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Developing and Validating Primary School Teacher Standards in Vietnam

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This paper presents an account of the development of competency standards and profiles for primary teachers in Vietnam. The project has lasted for more than four years and has used a combination of consultative, actuarial and empirical procedures. By the end of the project more than 27000 teachers will have been assessed, over 1000 assessors trained, a set of teacher professional standards available and a data management system will have been trialled and recommended to the Vietnamese government.

The Primary teacher project consists of five components.

- A. Teacher profiles and competencies
- B. Professional development modules
- C. Quality control system and quality assurance
- D. Terms of service
- E. Building management and technical capacity

This paper presents an overview of Component A which sets out the professional standards, assessment procedures and a data management system for primary teacher competency based training and development. Component A plays a central role in the overall World Bank funded project. The training module component (B) must match the requirements defined in component A and enable recommendations for training to be made as a result of assessments. The levels of competence identified in A determine the structure of the teaching profession and become the heart of the terms of service (D). The quality assurance component (C) will be based on the data obtained from the competency system and become the basis of the personal information management system (PIMS) and the record system of the Ministry.

Background:

Economic development creates demand for literate, trained populations. Its advance arouses a consciousness in parents that their children must be literate and skilled if they are to enjoy some of the benefits of the increased wealth being generated. Governments commit to a broader industrial base and the address the issues arising from the resultant demand for a literate and highly trained population. Inline with the declarations of the UNESCO/UNICEF conference in DAKAR 2000, there is an imperative for education for all (EFA) and the implementation of universal education. The three goals of education established in the conference – equity, access and quality are difficult to coexist in developing systems. Access for all tends to be linked to differential quality, and equal opportunity and resourcing tends to be beyond developing economies.

As countries develop they are able to give more attention to the precise nature of their schools' curriculum and to the quality of the teaching delivered in the realisation of that curriculum. Pre-service training programs are progressively extended in duration. Inspection and reporting systems are established for assessing the capability and performance of practising teachers, in part to identify areas where further, in-service training is required, but also to identify those teachers most able to take on supervisory or leadership responsibilities.

However, the sheer size of the required teaching “force” and the public costs associated with its provision remain as important factors throughout this development. Increasingly, attention becomes focussed on how the quality of teacher training and teachers’ in-school performance might be improved. From time to time, even in countries with mature economies and fully developed systems of universal schooling, moments of heightened concern arise at the overall costs of schooling. The systems are challenged to do better with the resources they have. Ideas are explored and strategies sought which might provide for a more clearly directed application of the resources and energies dedicated to teacher training and improvement. Governments, education administrators, school leaders and teachers look for ways in which teacher development might be more explicitly “tracked” so that those responsible for it can plan and map its progress and teachers can more readily demonstrate their attainment of knowledge, skill and other aspects of capability.

Increasingly governments are moving from an input mode of financing education to emphasise throughput or process, output and outcomes approaches. However outcome focus still tends to emphasise student achievement rather than the end result of schooling and lifelong learning. As part of the throughput, or process, teacher qualifications and competencies are increasingly being examined and measured. Minimal threshold levels of standards are being established and teachers are increasingly being expected to demonstrate these levels. Professional development of teachers is central to the reforms in the UK, the USA and Australia, for instance, and governments are shifting their funding base from one of inputs required, to one based on the demonstration of improved performance and competencies demonstrated. This in turn shifts to the notion of improved performance of teachers being linked to improved performance of students. The implications are that student learning will become a central theme of funding models and this is itself linked to improved teacher and teaching competencies. However, outcomes defined as student performances have been clearly shown to be flawed.

Early work on competency based education and training

Tuxworth's review (1989) of the work on competency based education and training (CBET) noted that its roots lay in the field of teacher training (Elam, 1971; Burke et al, 1975). Tuxworth observed that as early as the 1920's in the United States a movement for reform of the schooling and teacher training systems looked to developments in manufacturing industry and business for models that could be transferred to education. The mechanisation and organisation of work within manufacturing plants and administrative offices had given rise to concepts such as productivity. The expected performance of individuals or groups of operators could be expressed in terms of numbers of products or processes to be achieved within a specified time frame. The concurrent development of behaviourism theory in psychology with its exclusive concern with the objective study of actual responses appeared to offer avenues for studying and assessing performance in fields such as teaching. Whilst the products from teaching were much less tangible than those from work in plants and offices, specific aspects of teachers’ performance could be identified and observed.

Workplace assessment and studies guided by psychological theory and aimed at assessing worker effectiveness became an important area for research through the

middle decades of the twentieth century. Writers such as Gage (1986) reviewed teaching effectiveness through this period as have Brophy and Good (1986). In the United States the 1960s produced one of the periods of heightened public concern about the quality of its schools systems and teaching. A desire to find a research base for designing teacher training programs and assessing teacher performance meant that the teacher effectiveness work was influential in the US and then in many other countries. The research sought to find elements of teaching behaviour that correlated with student performance on standardised tests. Where behaviour was shown to be associated with superior student performance it was identified as a desirable competency for teachers. Specific items of teaching behaviour or competencies that could be directly observed were identified. They became items in observers' and assessors' checklists. Then they became the core content in pre-service teacher education programs, but it was based on a narrow and flawed premise.

The interest of US teacher trainers in the CB approach was represented by the American Association of Colleges of Teacher Education (Elam, 1971), which preferred the term performance-based teacher education (PBTE) and set out an elaborated conceptual model which was predicted to be taken-up by American teacher educators in a systematic way. However, Tuxworth (1989) argued that the rhetoric outpaced the reality of implementation in the early 1970s; it was an untried system, albeit with a rational appeal, but unproven. There was little or no research evidence to show superiority over other forms of teacher preparation. Little has changed in the ensuing decade and a half.

Mid-1980s return to the early work

CBET ideas have been generally revisited since the mid-1980s. The imperative for policy makers of having a basis for content and assessment, legitimated by research, tended to obscure the fact that the base was narrow. Researchers acknowledged the simplifications and artificial divisions but policy makers uncritically accepted the findings as if they were the summation of established knowledge about effective teaching. Broudy (1975), Kennedy (1987) and Shulman (1987) argued that the complexities of teaching had been ignored in this approach with its "...undue emphasis on unconnected 'surface' performances of teachers" (Evans, 1992). Shulman provided an example to illustrate his criticism -

...some research had indicated that students achieved more when teachers explicitly informed them of the lesson's objective. This seems like a perfectly reasonable finding. When translated into policy, however, classroom- observation competency rating scales asked whether the teacher had written the objective on the blackboard and/or directly told the students the objectives at the beginning of class. If the teacher had not, he or she was marked off for failing to demonstrate the desired competency. No effort was made to discover whether the withholding of an objective might have been consistent with the form of the lesson being organised or delivered (p.6)

Early efforts at competency based teaching and its assessment commonly were trivialised just as was the derivative case in the vocational sector in the seventies (Griffin, 1995). The atomistic trivialised "performance elements" used as evidence of a teacher's development underpinned much of the initial work (Norris, 1991; Reynolds, 1992). Approaches which relied on a construct of competence were limited

in their view of what was to be (or can be) learned by students because the learning had to be represented in terms of actions or outcomes which were capable of demonstration, observation and assessment. Little or no attention was paid to any form of underpinning constructs, or cognitive or affective dimensions of teaching. The skills exhibited during classroom interaction, whilst a necessary component of successful teaching, were not sufficient if a comprehensive representation of teaching was to be achieved. Exploration beyond behaviourist teacher effectiveness concepts was needed so that more of the complex relationships between elements in teachers' work could be described. In particular, the reasoning involved within teaching and its transformational nature needed to be captured and represented. Competence interpreted as merely the capacity to perform some task in the classroom belittles the comprehensive and developing role of the teacher. Given these contextual demands and the need to adapt competence is better regarded as the capacity to adapt to changing and varying contexts. Hence the list of tasks or skills to be demonstrated is less than adequate as a premise for defining competence. A developmental framework is needed that allows for optimal and even maximum performance but at the same time caters for *adaptable performance*.

The knowledge base and CB schemes for teaching

Attempts to define, organise and adequately describe its knowledge base have been numerous. Shulman (1987) described a framework that has become something of a benchmark in the on-going quest for an appropriate set of categories. It can be summarised as follows -

- (a) Content knowledge;
- (b) General pedagogical knowledge including principles and strategies for classroom management and organisation;
- (c) Curriculum knowledge including materials and programs used as the "tools of trade";
- (d) Pedagogical content knowledge - an amalgamation of content and pedagogy that is a teacher' special form of professional understanding;
- (e) Knowledge of the learners and their characteristics;
- (f) Knowledge of educational contexts, including the characteristics of classrooms, schools, communities and cultures;
- (g) Knowledge of educational ends, purposes and values, and their philosophical and historical grounds;

Delineation of categories within the knowledge base is seen as a starting point for building a broad and comprehensive competency-based scheme. It not only disaggregates the body of knowledge which teachers possess and build up in the progression from trainee to experienced practitioner, but it identifies the information and understandings that teachers draw upon when they engage in the many strategic thinking processes and actions which their practice requires.

