to provide good training for teachers, but also for the leading persons in the school systems, who play such an important role in the improvement process. It is not difficult to imagine what would happen and what does happen to large organisations which do not provide proper preparation for managerial and supervisory tasks in an organisation. Yet, in spite of calls for the provision of expert training for our school leaders and other senior personnel in the school system over the past twenty years from international and national organisations, only modest progress has been made. With notable exceptions, in some of our school systems, power, influence and authority are given to persons with no further significant training after their initial qualification as a teacher, except perhaps in their subject-area. Traditionally, persons changing from the position of teaching to another responsibility in schools or in the school system, for example head teachers, advisers and inspectors, have not been given any

specialised preparation, training or in-service education to improve their potential.

Assessors or evaluators nominated from within the system are empowered to enter schools to make assessments and evaluations which are of great importance to a school as an organisation or to a person as an individual. Although these interventions may affect the future of that school or person significantly, the evaluation of the expertise of these specialists often merely relies on an estimation of the person's experience, success in a former position and, in some cases, a selection process based on criteria having little relationship to the future position (Germany) or on examinations with little or no relevance to the new expertise required (Italy). The notion still prevails that, with a certain number of years in teaching, visibility within the system, and proven competence as a teacher, the skills of the new position can be acquired through further 'on-the-job' experience. The consequence has been that the new tasks have sometimes not been as professionally or scientifically performed as they could be. In the field of assessment and evaluation of personnel and systems, the novice's knowledge of concepts, methods and practice has not been nurtured by special further professional training and the incumbent's legitimacy of office has relied on 'position authority' rather than, initially, 'competence authority'.

It is even more essential that other types of training are offered as a person moves to higher positions with more managerial responsibilities. Chronic dysfuntionalism can be identified in such examples as finding excellent former foreign languages or science teachers, with no further training since their initial degree, experiencing difficulties in a managerial position in the inspectorate. Others in such positions may still have a nostalgic yearning for the classroom and absent themselves from working on a new plan of school supervision in favour of conducting a course in an in-service training institution. These symptoms can be indicative of a lack of an internal appraisal scheme for inspectors as they progress through the system, no provision of a professional development programme and poor possibilities in position flexibility, such as the possibility of returning to the classroom, as is the case for advisers in Denmark.

Professional development is defined as planned learning experiences to develop an individual or a group of individuals. It is something more than simply courses, which can only cover specific aspects with a limited number of methods. Training must not only improve competence but should also lead to attitudinal changes and can help to improve consistency throughout the system. Its objectives are to foster changes in knowledge, in behaviour and in attitudes in the individual moving into a new field of work.

The provision of more and better planned professional development is patchy. Very few provide skill training which could lead to behavioural changes. For example, there is still the traditional, casual offer of a few days each year for the individual inspector or adviser to hunt for some relevant provision which may or may not be of direct professional help. Conferences and courses were mentioned in our discussions, especially courses offered on a modular basis. These are sometimes used to provide essential information from superiors in the organisation, but they do not always provide the means or know-how of how to implement what has been heard. Alternatively, the knowledge received may be impossible to implement. For example, seconding a senior administrator to a short course on good management practice in an Administration and Management Training College may not be effective because the practice may not be transferable to a legalistic-administrative bureaucracy. Little is mentioned about skill training such as 'classroom observation', 'interviewing' 'personnel evaluation', and 'organisation evaluation', especially in those countries still sending persons into classrooms without any special preparation. Although there is an assumption that candidates bring certain skills with them on recruitment, which have been acquired through past experience, too little is done to train those new skills needed for future activities in a different role.

There are severe shortcomings in this field. In Germany, where a person is sometimes only nominally responsible for others in special positions of responsibility and in Italy where no one seems to have this responsibility, indifferent attitudes towards the provision of preparation and training for persons with leadership roles in their school systems are in dire need of review.

Examples of good practice illustrated in the documentation can be summarised as follows.

- During a selection process, the skills needed for the new task are tested over a period of a few days using various techniques (England).
- A plan is made for professional development which extends beyond assigning a novice inspector to 'shadowing' and picking up skills by merely observing an experienced inspector (Portugal, Ireland). It is self-evident that 'shadowing' has the seed of danger of merely guaranteeing the replication of a system from generation to generation rather than adapting it to new needs.
- A thorough initial training guided by a trained mentor with special responsibilities for trainees (The Netherlands). Although several countries mentioned having a mentoring system, there was little evidence that such a person has had a properly planned induction programme for this function.
- Training is given in the essential skills of assessment and evaluation and the technical methods of applying them (The Netherlands).
- Appraisal during an inspector's career which enables professional development needs to be identified and provided for progressively (Scotland).

