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# **1<sup>st</sup> national report**

## **-Germany-**

**A description of responsibilities, structures and  
developments in the field of teacher and trainer  
evaluation**

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## List of Abbreviations

BBiG	Vocational Training Act (Berufsbildungsgesetz)
BIBB	Federal Institute for Vocational Training (Bundesinstitut für Berufsbildung)
BLK	Bund-Länder-Commission for Educational Planning and Research Promotion (Bund-Länder-Kommission für Bildungsplanung und Forschungsförderung)
BMBF	Federal Ministry for Education (Bundesministerium für Bildung und Forschung)
GEW	Trade Union of Education and Science (Gewerkschaft Erziehung und Wissenschaft)
IHK	Chambers of Industry and Commerce (Industrie- und Handelskammer)
KMK	Standing Conference of the Ministers of Education and Cultural Affairs of the Länder in the Federal Republic of Germany (Ständige Konferenz der Kultusminister der Länder in der Bundesrepublik Deutschland)
VHS	adult education centre (Volkshochschule)

# **1. Introduction: The German Education Governance**

## **1.1. General education**

The German education system is characterised by federalism. The Basic Law provides the 16 federal states (*Länder*) with almost full jurisdiction in educational matters. Education in schools is regulated by the laws of the federal states. The limited role of the federal level and the great differences across the federal states leads to a high degree of complexity and diversity. School administration on federal state level is centralised and separated from other sectors.

In order to avoid fragmentation, a federal body, the Standing Conference of the Ministers of Education and Cultural Affairs of the federal states (KMK) was established in 1948. All resolutions of the KMK have to be adopted by the ministers, and then implemented by the federal states through their own legislative and administrative acts. Another federal body, the BLK (Commission for educational Planning and Research Promotion) enhances innovations through the promotion of pilot programmes (e.g. in the field of school development and evaluation).

Most of the federal states administrate education by dividing responsibilities between the central administration head by the minister of education and self-governing local authorities. The structure of local governments consists of 445 district governments, (of which 313 are associations of rural municipalities and 132 are autonomous town municipalities).

## **1.2. Vocational education**

In the "dual system", the state as the responsible body for vocational schools is directly involved in initial vocational education. By predefining basic conditions the state exerts indirect influence on initial training in companies. In a broader sense, the dual model is a state-run model of initial vocational education. At regional level Chambers of Industry and Commerce (IHK), chambers of crafts, chambers of agriculture, and chambers of the liberal professions are in charge of monitoring intra-enterprise implementation of state-run conditions. However, other important bodies in the dual system are trade unions and employer's federations. Being represented in appropriate commissions on federal and federal state level, they exert influence on subject-matters and the implementation of new regulations. The Federal Institute for Vocational Training (BIBB) as the important key player in this field was set up for

standard-setting, evaluation of vocational education and training frameworks (“*Ausbildungsordnungen*” - not teacher evaluation) and school development. It advises the Federal Ministry for Education (BMBF) on vocational training matters.

### **1.3. Continuing education/ Adult Education**

As in the general education sector, state powers for continuing education are principally vested in the federal states and not in the federal government. Continuing education institutions in Germany are manifold and the number of institutions is very high. They differ depending on whether they are governed by commercial interests (distance education institutes), private social interests (e.g. churches), public interests (community adult education centres, “VHS”) or organisational interests (commercial companies). Continuing vocational education is offered for all occupation groups as well as for unemployed persons. Companies play the most important role in the field of continuing vocational education. According to the pluralistic structure of Adult Education in Germany, funding relies on a variety of sources: the state (the Federation and the Länder) and the local authorities; the (private) economy; the sponsoring bodies of adult education institutions; private households; and the Federal Labour Agency.

The following sections focus on teachers in the fields of general and vocational education, as they are both usually civil servants for life. Their education and professional careers are determined by the training and career guidelines established by the State. Due to the fact, that trainers are a very heterogeneous group, we will mainly focus on trainers in the VET sector, not on general adult education.