In more recent applications of competency based ideas to teaching, the construction of schemes for planning and assessing teacher development begin with comprehensive developmental maps of the knowledge, understandings and appreciations considered by a range of stakeholders to be necessary for successful teaching performance. They identify the required capacities for action and skills that flow from the intellectual

interpretation or "reading" of teaching tasks and which transform aspects of knowledge into teaching action. In addition, schemes may identify values and commitments that a teacher must have or take up, and they may also include developing capabilities that a teacher is expected to build with experience.

Broad areas of qualities such as these (knowledge/understandings/appreciations; capacities and skills; values and commitments; developing capabilities) provide a more elaborate framework of strands or dimensions for a scheme. Within a strand (for example: pedagogical knowledge and skills) a number of descriptors or statements is used to detail the qualities or competencies that make up the strand (for example: capacity to develop positive attitudes towards learning; skill in providing opportunities for cooperative learning; etc).

Teacher qualities and competencies change and grow through experience and adapt to the circumstances in which they find themselves at varying stages of their career. School authorities seek to recognise this or allocate additional responsibilities to selected experienced teachers and schemes are often structured according to levels or stages. The capacity to adapt and demonstrate increasingly sophisticated competencies is expected through successive levels.

Indicators that describe ways in which teachers can demonstrate evidence of those qualities in their work are often needed. Indicators assist teachers to monitor their own development and provide an idea of what is expected at particular levels. They also assist those who are responsible for supporting or assessing teachers in their development. Monitoring or assessment of a teacher's development also needs to take account of the context within which the teacher works and the quality with which the teacher demonstrates or adapts to the context. This means that evidence and expectations have to be qualified to allow for differing ability to adapt and the level of performance quality demonstrated by the teacher. Ideally an assessment would occur across the range of competencies and would be qualified according to how well the teacher performed specific duties and adapted to the context. Stages of development of a teacher's competence could then be identified and a profile drawn up to assist the teacher and those responsible for her/his development to plan for improvement. This is not the same as adjusting an assessment for the effect of context.

Developing CB schemes of teaching standards

Two general approaches to the unravelling of the required qualities or attributes for successful job performance in the professions have emerged (Gonczi et al, 1990). The functional analysis approach seeks to identify the different aspects or domains within the professional role (or, alternatively, to see the occupation as a set of roles). Within each aspect, the broad tasks that the professional worker is required to undertake must be itemised. This however is similar to the original, unsatisfactory and rejected approach to competence development and had the danger of linking to student outcomes which in turn tended in the past to trivialise or perhaps mismatch teacher performance indicators to student learning. Developers have used a range of techniques to analyse the tasks.

In this approach small groups of individual professionals work with facilitators and respond to a preliminary broad analysis of the aspects/domains and tasks of their field.

Once a more detailed analysis is produced from the group members' proposals and discussion, the group works further to rank the tasks according to their importance or essential nature. The outcomes from a number of representative groups from across the profession are meshed and a further round of consultations takes this outcome as a basis for further consideration and refinement (Norton, 1985). Variations on this procedure include the use of panels of senior/experienced members of the profession to provide responses and make refinements (rather than representative groups), and the use of written responses to proposals or a series of interviews to expand an analysis and/or refine a model. The same techniques are also employed to define the qualities or attributes that are required to successfully discharge the tasks. These comprise knowledge, skills, and philosophies and attitudes or, in many instances some combination of all these. This is regarded as the competence that allows the task to be done in a range of contexts and enhances the teacher's capacity to adapt the performance to the context. In a third phase the techniques will again be used to describe and set the competency-based standards expected at various training and/or experience levels.

The weakness of the functional analysis approach for professions is its tendency to "atomise" the elements of practice leading too easily to something of a "checklist" style of scheme where the representation of the role is broken down into such detail that the holistic nature of the practitioner's work is lost.

A second approach described as an actuarial method commences with the study of expert practitioners in their workplaces. Depending on the nature of the occupation, or according to the aspects of a role under study, individuals or teams of workers acknowledged as highly successful allow themselves to be observed. The observations are supplemented with interviews by trained researchers and/or reflective or descriptive writing by the practitioners. Critical incident analysis also may be used to elicit explanations and reasoning. This can provide developers with insight into the knowledge base that is needed. This approach tends to produce fewer and more generic definitions of competence and this allows for more variety in the ways in which the competences can be exhibited. Once statements of competence are drafted, standards have to be expressed and validated by experienced practitioners as with the functional analysis approach. Given that high levels of precision are not possible, standards will ultimately reflect judgements based on experience and will need to be subject to regular review.

In a third model, demonstrated in this paper, the functional and actuarial approaches are combined and then, via a series of trials and assessments, the nature of the developmental pathways for teachers is empirically defined.

International CB schemes of teaching standards

United States

Deepening concern about problems in its schools systems gave rise to public and private sector funded initiatives in the USA from the mid-1980s. The 1987 report of the Carnegie Corporation's Taskforce on Teaching, *A Nation Prepared: Teachers for the 21st Century* led to the creation of the US National Board for Professional Teaching Standards (NBPTS) with a brief to raise teaching standards and so improve

student learning throughout the country. It began its voluntary certification of teachers in 1995. The Board's intention was to provide an avenue for teachers anywhere in the country and regardless of the nature of their initial training and the location of their registration to achieve a nationally recognized assessment of their professional standing as being "accomplished" once they have completed at least three years of teaching. Standards have been developed to comply with *five* core principles that specify that teachers must have or accept:

- (a) Commitment to students and their learning;
- (b) Knowledge of subjects and how to teach them;
- (c) Responsibility for management and monitoring of student learning;
- (d) Commitment to systematic thought about their practice and capacity to learn from experience;
- (e) Membership of learning communities. (US National Board for Professional Teaching Standards, 1996).

When a teacher's portfolio has been submitted applicants attend an assessment centre for a day where they complete written tasks which provide them with opportunities to display their knowledge and explain their approaches to their work. The evidence is assessed by panels of teachers nominated by their peers and trained in assessment procedures.

In 1987 another scheme, developed by a consortium under the auspices of the Council of Chief School Officers from all states (INTASC), adopted a set of performance standards to be met by teachers after one year of probationary teaching following completion of their campus-based studies. This was a deliberate departure from the long established practice of registering or licensing teachers on the basis of attainment of approved academic qualifications. The scheme provides a universal and common basis for entry to the profession across all states and it applies standards which are seen as being consistent with the core principles of the NBPTS scheme for accomplished teachers. It uses descriptions of characteristics that are expected of beginning teachers. They can be summarised as:

- (a) Discipline knowledge and capacity to create learning experiences which apply this knowledge in meaningful ways for students;
- (b) Knowledge of human learning/development and skill in providing learning experiences which support students' development;
- (c) Knowledge of learner diversity and skill in adapting the curriculum and teaching to individual need;
- (d) Awareness of teaching strategies which promote thinking skills and skill in using these strategies;
- (e) Capacity to use a range of communicative and organisational techniques to foster interactive learning;
- (f) Planning skills related to community and learner needs and curriculum goals;
- (g) Understanding and capacity to use formal and informal strategies for evaluation and assessment;
- (h) Commitment to reflective procedures and professional improvement;
- (i) Capacity to build appropriate relationships with colleagues, parents and community agencies in support of students' well-being and learning; (Interstate New Teacher Assessment and Support Consortium, 1992).

United Kingdom

Policies developed by UK authorities from 1992 have tended to set out broad areas of knowledge and skill which are expected to be covered within teacher preparation programs and to be assessed at intervals through teachers' careers. Five areas were specified in the expectations first set out for newly qualified secondary teachers:

- (a) Subject knowledge;
 - (b) Subject application;
 - (c) Class management;
 - (d) Assessment and recording of pupils' progress;
 - (e) Further professional development;
- (Department of Education, 1992)

These strands were supported by 27 statements of criteria through which the newly qualified teacher was expected to demonstrate competence. The policy instructed the training institutions and schools to focus on and monitor the development of the criteria/competences throughout the whole of the training period. More recent developments under the auspices of the Teacher Training Agency (TTA) have seen the articulation of standards within three broad strands for both primary and secondary teachers in England and Wales. The attainment of qualified teacher status requires that the standards be met. The strands are:

- (a) Subject knowledge and understanding;
 - (b) Planning, teaching and classroom management;
 - (c) Monitoring, assessment, recording, reporting and accountability;
- (Teacher Training Agency, 1996)

The TTA insisted that trainees spend time in schools during their training program and prove their ability in relation to the qualifying standards. Assessment against the standards was to be recorded at the end of the formal training program on individual profiles. These indicate areas of strength and others where further development is required. The profiles pass from the training institution to the teachers' first appointment schools. A teacher whose profile was not satisfactory after their first year of teaching is denied qualified teacher status and must withdraw from teaching as a career. The TTA has also developed standards for subject leaders and for school headship.