Other essential features of professional development schemes which were brought to our notice included:

- The position of a career officer responsible both for overseeing the individual career progress of inspectors, advisers and supervisors and the provision of appropriate professional development at each stage. This position should be understood as different from that of simply being responsible for the administration, organisation and execution of professional development schemes.
- Planned provision of several types of experiences other than courses, e.g. seminars, selected work experience, observations of practice outside the school system, intensive skill training using audio-visual aids to monitor behavioural change, etc.
- A management training programme for those promoted to management positions.

The negligence of the whole field of training for special positions of responsibility beyond the position of classroom teacher undoubtedly contributes to the difficulties our school systems experience in times of change. Legalistic-administrative bureaucratic systems can be relatively efficient in stable conditions over long periods of time. They are, however, totally inadequate in times of rapid change as their

administrative staff often lack effective management and organisational skills. They are past-oriented and bound to a 'following' culture rather than having a 'leading' capacity. There is much to be learned from systems which are venturing beyond structures originating in the nineteenth century and which are gearing themselves for the twenty-first.

6 Summary and Conclusion

6.1 Purpose, objectives, participation and themes

The purpose of the initiative was to bring together practitioners in the field of the external assessment, evaluation and assurance of quality in schools to exchange information and knowledge about their practice. The initial objectives of establishing a network, arranging working seminars, and exchanging information and experience were achieved. The project was funded by a subvention from the Commission of the European Communities (DG XXII), the participating Ministries of Education and the German Institute for International Educational Research.

Representatives, nominated by the head of their service from nine countries (Belgium, Denmark, Germany, Ireland, Italy, The Netherlands, Portugal, England and Scotland), participated in a planning seminar and in three working seminars. The first seminar was in February 1995 and the final seminar in March 1996. The participants wrote papers and provided documentation for the purpose of discussions during the seminars on the main themes which were:

- the approach to external assessment and evaluation of schools and personnel in the several countries,
- the management of the assessment and evaluation system, and
- preparation and training for the required expertise.

For the purposes of clear understanding, in view of the fact that most of the participants were using English as a foreign language, the words 'evaluation' and 'assessment' were differentiated simply. Evaluation was used in the sense of using absolute values in making judgements, such as 'good'/'bad', 'passed/failed', marks '1' to '6' and letters 'A' to 'F'. Assessment was used in referring to making estimates or approximations. Both terms were used in those interpretations for judgements on persons, on part of a school system or on a whole school system.

Three perspectives were considered as aspects of inspectors', advisers' or supervisors' tasks, namely, discipline, control and development. The discussions in the seminars only concentrated on control and development.

6.2 The development and progress of the initiative

The seminars and the work to be undertaken were arranged according to the sequence of the main themes of the initiative. Guidelines were provided by the co-ordinator and questions based on the themes to be addressed were developed by the participants.

An international exchange of information and experience was achieved by working with persons actually doing the work rather than only involving those at the policy-making or top management levels.

The participants attended seminars demanding co-operative work which exceeded the expectations of some traditional patterns of international programmes.

It could not be expected that all countries could be on the same wavelength regarding assessment and evaluation. The different cultural and educational system traditions cultivate different perceptions and priorities on how to approach certain issues. There were strong differences of opinion on some matters which were discussed in a lively and forthright manner.

The presentations on the methods and instruments used in the several systems demonstrated a high level of professionalism and the information was of great benefit and interest to all the participants.

6.3 The main findings

There is great diversity in the approaches to this topic in the several countries varying from 'development of schools through advising' to 'intensive control and inspection of schools'. In a number of countries in the past five years changes have been implemented to place emphasis on a more professional and scientific approach to assessment and evaluation. The external assessors and evaluators in nearly all the participating countries focus their attention on system evaluation (a whole system or part of that system) rather than personnel evaluation and there has been a strong emphasis on the use of indicators to measure good performance

which are subdivided into observable features. These features are evaluated in categories ranging from 'weaknesses' to 'strengths'.