## **2. Minimum Entry Requirements and Certification for Teachers and Trainers**

### **2.1 Minimum Entry Requirements and Certification for Teachers**

**Teachers** in Germany at public-sector schools in the old (western) Federal States are mostly civil servants for life under the senior service and are employed by the Federal States. In the new (eastern) Federal States they are employed as salaried employees. The teachers have to pass through several stages of preparation and

graduation of the first and second state examination.<sup>1</sup> Initial teachers' education is provided at universities<sup>2</sup>. In order to enter the teacher training programme at university students have to have a general upper secondary qualification (*Abitur*). The form of teacher training is determined by the specific teaching careers related to different types of schools (*Grundschule, Hauptschule, Realschule, Gymnasium, Berufsschulen*). Thus there are many different teaching careers which all have a common structure. The first phase covers at least two subjects (subject-related studies and subject-related teaching methodology) as well as educational studies (psychology, sociology, educational science). The “*first state examination*” (*1. Staatsexamen*) focuses on general academic knowledge. There is no catalogue of teaching practice competencies in order to be admitted to the second phase. In the field of vocational teacher training there has recently been a trend to offer alternative certification procedures because the teacher demand exceeds the supply. Persons who did not graduate from a teacher education programme but who hold other university diploma can enter the preparatory service. Therefore these persons usually did not study in educational sciences.

The second phase, the *preparatory service (Referendariat)* is partially organised in schools, as an on-the-job-training and partially in special non-university teachers' training institutions (*Studienseminare*). Seminars are controlled by the federal state ministries of education. During the second phase of training students are regularly evaluated at the level of teaching practice. Taking the example of North-Rhine Westfalia, these observations (*Unterrichtsbeobachtungen*) do not include clear criteria for good teaching practice. Instructors (*Fachleiter/ Seminarleiter*), who attend classes as observers focus on four categories: 1. process/analysis, 2. planning, 3. realisation and 4. teacher -student interaction. The procedure of measuring the teaching practice is quite unclear and more or less left to the individual judgement of teacher educators and mentors at schools.

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<sup>1</sup>Initial teacher education lasts at least five years for primary teachers, six years for secondary teachers, (six) up to seven years for vocational school teachers.

<sup>2</sup> The only exception is the federal state of Baden-Wurttemberg which educates primary school teachers, lower secondary teachers and special education teachers at colleges of education (*Pädagogische Hochschulen*).

The second phase lasts 1.5 or 2 years and is completed by the "*second state examination*", which consists of a written thesis, oral examination and evaluation of teaching. Each federal state has set examination regulations, governing examination prerequisites, content and examination procedure of teaching practice (e.g. see *OPV of NRW, §34 "Unterrichtspraktische Prüfungen"*). The final examination of teaching practice is carried out by the department for examinations on federal state level (*Landesprüfungsamt*). Similar to the evaluations during the training phase, criteria for the success or failure are rather general.

The federal state of Bavaria<sup>3</sup> is an exception, its regulations for the second state examination are contained in a short and more differentiated catalogue of competencies: teaching competence (LPO II, § 22), educational competence (LPO II, § 22a), competence to apply subject-matter knowledge (LPO II, § 22b).

After successful completion of the preparatory service, teachers apply for a permanent post. But, instead of choosing a concrete job, teachers are recruited through candidate lists. Each ministry in the 16 federal states is responsible for selecting and hiring new teachers and it also decides how to select them. The position of a teacher on a candidate list depends mainly on his academic performance, based on the average grades of the first and second state examination and to some extent on the assessment of teaching performance. Geographical preferences of the teacher are not always taken into account. Special regulations concerning geographical preferences exist for married couples and for those with relatives in need of care. Some federal states have additionally adopted open recruitment, which means that the applicant can more directly choose the school and the school can choose the candidate.

New teachers are appointed as civil servants on probation. In general, this probationary period lasts two years. During this phase, the teacher's aptitude is monitored regarding the permanent appointment as a civil servant. Teachers are suitable for this status if they are qualified, in a good state of health, less than 35

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<sup>3</sup> In all categories of the PISA survey (reading literacy, mathematical literacy and scientific literacy) the performance of Bavarian students has been significantly better than those of the students in the other federal states.

years old and holding German or EU citizenship. After successful completion of an exam (including two class observations, conversations with the teacher and a colloquium focusing school law), teachers are appointed as civil servant for life.

## **2.2 Minimum Entry Requirements and Certification for Trainers**

The group of **trainers** is highly heterogeneous. There are part-time trainers, which are by far the majority, and there are those working full-time as trainers. In addition, there are trainers in apprenticeship training (*Ausbilder*) and trainers in continuing vocational training (*Weiterbildner*). According to the Vocational Training Act (*Berufsbildungsgesetz, BBiG*) an apprenticeship trainer is a person imparting knowledge and skills to trainees in a company. Since 1972 these trainers have to prove their vocational aptitude as well as work-related and vocation-related pedagogical aptitude. The vocational aptitude includes the required knowledge and skills of the respective profession. Usually the apprenticeship trainer has to be at least 24 of age and hold a final examination in the apprenticed profession. (§ 76, BBiG). Additionally an adequate knowledge of rules and regulations of the BBiG, relations in apprenticeship, training planning and the support of learning processes is required.