In 1993 the Education Department in Scotland published a set of "core competences" for beginning teachers:

- (a) Competences relating to subject and the content of teaching
 - (b) Competences relating to the classroom
Communication
Methodology
Classroom management
Assessment
 - (c) Competences relating to the school
 - (d) Competences relating to professionalism
 - (e) Attitudes and commitments
- (Scottish Office Education Department, 1993)

Each of the competences were accompanied by statements specifying what the new teacher should be able to do. The inclusion of attitudes and commitments was to make clear that professional teaching involves more than “mere competences” and that it embraces such things as collaboration with others and promotion of the moral and spiritual well being of students.

Australia

As in the USA and the UK increasing concern from the late 1980s about teacher quality and improvement resulted in attention being given to these issues at both a national (federal) level and at the level of the individual states. The states have responsibility for the separate public school systems. In 1990 a specialist body formed to provide advice on education and training to the federal government and government published *A Charter for Teaching* which described the essential things teachers needed to believe in, have understanding of, and be able to do. The 18 items were grouped into four strands:

- (a) Values and attitudes;
 - (b) Approaches to content;
 - (c) The methods of teaching;
 - (d) Making teaching practice explicit;
- (Schools Council, 1990)

In 1993 the federal government established the Australian Teaching Council, which developed a national competency framework for beginning teachers with “five generic areas of competence”:

- (a) Using and developing professional knowledge and values;
 - (b) Communicating, interacting and working with students and others;
 - (c) Planning and managing the teaching and learning process;
 - (d) Monitoring and assessing student progress and learning outcomes;
 - (e) Reflecting, evaluating and planning for continuous improvement;
- (Australian Teaching Council, 1996)

Each of the areas was detailed in terms of “elements” and each of these was in turn accompanied by a statement or indicator of effective practice and a case study to illustrate the practice.

Despite these and other projects encouraging the development of a national approach, activity in Australia, as usual in education, moved to the states where authorities with direct involvement in registering new teachers or accrediting teacher training and development programs have taken up the idea of developing sets of professional standards for beginning and experienced teachers. Several separate state based schemes have emerged. The work has focussed on the articulation of sets of expectations within strands, determination of the most appropriate and useful career stages or levels at which the standards will be applied, and the elaboration of indicators which can guide teachers and assessors in compiling and noting evidence. The schemes are being developed as resources to assist teachers and those involved in

working with them for their professional development, and as foundations for policy formation. The use of mandated standards is emerging through professional bodies such as the Institutes of teaching.

The Australian College of Educators in conjunction with the Australian Association for Research in Education, the Australian Curriculum Studies Association and the University of Melbourne released the *Professional Teaching Standards: Issues, Challenges and Opportunities (2000)*. This was a significant shift from the articulation of the characteristics of teaching at different career levels to the issue and challenge of assessing teachers in relation to agreed standards (Australian College of Education, 2000).

An OECD Overview

In 1994 the (OECD) published its survey of teacher quality in its member states. It concentrated on the characteristics of teachers of high quality in relation to:

- (a) Knowledge of substantive curriculum areas and content;
 - (b) Pedagogical skill including the acquisition of knowledge and ability to use a repertoire of teaching strategies;
 - (c) Reflection and the ability to be self-critical;
 - (d) Empathy and commitment to the acknowledgment of the dignity of others;
 - (e) Managerial competence in a range of responsibilities within and outside the classroom;
- (OECD, 1994)

This work was notable because of the characteristics it identified. The succinct statements illustrated the advantage of building up concepts from study of highly successful practice. Observing that teacher commitment was the quality that made all other qualities possible, the report noted that high quality teachers:

- demonstrate commitment;
- have subject specific knowledge and know their craft;
- love children;
- set an example of moral conduct;
- manage groups effectively;
- incorporate new technology;
- master multiple models of teaching and learning;
- adjust and improvise their practice;
- know their students as individuals;
- exchange ideas with other teachers;
- reflect on their practice;
- collaborate with other teachers;
- advance the profession of teaching;
- contribute to society at large;

More than any other analysis this set of expectations has influenced the work in Vietnam through the World Bank education sector report.

Moreover, the establishment of standards and their implementation must be based on a number of principles articulated by Brock (2002).

1. The identification of any professional standards must involve full discussion with and ultimately ownership of such standards by the teaching profession.
2. Accomplished teachers make a difference [in pupil performance]
3. any attempt to establish professional teacher standards must be firmly grounded in accurate and comprehensive understanding of both the timeless and evolving nature of the work of teachers, principals and other school leaders.
4. Any construction of professional standards should facilitate the concept of career-long continuum from probationary teacher to retirement – with possibility of moving within as well as outside of and returning to the professional and be applicable to all ranks across the spectrum from beginning or newly appointed to experienced teachers principals and school leaders.
5. the articulation and commitment to professional standards must be flexible enough to enable, indeed celebrate, the quality of individuality which is a hallmark of being a professional.

A standards framework needs to acknowledge that an accomplished teacher likes children, likes working with them and have high expectations. Teachers need to have appropriate intellectual mastery of the subjects and be able to keep abreast of evolving knowledge and teaching methods. They need to be reflective learners themselves and continually attempt to increase their knowledge and practice expertise. The standards must also acknowledge that knowledge, understanding and practices are inter dependent and that individual competencies interact.

Glaser (1987) and Berliner (2001) provided insights into what can be considered as expert teachers. Combining their view and proposed set of competencies.

Expert teachers excel mainly in their own domain and in particular contexts; develop automaticity for repetitive operations that are needed to accomplish their goals; are more opportunistic and flexible in their teaching than are novices; are more sensitive to the task demands and social situations surrounding them when solving problems; represent problems in qualitatively different ways than do novices; have faster and more accurate pattern recognition capabilities; perceive more meaningful patterns in the domain in which they are experienced; begin to solve problems slower, but they bring a richer and more personal resources of information to bear on the problems they are trying to solve; make better use of knowledge; have extensive pedagogical knowledge, including deep representations of subject matter knowledge; better problem solving strategies; better adaptation and modification of goals for diverse learners; have better skills for improvisation; are better at decision making; deal with more challenging objectives; establish a better classroom climate; have better perception of classroom events; have better ability to read the cues from students; greater sensitivity to context; better at monitoring and providing feedback to students; more frequently test hypothesis about teaching and learning; greater respect for students; display more passion for teaching; students have higher self efficacy and motivation to learn; students pursue deep learning activities; students have higher levels of achievement; understanding of how to translate expertise in discipline to a

form that is understood by pupils; Have greater knowledge of discipline and of pedagogy interact.

Standards for Primary Teachers in Vietnam

Identification of Competencies

In revising the primary teacher standards for Vietnam, these background studies were taken into account in the development of the prototype profiles developed in 2000. There were several issues that need to be considered.

1. The number and nature of the competency levels and strands
2. The profile of competence and assignment of a level to a teacher through assessment
3. The links to government policy

In addition to these issues it was important to set out the duties and expectations of the local and international consultants. The number of levels were set by the government working party after a series of consultations and functional analyses of teachers duties according to the Government regulations. The number of levels was set in order to accommodate the government regulation defining the ranks of teachers as 'Teacher', 'Senior Teacher' and 'Leading Teacher and the competencies were defined to describe the expectations of teachers at each of these levels. The following steps were used in revising the prototype standards: - Drafting, Panelling, Pilot, Trial and implementation.

1. Drafting.

The prototype standards contain three 'strands' or areas of competence and each strand had three levels. Within each level there was a series of 'indicators' that an assessor could use to decide on the level of competence of the teacher. The structure and content of the prototype standards was examined in revision and drafting. They formed the starting point for the revision and a combination of approaches to drafting is recommended. These were as follows of consultative and actuarial procedures based on the functional analysis and direct observation.

The prototype standards had no procedural advice. Forums reviewed the standards and made recommendations about procedures to ensure that the process matched as closely as possible those in the current system. Typical contexts in which teachers worked (for example urban/ isolated; advantaged/disadvantaged etc...) were selected and a small sample (eg 10) of teachers were selected. Local panels of assessors and project team members then observed and interviewed them and their colleagues to determine how closely the standards described typical teachers. The consultative groups included teacher representatives, principals, Teacher Training Institute (TTI) and province and district representatives. Other government and management representatives will be added as agreed with the Project Coordination Unit (PCU) in a weeklong forum. An extensive national process of consultation led by the Minister of Education through the media to consult with the community and through the school system to consult with the teaching profession. General approval was obtained for the set of competencies. TTI academics were involved in the consultation and

development process because TTI academics were responsible for the competency assessment of undergraduate students and the providers of training for existing teachers. They were also responsible for mapping the TTI curriculum to the standards. At the end of the drafting process, three strands had been agreed upon (Ideology and Philosophy, Pedagogy and Discipline Knowledge). There were three levels in the draft and initially a total of 15 competencies which were described as professional requirements and these were reduced to 14 after the consultation process. There were 4 for strand 1, and five for each of strands 2 and 3.