In five countries – Belgium (Flemish-speaking community), England, The Netherlands, Portugal and Scotland – the functions of inspecting and advising are separated. The responsibility for correction and development is assigned to groups other than the inspectors. In the other countries, where inspectors try to perform both these functions, it is with less effectiveness, because they are unable to concentrate their attention on a primary duty.

In countries where assessment and evaluation is assigned to autonomous or semi-autonomous organisations or to a clearly detached department, more visibility of the results of providing this service is apparent than in those which claim to provide this service in a Ministry department within a legalistic-administrative bureaucracy. The dissemination of assessors' and evaluators' findings can be classified into three categories: open, uncensored publication; open, partially-censored publication; and closed confidentiality. The most open systems are currently to be found in England and Scotland and the most closed in the Federal Republic of Germany.

In the past, serious constraints on the effectiveness of this service have been: inadequate staffing, inadequate preparation for the tasks of inspection (training), inadequate in-service education (professional development), inability to keep up to date in subject-area specialisation, absence of a clear philosophy of assessment and evaluation with a consequence of there being no plan, lack of a regular review of the inspectorate's mission, absence of a management evaluation process in the Ministry department having the responsibility for the functions, infrequent presence in schools, poor organisation or lack of co-ordination, inadequate articulation between assessors responsible for different school types, too many partially-related tasks or involvement with unrelated tasks which should be assigned to others, assignment to other tasks before the completion of a current task, lack of autonomy.

When external evaluation is used to criticise schools negatively, linking 'external evaluation for control' with 'internal assessment for development' is paradoxical and problematic. Assessments made by teachers for

internal school development which are then used in an external evaluation to condemn a school do not lead to positive attitudes towards an 'evaluation culture'.

The credibility of assessment and evaluation depends on the high quality of personnel performing these functions. Given that 'proven experience in teaching' and 'a good career record' are necessary, they are, however, not sufficient criteria for selection. Insufficient provision of good quality preparation and training is apparent and it is a major shortcoming in some countries. Evidence of clear, thorough objectives in a concise training programme was given from The Netherlands. An example of continuous appraisal linked to professional development needs of individual inspectors was given from Scotland.

6.4 General observations

This initiative was a worthwhile professional development opportunity to enrich our knowledge about practical solutions in a field of vital common educational interest. The exposure of deep differences in the philosophy underlying the assessment and evaluation of schools and the approaches used has shown that a simple international exchange of inspectors, advisers and supervisors is of little consequence unless the professionals working in this domain are given a thorough briefing about other systems in order to enlighten professional insights and to counter prejudice about other countries' priorities.

There are difficulties in the initiation of such work. Conventional attitudes towards the usefulness of international studies by key persons in Ministry departments have to be overcome. In most cases there was excellent support but in a very few cases there was a lack of serious commitment and non-financial support of participants even though there had been a genuine interest and a serious need to have information on the themes.

It is strenuous for practitioners to be involved in this kind of work due to their regular duties and heavy workload. Practitioners are used to getting the work done; analysing it and explaining it can be as difficult as trying

to explain the grammar of one's own language to a foreigner. It is a credit to them that the quality of many of the presentations is so high. Difficulties arose because some were not used to having to reflect on or analyse the purpose of their own work. This problem is particularly noticeable where there is a lack of training or in-service education about the objectives of this field of work and the methods which are being applied.

6.5 Achievement

The subjects being investigated are important in all systems of school education. Too little attention has been devoted to them in the past. They will be of growing concern in the future because of the current demands for greater economic efficiency and quality.

The documentation produced has given essential insights into the philosophy behind external assessment and evaluation of schools in nine member states of the European Union, the methods of working and the approaches to training in this field. There was clarification at international level of the strengths of several approaches to assessment and evaluation.

It developed work previously supported by subventions from the European Commission which provided continuity and the opportunity of analysing the issues raised in previous work more thoroughly.

This book will provide a solid basis for the further exchange of information and experience in international encounters in this field for practitioners, trainers and researchers.

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Assessing, Evaluating and Assuring Quality in Schools in the European Union

Appendices

Appendix 1

Classification of general suggestions into major topic areas

Prior to the Planning Seminar, participants were requested to present a short list of topics which were of concern in their own countries in the domain of assessment and evaluation. These topics were to form the basis of discussions from the point of view of the participants' interests, but they were also to be aligned with the main objectives of the initiative. All the topics were merged and classified into main themes. Two working groups produced similar groupings of the total number of items submitted.