Until 2003 work-related and vocation-related pedagogical aptitude had to be proven by a certificate or attestation according to the Trainers' Aptitude Ordinance (*Ausbilder- Eignungsverordnung (AEVO)*).<sup>4</sup> This additional certificate is not necessary since 2003. The AEVO had been valid for trainers in various fields but not in the professions (*freie Berufe*).

In all other areas of continuing (vocational) education and training there are no regulations for the teaching personnel. The work is mostly done as a part-time job, in companies or extra-company institutions. Full-time employees usually also work in education management and only to a small extent as trainers. The professional backgrounds of VET trainers are very diverse; there are teachers, educationists, psychologists, or specialists of their fields without any pedagogical qualification.

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<sup>4</sup> Once he/she holds this certificate no further evaluations of her qualifications took place.

The necessary knowledge for the occupation in continuous or adult education is mainly acquired informally, by "learning by doing", self-directed learning (books, e-learning) or talks with colleagues. A systematic practical training does not exist yet.

### **3. Continuing Compulsory Evaluation (based on governmental authorities regulations)**

#### **3.1 Historical Role and Focus of Teachers' and Trainers' Evaluation**

Although school authorities have existed for a very long time, there has never been a tradition of systematic school or teachers' evaluation in German schools. Being employed as civil servants, teachers have seldom been evaluated compared to other professions e.g. in the private sector of economy. Non-regulatory evaluation instruments have rarely been used; regular teacher evaluation in a narrow sense has been carried out by state supervisory authorities according to legal regulations. This kind of supervision or inspection is situated in a system where teachers have a wide range of freedom, as long as they fulfil their general curricula. (c.f. Buhren, 2002). The debate about evaluation of teaching, learning and organisational structure in the education system started in the end of the 1980's, when research groups focused on schools, school development and school quality. Another impulse for development in this field was given by the more recent results of the PISA surveys, which have shown that schools in Germany are rather mediocre in students' achievement.

The legal regulation for the official appraisal of a civil servant is stated in the guidelines for *civil servants (LBG-Landesbeamtengesetz*, eg. § 104 LBG NRW). These guidelines stipulate the appraisal of occupational aptitude, qualification and achievement a) on specific occasions e.g. before the expiration of the probationary period, promotion or transfer and b) at periodic intervals. For teachers and head teachers at public schools the school ministries of the 16 federal states remitted specific guidelines for the appraisal ("*Richtlinien für die dienstliche Beurteilung der Lehrkräfte sowie der Leiterinnen und Leiter an öffentlichen Schulen und Studienseminaren*"). Within 16 German countries and 16 more or less different school systems and school ministries the decrees differ very much, but they all contain occasions and terms, jurisdiction and criteria for the appraisal.

a) **Appraisal on specific occasions:**

1. *promotion*: In general, teachers in Germany have the following opportunities for promotion: They can apply for positions in school supervision (*Schulaufsicht*), initial teacher education (*Amt in der Lehrerausbildung*) or school management (head teacher/ *Schulleiter*, director of studies/ *Studiendirektor*). The regular moves up the salary scale are generally not linked with appraisal.

2. *Transfer*: to another federal state, to another country, university etc.

3. *End of probationary period/ becoming civil servant for life*

b) **Regular appraisal at periodic intervals** aims at ensuring that teachers are fulfilling their duties. These appraisals have been carried out only in some federal states, (actually in Baden-Wurtemberg, Bavaria, Berlin, Rhineland-Palatinate, Saarland, Saxony und Thuringia (Source: GEW, 2003). Taking the federal state of Saarland as an example, the decree (*Richtlinien für die dienstliche Beurteilung*, 1987) provides for a regular appraisal of teachers at least every five years. Appraisal factors in Saarland consider: Quality and success in the field of teaching, educational work ("*erzieherisches Wirken*"), willingness to attend training courses, social competencies e.g. the ability to work under pressure, operational readiness. Regular appraisal normally includes a performance report by the head teacher. The performance report (in Rhineland-Palatinate) is based on e.g. the following appraisal factors: aptitude/operating efficiency, pedagogical skills and achievement, position in the teachers' body, collaboration with parents, other achievements.