2. Panelling

The draft materials were subjected to a panel review using a series of regionally based panels of specialists, consisting of four or five people with specialized expertise. The panels included teachers, principals, ministry representatives, academics who specialised in pedagogy, teacher training representatives, international specialists and other stakeholder group representatives. Each panel was assigned specific perspectives or lens with which to focus on the draft standards. For instance one examined the pedagogical competencies, another the 'Personality, Ideology and Politics' strand, another could examine the 'Knowledge' strand, and a third could examine the 'pedagogical skills' strand. Other panels were asked to examine the procedures, or the training implications of the competencies, potential issues in recording and documenting both teacher competencies and associated training issues as well as links to legislation, and so on. Each panel reported to the PCU and recommended refinements to the competencies, the structure of the standards and advised on the likely impact on teachers, administrators and community.

The panels also examined the language used, the efficiency and effectiveness of the process, likely cost implications, the kind of roles that various stakeholders would be expected to plan and whether these roles were legitimate. They would also be asked to examine the likely resource implications of implementation, community response and potential impact on teaching and learning in the schools.

A further important panel role was played by the PCU, which addressed the data management and record keeping issues. These matters had to be in place before the large-scale trials or implementation.

In summary the panels were asked to review the requirement/competencies with the following in mind.

1. Personality, ideology and politics
2. Knowledge
3. Pedagogy
4. Training implications of the competencies
5. Assessment procedures in schools
6. Intra-school professional development and mentoring
7. Data management
8. Assessment procedures in TTIs
9. Legal and Terms-of-Service issues
10. Curriculum changes and teaching and learning

3. Pilot

This step involves working with a small number of teachers and principals using an action research model to review and reflect on the materials and procedures. Local consultants identified a set of teachers covering a large range of anticipated competence levels and a range of possible contexts such as those used in the observation and actuarial procedures.

The pilot involved a one - on - one approach to using the standards. Teachers and principals used the standards and the procedures and then report to the consultants about the experience, the process, the materials and the indicators. It was also important to get their assessment of how the indicators, levels and strands linked to the reality of life in the school, training needs that would arise and how these could be provided where necessary. The feedback from the pilot was used for a final revision before trials begin.

4. Trials

Trials were conducted in ten provinces and involved 2,181 teachers. The assessment materials were also drafted, panelled and piloted, helping to clarify the procedures and the competency (requirement) indicators and evidence guides ready for use by practitioners, relevant district personnel, data managers and others who were involved in the process of assessment and recording outcomes of the process.

All stakeholders had their roles defined. Teachers were the candidates in the assessment process. TTI staff, district officers who provided professional development and leading teachers filled the role of assessors. All stakeholders, including the relevant government ministries and MoET department, who were expected to receive the assessment information and act on it had their roles clarified by regional teams and by the PCU.

As a result of the trials a large amount of data was accumulated both on teachers and on the profiles. This enabled studies to be undertaken to validate the structure and developmental progression in the profiles from both an empirical and subjective basis.

Assessment Preparation involved the development of assessment materials for trials, in consultation with the regional consultants and the PCU. The instruments and procedures were standardised and based on current practice but focussing on the new competencies and requirements. Because of the importance of a consistent approach to assessment, assessor-training modules were developed. Links to the associated project (Component B) were established and representatives attended all training programs. The assessment guide materials also included an explanation of the valid use of the profiles, the strengths and limitations, as well as responsibilities and roles of all users.

A series of workshops were conducted such that specialists could lead the training of competency assessors and co-train with regional teams and the PCU. Each workshop ran over two days. Field work, assessor training and debriefing led to the issue of certificates of 'trained and competent assessors' and 'assessor trainers' (n=100).

Selection of the assessor trainers was based upon adequate representation of the targeted provinces, as well as the targeted number of assessments to be achieved in each province. The 100 assessor trainers participated in the trials as assessors and then met to debrief and to learn more about the process to enable them to train others. They represented a sample of 10 assessors from each of the 10 provinces. Each conducted 22 assessments during the trials.

To a large extent, each of the assessments was modelled on the current assessment practices and expected to be a part of the school's normal assessment routine. It focused on competencies rather than process, and was expected to lead to the identification and reporting of the type of training the teachers need to demonstrate a higher level of competence on the profiles scale. This is dependent on progress in Component B. With agreement with the PCU, all pre-service assessments were omitted from the trials. All assessors were debriefed by regional teams, as a result of the findings from the analyses. The immediate training needs of the assessors (in relation to conducting competency based assessments) are also being determined. The steps involved in revising the profiles and support materials are outlined below.

Data Analyses

Survey data from school trials were collected and collated by the local consultants from the district offices. The data were then analysed and the influence of background variables (such as teaching experience, modules studied, etc.) on competence levels is being explored to identify trends. PCU and regional consultants examined the assessment procedures and the profiles in order to identify changes needed in the assessment procedures for implementation of pre-service trainees as well as practising primary school teachers.

Revise Assessment Materials

The materials are being revised to incorporate the recommendations from the revision of the profiles and assessment approaches outlined above. The assessors provided feedback and advice on the appropriateness of the training they received and made recommendations for change in the subsequent set of workshops. The standards (appendix A) are described by a set of statements that indicate the teachers' increasing levels of competence. The Primary Teacher Standards describe what a teacher is expected to do, and how well the teacher can apply his or her professional skills and knowledge. Competency standards are expected to apply to current and, in a limited fashion, future requirements of the school system. It is also expected that the standards will again need revision after a few years to cater for changes that this initial set of standards will introduce. Many of the competencies are new to the primary education system. Others are already familiar to many teachers. Some are familiar to all teachers. Three **Strands** of competency were identified: "Personality and Ideology", "Knowledge", and "Pedagogy" competencies. A strand describes the major function of the teaching profession. As a result of the trials the final version of the standards contained the following:

Table 1: The proposed profiles

Strand	Name	Requirements
1	Personality, Ideology and Politics	4
2	Knowledge	5

Within each of the strands, MoET defined the competencies as a set of **Requirements**. Requirements describe the specific knowledge and skills that contribute to an overall strand of competency. The MoET stipulated fourteen requirements. Three levels of competency were also stipulated for each strand, to be consistent with the Terms of Service of the teaching profession (Component C)

The construction of the profiles used a combination of consultative, actuarial and psychometric approaches. The technical advisory team worked with the MoET PCU and local experts to identify a set of criteria for each requirement.

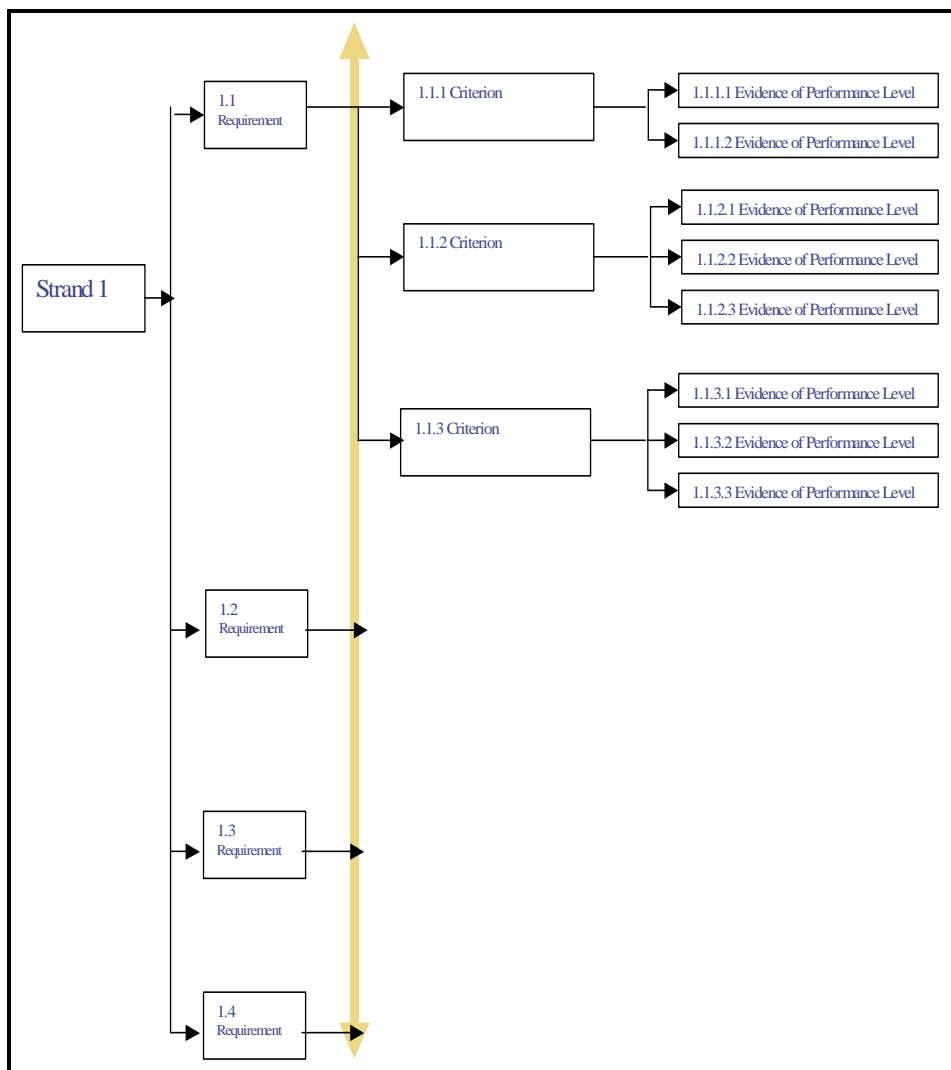


Figure 1. Format of standards:

Each criterion specified the required performance, and operated as a guide for assessors. For each criterion, **quality performance levels** were developed. The quality levels described observable behaviours of varying levels of quality performance for each criterion. They were ordered according to the likelihood of demonstration by teachers with increasing expertise.

Developing the Profiles

One major purpose of the trial was to determine whether the criteria and performance level indicators could be used to assess teachers against requirements. A second intention was to decide whether the requirements provided an indication of the teachers' standing relative to the expectations of the Ministry's standards.


An example of how the performance levels were written is provided in Figure 3, for Requirement 1 within *Strand 1: Ideology and Personality*.

Requirement 1: Has the love of country; is loyal to country and socialism; obeys the Law, Party and State policies and regulations; fulfils functions and duties of teaching profession

Performance criterion: Understand the functions and duties of teachers, as set out in the Education Law and other legal documentation

Requirement Level Description – Quality indicators	
1.4	Critique laws related to the function and duties of teachers, actively support the resolution of professional dilemmas while protecting confidentiality and security of information, and arrange innovative activities to promote good citizenship
1.3	Explain the legal duties of teachers, changes in policy related to the teaching profession, and procedures for resolving professional dilemmas. Integrate standards of ethics and good citizenship into teaching
1.2	Act as a role model in behaviour and citizenship, performance of teaching duties, and obedience to Party and State policies, and protect confidentiality and security of information when dealing with families and the community
1.1	Point out major features of policies and regulations related to teaching, and list and potentially resolve a range of professional dilemmas. List major functions and duties of teachers, and acknowledge confidentiality requirements

Higher quality



Lower quality

Figure 2. Writing performance levels.

The Recording Instruments

The procedure had to take into account the fact that the instruments to be used by assessors had to yield a fair and accurate assessment, and also record the results of a range of assessment approaches. Assessors were trained in each of the following methods:

- Portfolio analysis
- Interview procedures
- Use of Third Party Reports
- Direct observation and record keeping

The trials were also used to determine how frequently each of these methods was used in assessing teacher competence, and which combination would yield the most time-

and cost-efficient method of assessment for implementation and how the methods matched to the requirements.

Each requirement was represented by a number of questions that related directly to the criteria. The assessor selected the performance level that best described the teacher's performance against each criterion.

Step 1: Select the statement that best describes the teacher's performance level

Requirement 1.1: Have the love of the country and socialism demonstrated in responsibility, participating in social activities, fulfil the functions and duties of teachers as set out in Education Law and other legal documentation.		Tick one
1.1.1	Understand the functions and duties of teachers, as set out in the Education Law and other legal documentation.	
	<i>Which of the following best describes the teacher's application of skills and knowledge?</i>	
	• Lists the major functions and duties of teachers within the school.	<input type="checkbox"/>
	• Describes the functions and duties of teachers, as set out in Education Law and other Legal documentation.	<input type="checkbox"/>
	• Critiques the functions and duties of teachers, as set out in Education Law and other legal documentation, and identifies and explains local factors that can impact on such duties.	<input checked="" type="checkbox"/>
	• Have not observed the candidate applying these skills and knowledge.	<input type="checkbox"/>
		1
		2
		3
		0

Figure 3. Candidate questionnaire: Profiles.

As shown in Figure 3, a rating scale was used to record the outcome. A '1' was used to designate the lowest level of performance, a '2' for the next level and a '3' for the next and so on. The number of levels varied, depending on the nature of the criterion. A zero was used if the assessor could not identify any evidence of the criterion. A final code was used to indicate that the assessor or observer could not respond at all.

After the assessment, assessors indicated which methods were used and completed a questionnaire evaluating each approach. These data have been used to design a cost- and time-efficient approach to assessment for full implementation. There were four main purposes for conducting the trials:

- To empirically validate the profiles and make refinements
- To establish efficient and standardised scoring procedures for each requirement
- To provide guidance on allocating teachers to strand levels
- To evaluate the use of the recommended methods of assessment for each strand.

The validation and endorsement of the standards was an important step for the MoET and for the teachers. The same was true of the assessment process and the scoring procedures. It was not possible, for instance, to link the assessments to training opportunities because of a lag in progress between the components of the overall project. It is unclear whether this will be possible even when the program is implemented.

Table 2 Teachers Assessed in Ten Provinces

Province	Number of teachers assessed
Hai Phong	221
Ninh Binh	220
Vinh Phuc	220
Son La	219
Quang Binh	210
Phu Yen	220
Kon Tum	220
Ho Chi Minh	214
Binh Phouc	216
Ben Tre	221
Total	2181

Eleven assessors from each provinces were trained in assessing teachers using the Teacher Profiles and recording the assessment outcomes onto the scannable sheets. A total of 110 assessors were trained. The Assessment Research Centre at the University of Melbourne was used as the central place to which all completed instruments were returned. There had to be sufficient storage space so that the instruments from each province could be stored in such a way that they could be accessed very quickly when required.

As soon as the data collection finished, the three regional teams (Hanoi, Da Nang and Ho Chi Minh City) returned the instruments to the Melbourne office of the Assessment Research Centre. ARC staff members had all been trained in the use of the NCS scanner and in the development of scanning procedures using FLIPS software. This software was adapted specifically for the entry of the Vietnam teacher profiles data and no difficulties were encountered in the installation and use of this software. Once the data collection instruments were returned to the Melbourne Centre, they were checked (edited) to ensure that the instruments for each teacher, each assessor and each school were available and that there were no missing data on the questionnaires. In fact, there were some missing instruments and data and several schools had to be contacted for the missing instruments and data to be provided. The data scanning took two weeks. No major problems were encountered with this process. The overall process is shown in Figure 4

At the beginning of the data entry phase, a five day workshop was held where the PCU team were sent to Melbourne to study all procedures associated with data entry cleaning and analysis. This type of teaching/learning proved to be very valuable although it was not possible for the team to learn all aspects in one week. Concurrent with data entry, a further data cleaning exercise checked the data for accuracy and reasonableness. This process involved a series of consistency checks in order to correct some data and in other cases to contact regional teams in order to check some of the information that had been filled in on questionnaires and where the information looked suspect.

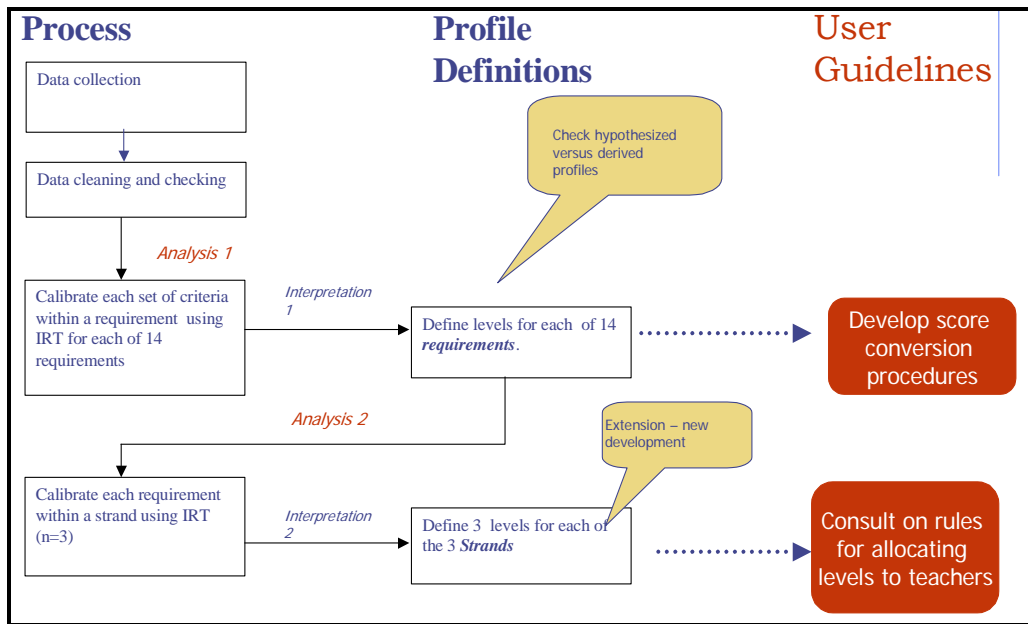


Figure 4. From data collection to profile definition.