Working Group A

Area A1 – Quality Assessment

How can differentiated standards of quality be defined in the inspection of schools, instead of simply the crude use of examination results and academic achievement?

To what extent and by what methods can an inspectorate influence values in school education (social capacities, anti-racism, democracy, European dimension)?

The balance between establishing national – or even international – standards of quality in schools and at the same time maintaining the sense of autonomy and responsibility for quality in the individual schools

Agree on as precise as possible definition of the two words in the title of this initiative
(assessment and evaluation). Does each of them have the same meaning for all the participants?

Study the ways in which assessment, inspection and advising are managed and standards of quality. What standardised methods and procedures are used?

Criteria and processes by which the quality of schools or specific pedagogical measures (innovations, reforms, school pilot experimental projects) could be measured.

Possibilities and limits of the standardisation or establishment of norms of quality criteria at the European level.

How can school inspectors and schools develop common criteria for the quality of schools?

Are there procedural ways and methods to record and evaluate learning results over and above subject-oriented learning?
The methods of internal and external evaluation.
What, if any, is the connection between internal and external evaluation?
Provide reports on experience with internal and external evaluation.

Internal Evaluation: degree of openness/degree of validity/connection between autonomy and the ability to undertake self-evaluation/What is the role of school supervision in this process/undertaking.

Can one recognise a change in the understanding of roles amongst teachers and pupils when evaluation becomes an organic part of the teaching and learning process?

To what extent is there a connection between evaluation ability and specific forms of teacher in-service training?

Who evaluates school supervisors and how/Who protects inspection from suspicions?

How does the inspection process care for the assurance of quality (comparability)

Area A2 The Organisation and Management of Evaluation

How is the follow-up to inspectors' or an inspectorate's reports guaranteed?

Examine the various systems of evaluation through inspection that contribute to school improvement and raise standards of achievement.

What are the roles of parents and lay people in evaluating school effectiveness?

Is it possible to envisage a European Inspectorate? If yes, what could its functions or tasks be? By whom or by what institution should it be established and how should it be organised?

Apart from a working group with heterogeneous objectives, establish at least one other working group for inspectorates which have similar working methods.

Seek the means by which standardardised working methods, instruments and procedures (in some areas of an inspectorate's work) could be established in a few countries. This would be of great importance for producing international reference data on the quality of education.

If School Development is regarded as a long term process who takes what responsibility within this process?

What evaluation instruments are available in the several countries?

Critical Questions
Who evaluates school supervisors and how
Who protects inspection from suspicion?
How does the inspection process care for the assurance of quality (comparability)
Is there a secret connection between inspection and supervision?

Area A3 Internal and External Evaluation

What is the role of structured school self-evaluation?

Ways in which assessment, inspection and advising are managed:
Standards of quality

How can the gradual development of internal school evaluation and external school evaluation look like?

How can you provide a balance between inspection on the one hand and support on the other?

Evaluation
Reports on experience with internal and external evaluation.
Methods of internal and external evaluation.
Internal Evaluation (degree of openness / degree of validity / connection between autonomy and the ability to undertake self-evaluation / What is the role of School Supervision in this process / undertaking).
Can one recognise a change in the understanding of roles amongst teachers and pupils when evaluation becomes an organic part of the teaching and learning process?
To what extent is there a connection between Evaluation ability and specific forms of teacher in-service training?
What, if any, is the connection between internal and external evaluation?

Area A4 The Inspection / Advising Dilemma

What mechanisms exist to ensure linkage between Inspection Services and Advisory Services? Who carries the responsibility for making changes recommended by an inspectorate and how are they held accountable?
In the Italian school system, the Inspectorate's tasks are also those of helping (= assisting) schools (teachers, heads, parents) from a didactic point of view; in short they should also assure quality in schools.
Can the Inspectorate also assess / evaluate the schools?

(33) Can "Personnel evaluation of Teachers" and "Personal advising of Teachers" be compatible when combined in the same "office"?

(36) Critical Questions: Who evaluates school supervisors and how/Who protects inspection from suspicions?
How does the inspection process care for the assurance of quality (comparability)
Is there a secret connection between inspection and supervision?