Regarding **trainer evaluation**, there are no binding regulations by governmental authorities. Evaluation in continuing education is mainly carried out on institutional level. In the laws and provision for the support of continuing education Federation and federal states have formulated minimum requirements for institutions of continuing education. Some federal states have adopted specific quality assurance standards. The quality of services, as well as personnel and organisational requirements of the institutions is guaranteed by Total Quality Management (EFQM) or certification to ISO (9000-9004) standards. Both systems, developed in the economic sector, refer more or less to consumer satisfaction, and are each concentrated on organisational change. Furthermore, both concepts do not concentrate specifically on teaching quality and do not include guidelines for

pedagogical design, so that evaluation of teaching performance is not a compulsory part and cannot be achieved through QM- certifications.

Since the early 70ies the Federal Institute for Vocational Training (BIBB) has been developing instruments and criteria for quality assessment. (see e.g. [www.bibb.de/checkliste.htm](http://www.bibb.de/checkliste.htm)) These instruments are used by the Federal Employment Office for the evaluation of Continuing Education courses and for the planning of measures. Within the context of a model project the BIBB distinguishes between measure-related and organisation-related criteria. Measure-related criteria focus on the realisation of training sessions and also include the qualification of the teaching personnel in consideration of pedagogical and professional aspects. Actually the BIBB is discussing specific demands on trainers regarding intercultural competencies within the work with migrant labourers.

(see [http://www2.bibb.de/tools/fodb/pdf/at\\_24101.pdf](http://www2.bibb.de/tools/fodb/pdf/at_24101.pdf))

### **3.2 Current Focus of Teacher and Trainer's evaluation (theoretical model and fundamentals for the evaluation system)**

The German education system is currently facing the challenge of reforming the initial teachers' education. These reform initiatives aim amongst others at the intensification of the relations between the first and the second phase and at the improvement of teaching practice with regard to diagnostical and methodological skills.

In view of the results of the PISA survey<sup>5</sup> the KMK declared in December 2001 that they will take measures for the modernisation of the German educational system. They defined seven fields of action including continuous quality assurance based on standards and result-oriented evaluation. Measures are also to be taken in the area of improving teaching activity particularly with regard to diagnostical and methodical competencies. These measures are embedded in the following overall strategies:

- Definition of standards and introduction of new programmes

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<sup>5</sup> TIMMS, IGLU and particularly the PISA survey indicated that the performance of the German school system is significantly lower than that of other OECD countries.

- School development processes: greater school autonomy and responsibility for school principals, development of school specific profiles, promotion of inter-school cooperation
- Regular assessment of students achievements
- Establishment of quality management processes on institutional level
- Evaluation of schools and teachers
- Role changes of school inspectors (*Schulaufsicht*) aiming at the advisory function of school authorities

On the federal level most of the states implemented legislations for internal, external or self- evaluation. Some countries like North-Rhine-Westfalia, Hesse, Bremen, Hamburg or Sleswig-Holstein are obliged to develop school programmes and conduct evaluations on school level. Taking North-Rhine- Westfalia as an example, the revised decree (2003) contains guidelines for internal evaluation and school development. Within the course of internal evaluation teachers should e.g. carry out student's ratings on their teaching performance. But unfortunately limited information is available regarding the use of these instruments. In most cases evaluation practise is still at an experimental level.

Regarding quality assurance the main emphasis in North-Rhine-Westphalia is currently on the development of core curricula (in German, English and Maths) and student's assessment ("*Lernstandserhebungen*"). Teaching evaluation does not have a high priority in the public dispute and there is no widely accepted definition of teaching quality or even teaching competencies.

The actual debate on quality and transparency in **continuing education** is among other things characterised by the implementation of the foundation "Stiftung Bildungstest". Starting 2002 the foundation -set up by the Federal Ministry for Education- intends to conduct 20 studies on vocational training courses each year and influence the quality development in Continuing Education institutions. Usually these studies are based on scientific criteria, but there is no prescribed set of methods. Stiftung Bildungstest is one test procedure amongst others, which concentrates on the providers' quality according to customer needs.