The first analysis was conducted at the level of requirements. It examined whether the set of criteria and associated quality levels provided an appropriate scale with which to measure teacher competence. Each requirement was calibrated separately (14 separate calibrations were performed). Within a requirement, the criteria were calibrated using item response modelling. This enabled the same scale of measurement for expressing both criterion difficulty and teacher competence to be developed. This analysis was supplemented by a qualitative interpretation of the clusters of criteria and this higher level interpretation provided a level of competence for each requirement. A cross validation was then conducted to check how the empirically developed levels matched those originally proposed by the MoET. Finally, for each requirement, score conversion charts were developed to assist assessors in future assessments. This means that the levels of competence associated with each requirements were defined empirically. The numbers of levels for each requirement varied, as illustrated in Figure 6.

Strand	Requirement	Levels					
Ideology	I.1	4					
	I.2	4					
	I.3	4					
	I.4	4					
Pedagogical skills	S.1	5					
	S.2	5					
	S.3	5					
	S.4	4					
	S.5	4					
Knowledge	K.1	5					
	K.2	4					
	K.3	3					
	K.4	4					
	K.5	4					

Figure 6. Levels with each requirement.

A Requirement Example

Strand 3 (Pedagogical Skills) had five requirements. These were- Designing lessons; Lesson presentation; Classroom management; Communication skills; and Documentation and Portfolios. Each requirement had a number of performance criteria and each performance criterion was defined by a set of quality criteria. The criteria were written as questionnaire items, each with a rating scale for recording the assessed teacher's performance. On the questionnaire, the assessor recorded the description for each indicator that best described the teacher.

Strand 3: Skills, Requirement 1	
Requirement 3.1 Knows how to design lessons plans which reflects by identifying the right objectives, contents of the lessons, intended teaching methods and aids, and appropriate allocation of time according to lessons procedures	
Criteria	
Criterion 3.1.1	<i>Designs lesson plans in accordance with regulations on the structure.</i>
Criterion 3.1.2	<i>Lesson plans must present sufficiently objectives of the lessons.</i>
Criterion 3.1.3	<i>Lesson plans are consistent to the major content of the lesson</i>
Criterion 3.1.4	<i>Lesson plans present selection of teaching methods to facilitate pupils' learning initiative.</i>
Criteria 3.1.5:	<i>Learning materials, aids and resources are selected and used effectively to improve teaching quality</i>
Criteria 3.1.6:	<i>Assessment methods are included in lesson plans</i>
Criteria 3.1.7:	<i>Lesson plans must present reasonable distribution of timetable for teaching activities in the class</i>

Figure 7. Strand 3: Skills requirement 1.

The first requirement in Strand 3 (referred to as Requirement 3.1) has seven criteria. For each of these seven criteria there are associated performance levels or quality criteria. The number of quality levels varied across criteria. For instance, Criterion 3.1.1 has only two performance levels that have been identified, whilst Criterion 3.1.5 has five.

In the trials, the assessors scored the teachers against each criterion by selecting the performance level that best described the evidence of competence that had been collected for the teacher. The seven criteria and associated performance levels were calibrated using the Rasch partial credit model. This analytical approach links teacher competency to the demands level of the criterion and presents the results of the analysis in the figure called a variable map.

Figure 9 shows the variable map resulting from the IRT analysis of this requirement. On the left of the map is the scale ranging from -9.0 to +9.0. This is an arbitrary scale of the calibration process. The distribution of Xs on the left of the figure represents the levels of teacher competence against this particular requirement. The quality

indicators for each criterion (numbered across the bottom of the figure) are placed according to the amount of teacher competence required to achieve each rating score. The code for each criterion is represented at the bottom of the figure using the three digit code (e.g., 3.1.1 refers to Strand 3, Requirement 1, Criterion 1, and 3.1.2 refers to Strand 3, Requirement 1, Criterion 2, etc). In this example, Criterion 3.1.5 required the most teacher competence, while a score of 1 on Criterion 3.1.2 required the least teacher competence.

Criteria	Evidence of performance level
Criterion 3.1.1 <i>Designs lesson plans in accordance with regulations on the structure.</i>	3.1.1.1 Designs the lesson plans in accordance with components of the structure
	3.1.1.2 Designs the lesson plans with all components of the structure
Criterion 3.1.2: <i>Lesson plans must present sufficiently objectives of the lessons.</i>	3.1.2.1 Lesson plans must be developed in accordance with objectives of the lessons
	3.1.2.2 Lesson plans must present sufficiently objectives of the lesson on the knowledge, skill and attitude
	3.1.2.3 Lesson plans must present sufficiently objectives of the lesson in the detailed manner for observation and evaluation
Criterion 3.1.3 <i>Lesson plans are consistent to the major content of the lesson</i>	3.1.3.1 Presents correctly the major content of the lesson and knowledge
	3.1.3.2 Lesson plans must present sufficiently and correctly the content of the lesson
	3.1.3.3 Lesson plans must present sufficiently and correctly the core content of the lesson
Criterion 3.1.4 <i>Lesson plans present selection of teaching methods to facilitate pupils' learning initiative.</i>	3.1.4.1 Lesson plans must use the learning methods within teaching guides
	3.1.4.2 Lesson plans must present the modification and selection of teaching methods within teaching guides to cater for the background characteristics of the pupils
	3.1.4.3 Lesson plans must present innovation of teaching methods to facilitate pupils' learning initiative
	3.1.4.4 Lesson plans must present innovation of teaching methods to guide and facilitate pupils' self-learning methods
Criteria 3.1.5: <i>Learning materials, aids and resources are selected and used effectively to improve teaching quality</i>	3.1.5.1 Uses learning materials and aids that are specified in the teaching plans and guides developed by the Ministry;
	3.1.5.2 Selects, and seeks additional support materials to assist with gaining a deeper and broad knowledge and understanding of the curriculum area
	3.1.5.3 Identifies, evaluates and selects learning materials, aids and resources in line with the documented learning goals, pupils' characteristics, the learning environment and budgetary, time and other constraints.
	3.1.5.4 Considers individual learning differences in the development, selection and adaptation of learning materials and resources and can justify selection for all pupils
Criteria 3.1.6: <i>Assessment methods are included in lesson plans</i>	3.1.6.1 Assessment methods are in accordance with the teacher guides
	3.1.6.2 Lesson plans demonstrates flexibility in applying assessment methods of pupils' results
	3.1.6.3 Lesson plans demonstrate creativity and innovative approach in assessment of pupils' results
Criteria 3.1.7: <i>Lesson plans must present reasonable distribution of timetable for teaching activities in the class</i>	3.1.7.1 Lesson plans demonstrate time allocation of teaching-learning activities
	3.1.7.2 Lesson plans demonstrate appropriate time allocation of teaching
	3.1.7.3 Lesson plans demonstrate flexible time allocation of teaching

Figure 8: Requirement 3.1 and associated performance and quality criteria

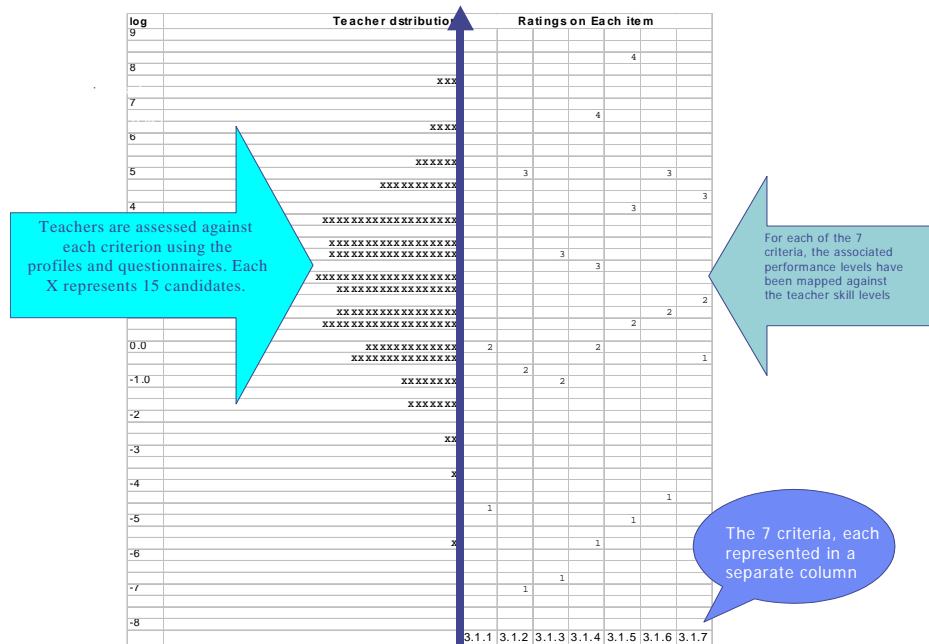


Figure 9. Variable map of Requirement 3.1

There are no fixed rules or formulae to determine cut points, and often the decision may be influenced by policy and practical considerations. For example, although the analysis indicated that there could be five interpretable levels of competence within this requirement, the proposed Terms of Service for teachers refers to three levels for each strand (Component D). However, at this level (requirement and performance criterion level) of assessment it was recommended that the appropriate number of empirically identified levels be used. Later analyses can yield the required three levels for a strand. Finer differentiation at this stage may provide more precise information to the assessor for recommending professional development opportunities, and thus impacting on Component B.