Area A5 Aggregation and Policy Advice

Examine the mechanisms for aggregating schools inspection reports in different systems.

Determine how such aggregation serves the process of policy formulation

Ways in which assessment, inspection and advising are managed:
Mechanisms for aggregating school inspection reports in order to serve the process of policy formulation

Area A6 Reports and Dissemination

What are the roles of parents and lay people in evaluating school effectiveness?

In what form and how widely are the findings of school inspections and the outcomes of school performance disseminated and/or published?

Where are there experiences from which we can directly profit?

Area A7 Inspectors' Professional Development

The qualifications and possible professional development of inspectors and advisers.

Apart from a working group with heterogeneous objectives, establish at least one other working group for inspectorates which have similar working methods.

Seek the means by which standardardised working methods, instruments and procedures (in some areas of an inspectorate's work) could be established in a few countries. This would be of great importance for producing international reference data on the quality of education.

Training of future school supervision officers for their functions taking into consideration: the organisation of the school, subject area supervision, system counselling.

Professional Development and In-service Training of practising school supervision officers (i.e. already holding office) as well as other persons (educational advisers, system analysts, organisational development experts)
Which professional development methods for school inspection have been shown to be successful?

Qualifications
How can school supervisors be trained in order to be able to undertake comprehensive school evaluation? (Assessment/ on-the-job/ senior staff academy)

Connected to the previous question the aspect of personnel development and leadership of personnel
What do the countries invest in the training of personnel with leadership and special function responsibilities?

Critical Questions: Who evaluates school supervisors and how/Who protects inspection from suspicions?
How does the inspection process care for the assurance of quality (comparability)

Working Group B

B1. External Evaluation

How is the follow-up to Inspectors' or an Inspectorate's Reports guaranteed?

How can differentiated standards of quality be defined in the inspection of schools, instead of simply the crude use of examination results and academic achievement?

To what extent and by what methods can an inspectorate influence values in school education (social capacities, anti-racism, democracy, European dimension)?

What mechanisms exist to ensure linkage between Inspection Services and Advisory Services? Who carries the responsibility for making changes recommended by an inspectorate and how are they held accountable?

Examine the various systems of evaluation through inspection that contribute to school improvement and raise standards of achievement.

What are the roles of parents and lay people in evaluating school effectiveness?

In what form and how widely are the findings of school inspections and the outcomes of school performance disseminated and/or published?

The balance between establishing national – or even international – standards of quality in schools and at the same time maintaining the sense of autonomy and responsibility for quality in the individual schools

In the Italian school system, the Inspectorate's tasks are also those of helping (= assisting) schools (teachers, heads, parents) from a didactic point of view; in short they should also assure quality in schools.
Can the Inspectorate also assess / evaluate the schools?

Examine the mechanisms for aggregating schools inspection reports in different systems.

Determine how such aggregation serves the process of policy formulation

Seek the means by which standardardised working methods, instruments and procedures (in some areas of an inspectorate's work) could be established in a few countries. This would be of great importance for producing international reference data on the quality of education.

Ways in which assessment, inspection and advising are managed:
Standardised methods and procedures

Ways in which assessment, inspection and advising are managed:
Standards of quality

Ways in which assessment, inspection and advising are managed:
Mechanisms for aggregating school inspection reports in order to serve the process of policy formulation

Possibilities and limits of the standardisation or establishment of norms of quality criteria at the European level.

How can the gradual development of internal school evaluation and external school evaluation look like?

What evaluation instruments are available in the several countries?

B2. Internal Evaluation

How is the follow-up to Inspectors' or an Inspectorate's Reports guaranteed?

How can differentiated standards of quality be defined in the inspection of schools, instead of simply the crude use of examination results and academic achievement?

To what extent and by what methods can an inspectorate influence values in school education (social capacities, anti-racism, democracy, European dimension)?

What mechanisms exist to ensure linkage between Inspection Services and Advisory Services? Who carries the responsibility for making changes recommended by an inspectorate and how are they held accountable?

Examine the various systems of evaluation through inspection that contribute to school improvement and raise standards of achievement.

What is the role of structured school self-evaluation as a basis and context for external evaluation and school improvement?
What are the roles of parents and lay people in evaluating school effectiveness?