### 3.2 Legal frame for Teachers and Trainers evaluation

*Which are the evaluation standards for teachers and trainers? (Quality indicators based on knowledge about teachers and trainers activities and outcomes)*

As a basis for the reform process new standards for **teachers'** education have been formulated by the Standing Conference of the Ministers of Education and Cultural Affairs of the federal states (KMK) in 2004. These standards specify competencies in the educational sciences focusing on initial and continuous teachers' education. The KMK defines five responsibilities of today's teachers:

1. Teachers are experts in the fields of teaching and learning. (Major tasks: planning, organisation, accomplishment, reflection of teaching and learning processes, individual and systematic evaluation.)
2. Teachers are aware of their duty to educate, which is linked to their lessons and to school in general)
3. Teachers fulfil their evaluation and consultancy tasks in a responsible, competent and equitable way (psychological, pedagogical and diagnostic competences)
4. Teachers are encouraged to continuously review and improve their skills
5. Teachers participate in school development such as improving the quality of learning, internal and external evaluation. (see KMK, 2004)

Taking the first aspect as an example, three competencies are specified and assigned to 3-4 standards for a) the theoretical phase and b) practical phase of teacher education. Teaching competence (see 1.) is defined as follows:

Teaching competence:

#### **Competency 1:**

Appropriate and professional design/accomplishment of the teaching process

#### **Competency 2:**

Supporting the process of learning by providing learning environments which are motivating and enable the students to synthesise and apply their knowledge

**Competency 3:** Fostering the student's ability of self-directed learning and working (see KMK, 2004, p.8)

In December 2004 the federal states agreed on implementing and adopting the standards in teachers' education in 2005/2006. This will affect the conditions of studying, the preparatory service as well as continuing teachers' education. Moreover, the federal states agreed on evaluating teacher education on a regular basis.

Although there have always been attempts to measure or to evaluate **training quality**, the question about adequate methods and standards remains unsolved. Following quality indicators concerning VET trainers are actually discussed by trainer alliances ([www.managerseminare.de](http://www.managerseminare.de)).

### **Input criteria**

- The trainer's vocational education: The determination of this criterion bears some problems, because there is no specific training for trainers. (except for trainers in specific branches). Some programmes of study might comply with the requirements better than others do.
- Professional experience: it is difficult to determine a definite timeframe
- Additional qualifications: the weakness of this criterion is that under certain circumstances, it might create tension between different schools offering these additional qualifications
- Training methods: transparency and diversity: shows the trainers' capability to handle the demands of clients and participants
- Preparation of the training: verbal agreement on contents, targets and methods

### **Output criteria**

- Students' satisfaction: without a doubt a meaningful quality indicator, but students may also be biased in their ratings, in other words satisfaction does not necessarily mean learning progress
- Realisation and application of the knowledge taught in the training: transfer and attitude changes

### **3.4 Responsibility for the teachers' and trainers evaluation**

**Teacher evaluation** is done by state supervisory authorities. The school inspectors as regional and district authorities operate under the direct supervision of the education minister. They are responsible for legal and professional supervision and inspection. Depending on the federal state appraisals (on periodic intervals and/ or on specific occasions) are carried out by the head teacher or/and school inspectors (*Schulaufsicht*). School inspectors (*Schulaufsichtsbeamte*) have to provide evidence of the same qualifications as teachers, in addition they must have completed several years of experience as a teacher and as a head teacher or deputy head teacher. For probationary teachers and teacher trainees, head teachers are responsible for the appraisal.

Educational research institutes which are subsidiary to federal or federal state ministries are used for quality assurance and evaluation purposes. For example, the Institute for School Development Research in Dortmund has been conducting research with schools in the field of self-evaluation or quality management. In North-Rhine-Westfalia there are also links to the Landesinstitut für Schule und Weiterbildung (Federal Institute for School and Continuing Education).

### **3.5 Instruments and methods**

Generally, teacher appraisal is based on visits to classes by school inspectors (*Schulaufsichtsbeamte*) and/or the head teacher, performance reports by the head teacher, as well as inspection and assessment of the student's work.<sup>6</sup>

Following the revised decree of NRW performance reports by the head teacher have to be based on observations over a longer period, class visits and conversations with the teacher. Teacher evaluation/appraisal in case of promotion has to also focus on leadership skills such as human resource management, school management and communication skills.

Based on the report of the head teacher, a staff member responsible for school supervision (*Schulaufsichtsbeamter*) submits a final performance report including an overall verdict. For this overall verdict multi-level scales are used (e.g. particularly suitable/ suitable to a good extent/ suitable/ unsuitable). Taking the federal state of

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<sup>6</sup> The role of the inspectors is confronted with changing demands from schools.

Baden-Württemberg as an example, several appraisal forms are used for regular teacher evaluation. Scales regarding teaching performance (planning, use of methods and media) and capacities (relation to the students, colleagues and supervisors, class climate, discipline) are the basis for the performance report (Bessoth 1994).

Superintendence by school inspectors refers to observation of teaching, but the process of measuring the effectiveness seems to be more or less left to personal judgement. Within the scope of the concretion of the teacher's profile there are actually district authorities giving out guidelines including observation criteria for the effectiveness of teaching. Limited information is available regarding the use of these observation criteria.