Identifying the cut point and Developing the Requirement Level Descriptors

Once the levels were identified on the variable map, a content analysis of the quality criteria clusters was performed to derive an interpretation of the competency levels for the requirement.

In Table 2 below, the first column refers to the item code. In the second column the difficulty estimate of the item (i.e., the logit value) is presented, ordered by decreasing difficulty. The column titled *Quality Indicator* presents the statement that matches the item code and is directly taken from the assessment questionnaire. The column titled *Requirement Level Descriptor* represents the interpretation of the common set of skills and knowledge that underpinned that set or cluster of indicators. In this example, Requirement 3.1 could be explained adequately using five levels.

A *Nutshell*, (or gist) statement is provided that summarises each of the five levels. This was done for convenience of recording later assessments, and these statements are recommended as the basic materials for the future assessment recording sheets.

Table 2: Development of Requirement Level Descriptors and Nutshell Statements

Item	Log	Quality Indicator	Requirement Level Description	Nutshell
3.1.5.4	8.24	Consider individual learning differences in the development, selection and adaptation of learning materials and resources and justify selection for all pupils.	Consider individual learning differences in the development, selection and adaptation of learning materials and resources and justify selection for all pupils.	5. Tailored and individualised approach to teaching and learning
3.1.4.4	6.51	Lesson plans demonstrate innovative teaching methods to guide and facilitate pupils' self-learning methods	Select and implement appropriate learning strategies to facilitate pupils' self-learning.	
3.1.6.3	5.03	Lesson plans demonstrate creativeness and innovative approach in assessment of pupils' results	Develop lesson plans that demonstrate creativity, innovation and flexibility into teaching and assessment and teaching practices.	4. Creative approach materials
3.1.7.3	4.42	Lesson plans demonstrate flexible time allocation of teaching –learning activities that reflect situational constraints	Select and use learning materials, aids and resources consistent with documented learning objectives, and that take into account the characteristics of pupils, learning environment and budgetary/time factors.	aids development
3.1.2.3	4.39	Lesson plans sufficiently reflects objectives of the lesson in details for observation and evaluation		
3.1.5.3	4.14	Identify, evaluate and select learning materials, aids and resources in line with the documented learning goals, pupils' characteristics, the learning environment and budgetary, time and other constraints.		
3.1.3.3	2.39	Lesson plans sufficiently and correctly present the focus of the lesson	Develop detailed lesson plans that outline lesson focus, learning methods, assessment strategies and time allocation. Select additional support materials to gain a deep and broad knowledge and understanding of the curriculum area.	3. Develop lesson plans that cater for local context and children
3.1.4.3	2.21	Lesson plans present innovative teaching methods to facilitate pupils' self-learning methods		
3.1.7.2	1.16	Lesson plans demonstrate appropriate time allocation of teaching –learning activities		
3.1.6.2	0.97	Lesson plans demonstrate flexibility in applying assessment methods		
3.1.5.2	0.79	Select, and seek additional support materials to assist with gaining a deeper and broad knowledge and understanding of the curriculum area		
3.1.1.2	0.05	Design the lesson plans with all components of the structure.	Design lesson plans that outline all essential components such as learning objectives, content, teaching methods and time allocation.	2. Attention to detail of lesson plans and objectives
3.1.4.2	0.03	Lesson plans reflect modification and selection of teaching methods within teaching guides to cater for the background characteristics of the pupils		
3.1.7.1	-0.38	Lesson plans demonstrate time allocation of teaching – learning activities		
3.1.2.2	-0.71	Lesson plans sufficiently reflect objectives of the lesson in term of knowledge, skill and attitude		
3.1.3.2	-0.75	Lesson plans demonstrate sufficiently and correctly the content of the lesson		
3.1.6.1	-4.25	Assessment methods are in accordance with the teacher guides	Attempt to develop, customise or use lesson plans in accordance with teaching guides.	1. Use standard approach and teaching guides
3.1.1.1	-4.72	Design the lesson plans in accordance with components of the structure		
3.1.5.1	-4.91	Use learning materials and aids that are specified in the teaching plans and guides developed by the Ministry;		
3.1.4.1	-5.59	Lesson plans are consistent with teaching guides		
3.1.3.1	-6.69	Correctly present the major content of the lesson		
3.1.2.1	-7.13	Lesson plans developed in accordance with objectives of the lessons		

Figure 10 indicates that most teachers in the trial sample were assessed at Level 3 on this requirement (54%). Very few teachers were assessed at the two extreme ends of the scale (less than 6% for both Levels 1 and 5).

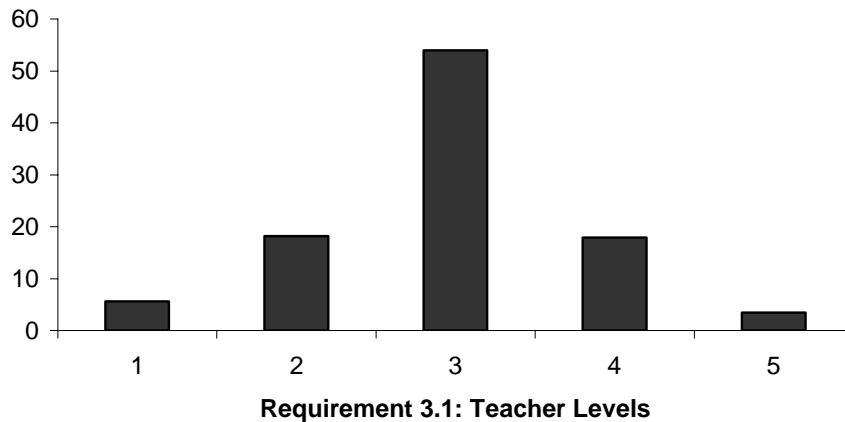


Figure 10. Proportion of teachers assessed at each level of requirement 3.1.

The normal and almost symmetrical distribution shown in Figure 10 further reinforces the recommendation that five levels be used for this requirement.

A set of scoring rules also needed to be developed for each requirement. These were determined by adding the maximum score for each criterion within a level. As shown in Figure 11, this was done by adding the highest rating within a column at each of the five levels. While holistic assessment was recommended, the MoET was of the opinion that the appearance of scores and rules for conversion would be more acceptable to teachers and to assessors.

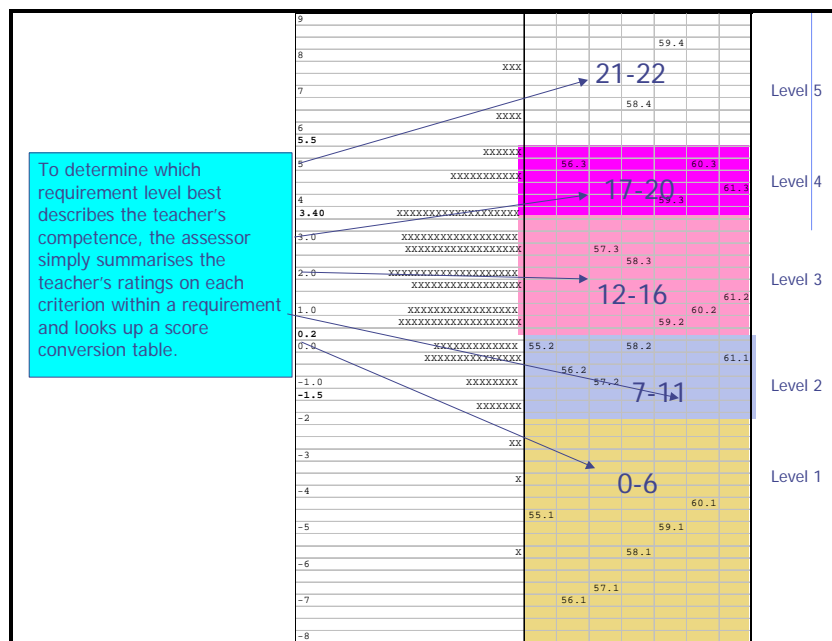


Figure 11. Developing conversion score rules for the assessment.