The balance between establishing national – or even international – standards of quality in schools and at the same time maintaining the sense of autonomy and responsibility for quality in the individual schools

Examine the mechanisms for aggregating schools inspection reports in different systems.

Ways in which assessment, inspection and advising are managed:
Standards of quality

Criteria and processes by which the quality of schools or specific pedagogical measures (innovations, reforms, school pilot experimental projects) could be measured.

Are there procedural ways and methods to record and evaluate learning results over and above subject-oriented learning?

How can the gradual development of internal school evaluation and external school evaluation look like?

What evaluation instruments are available in the several countries?

B3. Professional Development of Inspectors and Senior Managers of Schools

What mechanisms exist to ensure linkage between Inspection Services and Advisory Services? Who carries the responsibility for making changes recommended by an inspectorate and how are they held accountable?

The qualifications and possible professional development of inspectors and advisers.

In the Italian school system, the Inspectorate's tasks are also those of helping (= assisting) schools (teachers, heads, parents) from a didactic point of view; in short they should also assure quality in schools.
Can the Inspectorate also assess / evaluate the schools?

Is it possible to envisage a European Inspectorate?
If yes, what could its functions/Tasks be?
By whom/what institution and how should it be organised?

Training of future school supervision officers for their functions taking into consideration: the organisation of the school, subject area supervision, system counselling.

Professional Development and In-service Training of practising school supervision officers (i.e. already holding office) as well as other persons (educational advisers, system analysts, organisational development experts)

How can school inspectors and schools develop common criteria for the quality of schools?

Where are there experiences from which we can directly profit?

If School Development is regarded as a long term process who takes what responsibility within this process?

Which professional development methods for school inspection have been shown to be successful?

Can "Personnel evaluation of Teachers" and "Personal advising of Teachers" be compatible when combined in the same "office"?

Qualification
How can school supervisors be trained in order to be able to undertake comprehensive school evaluation? (Assessment/ on-the-job/ senior staff academy)
Connected to the previous question the aspect of personnel development and leadership of personnel
What do the countries invest in the training of personnel with leadership and special function responsibilities?

Appendix 2

Aspects to be considered in assessment and evaluation

(1) The Assessment and Evaluation of Persons		
Pupils[1]	Teachers	Headteachers

2) The Evaluation and Assessment of the System		
Learning	Teaching	School Leadership
Curriculum	Methods/Didactics	The school as an organisation
A subject area in a school	A subject area at a level of schooling	Schools in the whole school system

(3) Departments other than "Inspection" and "Advisory Services" which also carry out assessment and evaluation

(4) Other organisations outside the Ministry of Education which are also involved in this field

1 As inspectors, advisers, and supervisors are not normally involved with pupil assessment and evaluation, this category need not be addressed.

Appendix 3

Questions for Group Work

Working Group A

TOPIC A: EXTERNAL EVALUATION

		Level			
		System	**School**	**Teacher**	**Pupil**
A1.	What do we assess / evaluate?				
A2.	How do we assess / evaluate?				
A3.	How do we assess values / ethos?				
A4.	How do we ensure consistency?				
A5.	What are the roles of pupils / parents / lay persons / other groups or organisations?				
A6.	How are findings reported / disseminated?				
A7.	How are findings aggregated?				
A8.	How do the findings contribute to development?				
A9.	How does external evaluation contribute to internal evaluation?				

Working Group B

TOPIC B: INTERNAL EVALUATION

		Level			
		System	**School**	**Teacher**	**Pupil**
B1.	What do we assess / evaluate?				
B2.	How do we assess / evaluate?				
B3.	How do we assess values / ethos?				
B4.	How do we ensure consistency?				
B5.	What are the roles of pupils/ parents / lay persons / other groups or organisations?				
B6.	How are findings reported / disseminated?				
B7.	How are findings aggregated?				
B8.	How do the findings contribute to development?				
B9.	How does internal evaluation contribute to external evaluation?				

Working Group C

TOPIC C: PROFESSIONAL DEVELOPMENT

		Evaluation function	**Advisory/ Support function**
C1.	Who needs professional development?		
C2	How are needs identified?		
C3.	How diverse is the range of development activities?		
C4	How are the needs met?		
C5.	What provision is made for professional development?		
C6	What is the link between professional development and research?		
C7.	What are the links with development agencies external to the school system?		
C8	Does strategic planning involve professional development?		
C9.	How does professional development affect career structure?		

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