### **3.6 Effects and consequences**

The main purposes of teacher evaluation have been described in the previous segments. Teacher evaluation occurs mainly during the initial training (first and second phase) at the end of the probationary period, in case of promotion, transfer or in some federal states on periodic intervals. It is used for quality assurance and the teacher's professional development.

After completion of the first and second state examination teachers apply for permanent posts at schools. The average grades influence the position on the candidate list and therefore the allocation to schools.

New teachers are appointed as civil servants on probation. Average grades of the first and second state examination can also affect the length of the probationary period. Probationary teachers pass a final exam in order to be appointed for life.

Marks which have been used during the preparatory phase (1-very good, 2- good, 3- satisfactory 4- adequate, 5- deficient, 6- insufficient) are then replaced by following formulations: "has exceptionally proved himself/herself" "has proved himself/herself" or "not yet proved himself/herself. Furthermore, this grading which is confirmed in a personal file becomes relevant in case of promotion (e.g. as a head teacher). Teachers are seldom evaluated after they are established in post. Thus, appraisals on periodic intervals, which are only applied in some federal states, have little consequences on the teachers' career. An underperforming teacher may be required to undergo further education or to move to another school, but dismissal is extremely rare (at the most, it occurs during the probationary period).

## **4. Continuing Voluntary Evaluation**

In Germany several voluntary evaluation methods have been developed. Especially the approach of self-evaluation is dominant. The origins of school self-evaluation are located in the reorganisation of educational systems, developments in evaluation methodology and social science respectively action research. Here, self-evaluation of teachers has to be distinguished from self-evaluation of organisations. Sometimes in the context of quality management systems like EFQM the word “self-evaluation” is also used.<sup>7</sup>

### **4.1 Self-evaluation**

Self-evaluation of teachers is open to several evaluation questions. Self-evaluations often focus on teaching quality in different contexts, e.g. special projects, participation in programmes and can look at singular aspects. The self-evaluations take sometimes part of school development projects. For self-evaluations several handbooks and checklists (e.g. Hermann/Höfer 1999) but no standardized approaches exist, so that they are a very flexible instruments and usually used as formative evaluations. Self-evaluations often use mixed-methods. According to the evaluation questions the evaluation methods have to be chosen. Two prominent self-evaluation methods are the following:

#### **4.1.1 Diaries**

The teacher’s diary is a relatively new qualitative instrument based on educational action research. According to Altrichter/Posch (1994) it is an important tool for teachers to explore their own teaching practice. It represents a formative instrument of self-evaluation as it enables the teacher to reflect on his/her practice as an outside observer. The diary can encourage decisions about directions of improvement and professional development. In the 1980ies several case studies by teachers were published. Some of these case studies concentrate on teaching practice, e.g. a teacher in a vocational school analyses the correlations between students' behaviour and his way of teaching (see Altrichter/Posch 1994). If at all diaries are actually used

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<sup>7</sup> For a definition see Univation (2004)

in the second phase of initial teachers' education. Actual projects or publications are not known.

#### **4.1.2 Questionnaires**

Starting February 2005 many schools in the general education system of Baden Wurttemberg established self evaluation processes. School quality guidelines are taken as a basis. The project "EiS" (Evaluation instruments in schools) illustrates five fields of evaluation: external relationships and school management, working atmosphere in classes and the school, professional teaching practice and tuition. EiS provides tools and instruments for self evaluation on a website (<http://www.evaluation-bw.de/>). There are several self-reflection questionnaires for teachers regarding their own professional teaching practice, qualification and lessons. These questionnaires e.g. include statements concerning the use of innovative methods, familiarity with new findings in educational science or the engagement with children from families with a low standard of education. A four level-scale for agreement or disagreement is used.

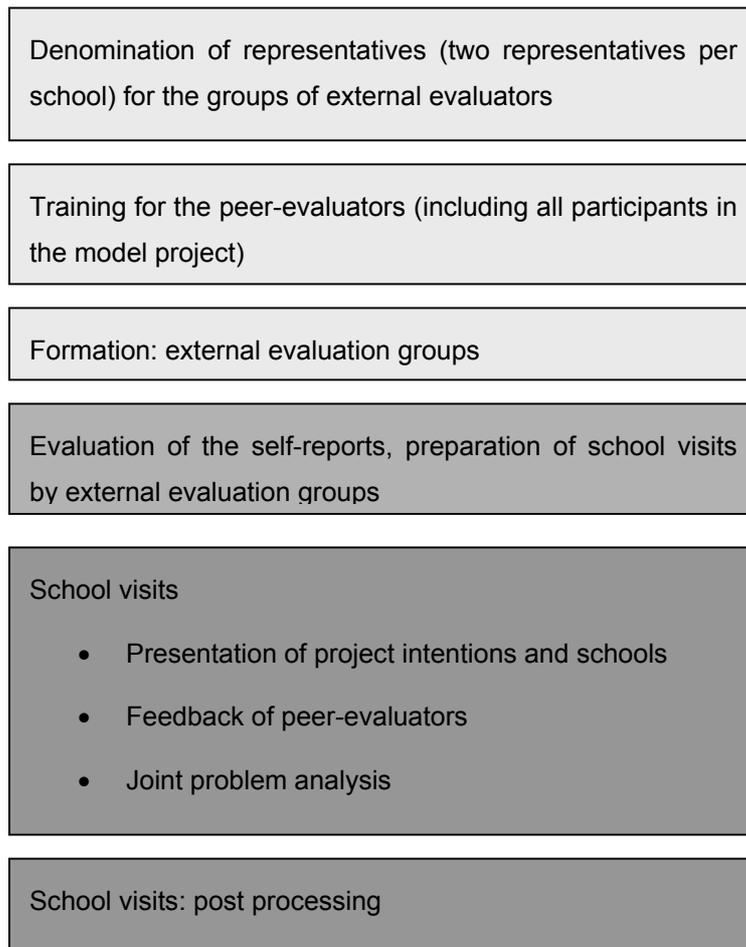
#### **4.2. Peer-Evaluation**

Peer-evaluation (*Hospitation*) is another type of teacher evaluation useful for both summative and formative purposes. It combines approaches of self-evaluation and external evaluation. Peer-evaluation may be organised internally, that is if the evaluator is part of the particular school or externally by experts or teachers from other schools. In Germany there is no wider experience with this approach. In Baden-Wurttemberg and in Hesse (pilot) projects have recently started.

Two peer-evaluation forms are used in the EiS project in Baden-Wurttemberg: 1. non- structured observation of the teaching practice by colleagues, 2. "shadowing": the teacher is accompanied by a colleague or a probationary teacher during one or several days. Structured or non-structured observation schedules are used. Observation can be focused e.g. on the following questions:

- Attitude and behaviour of the teacher
- Students' reactions
- Non-verbal attitudes / behaviour

In 2004 the Hessian Institute for Education (*Hessisches Landesinstitut für Pädagogik*) and the Technical University of Darmstadt set up a model project for nine vocational schools combining self-evaluation approaches and peer-evaluation. For the period of two years the vocational schools take part in a development process - based on an evaluation network concept. Figure 1 illustrates the process sequences of the model project EIVER:



Source: Sven Basel, TU Darmstadt, 2004, p.5

A few basic questions have yet to be resolved in the model project:

- Which are the adequate methods, instruments and procedures for internal and external evaluation of vocational schools (prototypes)?
- How to use these experiences according to needs and demands in future evaluations (sustainability)?
- How to use the experiences adequately in the field of quality development of vocational schools (quality assurance and quality development)?

## **4.3 Others**

### **4.3.1 2Q/ 2QE**

Besides legislations and as another result of the so called "PISA-shock", schools as partially autonomous entities have implemented measures for quality management and quality improvement systems on their own. 2Q, a self-elaborated model of quality evaluation is probably the most important quality system for schools.

2Q stands for *quality* and *qualification*. Its main emphasis is not on the systematic evaluation on school level, but it rather focuses on teaching quality on a personalised level. Teaching quality can be improved by the use of target agreements in appraisal interviews. Stress is laid on the formative aspect. 2Q has been developed by the Swiss professor Karl Frey. Interested schools can contact the Frey academy for instruments, instruction, consultancy and training. The implementation of the 2Q system involves a certification.

2QE another quality-based approach has been developed and well established in Switzerland, but it is also widespread in Austrian and partly in German schools (see Landwehr/Steiner 2003). It focuses five fields of quality:

1. Input: general conditions, human resources and structural requirements
2. Process: leadership, organisation, administration, teamwork and working culture
3. Instruction: teaching and learning, relations, testing and evaluating
4. Output/ Outcome: beneficiary's satisfaction, learning progress and socialisation: results, achievements
5. Quality Management: management of processes by head teacher, individual feedback and quality development in practice, school evaluation and school development

### **4.3.2 Appraisal Interviews**

As part of personal development initiatives within schools appraisal interviews (*Mitarbeitergespräche*) take place between employers and employees/civil servants. These discussions have a development approach as known from private companies. The aim is to exchange experiences and to discuss performance so that it can be

shaped and building on the strength to improve the fit between the contributions of the teachers and what the school needs from them.

For appraisal interviews within (vocational) schools interview guidelines have been developed and tested by the Bertelsmann Foundation (<http://toolbox.netzwerk-innovativer-schulen.de/>)

### 4.3.3 Student's Ratings

Students experience the teacher's performance every day and their feedback provides an important perspective for evaluating and improving performance. Teachers and head teachers in some schools are in opposition to use this instrument because they consider it as threat to their authority. Students may also be biased in their ratings. Students' ratings are mainly used at the secondary school level. Student ratings can also be part of self-evaluations (see above).

There are several projects which include students' ratings on teachers. The most prominent one is coordinated by the University of Munich (*Institut für Schulpädagogik und Grundschuldidaktik*) and a Bavarian foundation (*Stiftung Bildungspaket Bayern*). The project consists of five "learning networks". Network III „Unterrichtsentwicklung durch Schülerfeedback" aims at quality development on the level of teaching practice with the assistance of the students' perspective. 1400 pupils were interviewed in written form, followed by group interviews with 300 students. Following student's criteria have been generated for the feedback instrument ([http://www.paed.uni-muenchen.de/unius/L3\\_ziele\\_konzept.htm](http://www.paed.uni-muenchen.de/unius/L3_ziele_konzept.htm)).

- Explanations: good, slow, step by step, responsiveness
- Charisma: easiness, sense of humour, friendliness
- Pedagogical attitudes: helpfulness, regardfulness, sympathy, ability to set limits
- teaching practice: variety, use of methods/ media, team work, didactical arrangements, stress prevention

Students' ratings regarding satisfaction with the attended training are widespread in vocational **continuing education**. Manuals, handbooks and checklist for trainers who want to evaluate their courses are widespread. In his standard book "Evaluation

in Continuing Education" (*Weiterbildungsevaluation*) Reischmann (2003) places emphasis on the formative, constitutive aspect and considers evaluative tasks as an integral part of the trainers' profession. Basic considerations are followed by an analytical description of different evaluation types and methods and examples of use. The enclosed questionnaire (*Kursbeurteilungsbogen*) comprises 36 items regarding satisfaction, learning progress, course climate, practical relevance and trainers' competence to respond and integrate students' arguments. A five-level scale for agreement/ disagreement is suggested.

## **5. Conclusion**

After a long period of qualification (first and second state examination) and the probationary phase, teachers are seldom evaluated. This situation is often described as "once a teacher is appointed as a civil servant for life, he or she can take it easy". Thus, it is often discussed whether the civil servant status is the most adequate employment status.<sup>8</sup>

External evaluation and especially class observation by school inspectors - the predominant evaluation method- is heavily criticised due to many factors. It is usually perceived as a means to control teachers or to hold them accountable or disqualify them if their performance is poor. Bessoth (1994, 209 ff.) resumes six basic problems of class visits:

- Every class visit affects teaching performance, as well as students' behaviour. Day-to day behaviour cannot be observed. "Show-effect" (problem of validity).
- Two or four visits may not be representative enough (problem of reliability)
- Prejudices and inhibitions, if evaluator and evaluand know each other (problem of objectivity)

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<sup>8</sup> As noted above, most of the teachers in the *eastern* states are salaried as employees. Due to decline in the birth rate and migration to the western states, there are ongoing reductions in the number of teachers. This is accompanied by the closure of many schools.

- Consolidated findings about teaching methods and their effects are missing (problem of validity)
- Observers often underlie a “syndrome of omniscience”, they are distanced from their role as a teacher
- Adult observers have different standards than students (problem of validity)

Although there have been significant changes in recent years at the level of schools and teaching practice, teacher evaluation on the compulsory level still remains rather formal and unclear. Compared to the highly modulated and complex conditions in the area of teacher evaluation, there are few regulations in the field of trainer evaluation.

At voluntary level, there are great contrasts between the federal states. Good examples are to be found e.g. in Bavaria and Baden-Wurtemberg where wide-spread initiatives for school and teacher evaluation commenced. On the other hand, there are still states where evaluation practice has not yet gone beyond an experimental and unsystematic level and teacher evaluation is often just a small part of quality management systems or organisational developments. Further development would be desirable, particularly in terms of creating an open, fair and transparent system of formative teacher evaluation.

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