In this example: Requirement 3 Level 1 ranges from 0-6, Requirement 3 Level 2 ranges from 7-11; Requirement 3 Level 3 ranges from 12-16; Requirement 3 Level 4 ranges from 17-20 and Requirement 3 Level 5 ranges from 21-22. This is defined more completely in Table 3 and a full score conversion chart is provided in Figure

Table 3: Score conversion chart for Requirement 3.1

Level	Score range	Performance level	Summary description
5	21 to 22	Consider individual learning differences in the development, selection and adaptation of learning materials and resources and justify selection for all pupils. Select and implement appropriate learning strategies to facilitate pupils' self-learning	Tailored and individualised approach to teaching and learning
4	17 to 20	Develop lesson plans that demonstrate creativity, innovation and flexibility in assessment and teaching practices. Select and use learning materials, aids and resources consistent with documented learning objectives, and that take into account the characteristics of pupils, learning environment and budgetary/time factors.	Creative approach to teaching and materials development
3	12 to 16	Develop detailed lesson plans that outline lesson focus, learning methods, assessment strategies and time allocation. Select additional support materials to gain a deep and broad knowledge and understanding of the curriculum area.	Develop lesson plans that cater for local context and children
2	7 to 11	Design lesson plans that outline all essential components such as learning objectives, content, teaching methods and time allocation.	Attention to detail of lesson plans and objectives
1	0 to 6	Attempt to develop, customise or use lesson plans in accordance with teaching guides.	Use standard approach and teaching guides

Table 4: Score Conversion Summary Table

Strand	Requirement	Levels				
		1	2	3	4	5
1. Ideology & Personality	1.1	0-8	9-12	13-16	17-25	
	1.2	0-4	5-7	8-12	13-14	
	1.3	0-6	7-12	13-18	19-26	
	1.4	0-5	6-9	10-13	14-17	
2. Knowledge	2.1	0-1	2-2	3-4	5-5	6-7
	2.2	0-11	12-16	17-26	27-31	
	2.3	0-3	4-6	7-9		
	2.4	0-7	8-13	14-18	19-21	
	2.5	0-3	4-5	6-7	8-9	
3. Pedagogical Skills	3.1	0-6	7-11	12-16	17-20	21-22
	3.2	0-7	8-18	19-22	23-27	28-32
	3.3	0-4	5-5	6-7	8-10	11-13
	3.4	0-4	5-8	9-12	13-19	
	3.5	0-5	6-9	10-13	14-15	

To determine which requirement level best described the teacher's competence using this approach, the assessor sum up the ratings assigned to the teacher for all criteria of

Figure 12. Knowledge strand calibration.

Each requirement was treated as a separate *item*, and three analyses were conducted.

	Level 5	Level 4	Level 3	Level 2	Level 1
K1	5. Adaptable to subject and grade ⑤	4. Has special skills across years ④	3. Limits subject across years ③	2. Adapts subject but limits year level ②	1. Limited to specific year and subject ①
K2		4. Analytical and creative approaches to teaching. ④	3. Evaluative and critical approach to teaching ③	2. Understands reasons for approaches to teaching ②	1. Basic knowledge of teaching ①
K3			3. Proponent of embedding political message ③	2. Party policies are part of teaching ②	1. Compliant to party policy follower of policy ①
K4		4. Incorporates regulatory matters in teaching ④	3. Explains the value of state regulatory matters in school governance ③	2. Understands regulatory matters ②	1. Aware of state regulatory matters ①
K5		4. Critical use of community influence and materials ④	3. Incorporates local materials and influences in teaching ③	2. Discerning with regard to community influences ②	1. Aware of some community resources and influences ①

Figure 13. Knowledge strand recording sheet.

In this example, the Knowledge Strand had five requirements. They are:

K1 = Requirement 2.1: Has basic scientific knowledge and qualifications that relate to subjects taught in primary education at the level; able to teach all classes and all types of students across primary education

K2 = Requirement 2.2: Has basic knowledge of child psychology, pedagogy of primary education, teaching and educating methods, knows the contents and methods of class management. Has basic knowledge of assessment and reporting models and implications for teaching; can apply this knowledge in educating and teaching students

K3 = Requirement 2.3: Has knowledge of Marxism-Leninism, and Ho Chi Minh's ideology and national history. Has basic knowledge and understanding about the Party and State policies on economy, culture and society, and applies this knowledge in educating and teaching

K4 = Requirement 2.4: Has knowledge of State administration; has general knowledge of environment, population, defence and security, safe transportation, children's rights, education health to educate students and care about their health

K5 = Requirement 2.5: Demonstrates understanding about socio-economic situation, history, geography, tradition and living conditions of people in the area where the school is located to be integrated into the community.

The difficulty (competence demand) values of the requirement levels were plotted in decreasing order. This helped to identify where the difficulties of the requirement levels noticeably changed. At these points of noticeable change (in height) the nature of the requirement levels were examined to see if the nature of the competencies also changed.

Analysis of the relative requirement level positions suggested that it might be appropriate to define four levels within this strand. The lines illustrate the cut points between levels. However, to be consistent with the Terms of Service, three levels could be achieved by removing one line to consolidate any two contiguous levels.

Once the cut points were determined, a content analysis of the items that clustered together was performed to derive an overall level descriptor for the strand. These are shown in Appendix A. The process of deriving strand descriptors was the same as that undertaken to develop requirement level descriptors.

Assessment Methods

An aim of the trial was to evaluate the appropriateness of the range of assessment methods, and to recommend a cost- and time-efficient approach to the assessments for implementation. During the training program, the assessors were encouraged to use a fixed approach to collect evidence of performance against each criterion. The methods identified as appropriate to the assessment of teacher competencies were:

- Observation
- Third Party Report
- Portfolio
- Interview
- Other

Assessors indicated the frequency of use for each of the assessment methods on a rating scale from 0 = “not at all” to 3 = “intensively”.

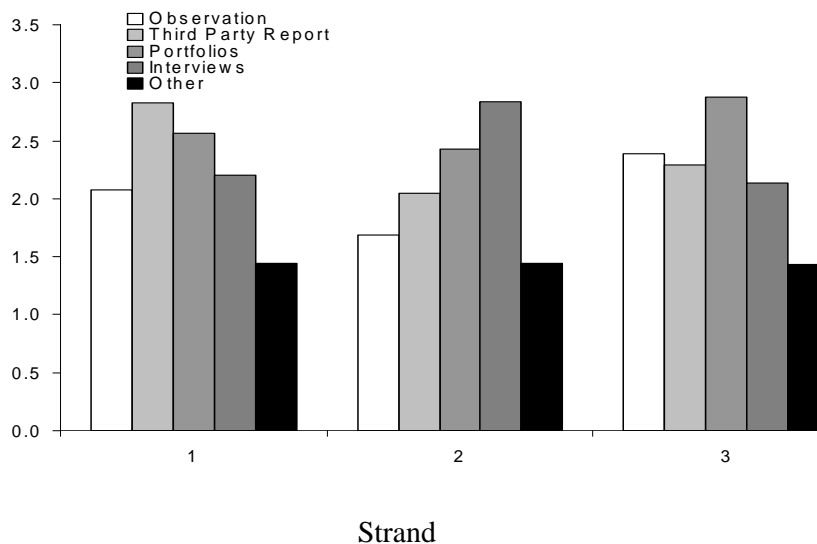


Figure 20. Frequency of use of assessment methods.

Figure 20 indicates that, when assessing against *Strand 1: Ideology and Personality*, Third Party Reports and Portfolio were used extensively. In contrast, interviews were used extensively in the assessment of *Strand 2: Knowledge*, while portfolio methods appeared to be the most frequently used method when assessing *Strand 3: Pedagogical Skills*.

Feedback on assessment methods is also being collated from regional teams but, at the time of preparing this report, data have been not been received from all regions.

Recommendations

The following processes are recommended for conducting assessments:

1. Assessors should be trained and credentialed to collate evidence from a range of sources before completing the assessment record forms. They should also record the evidence sources used.
2. Assessors should be trained to prepare the assessment materials and process in advance of the visit to the school so that the time spent on any individual teacher assessment in the school is minimised.
3. A time limit should be placed on the assessment and a single form be used to record all assessment data. Assessors should calculate a score for each requirement and also record this on a yet to be designed *Requirement Record Form*.
4. Assessors should identify the final requirement and strand levels and use these to give advice in an assessment debriefing meeting to teachers for the purposes of further training and promotion within the guidelines to be established for Component D.
5. Both the assessor and teacher should sign the completed record and recommendation sheet at the end of the assessment debriefing session.
6. In the event of a dispute over the assessment, an appeals process should be established by MoET and all appeals should be heard at the district office. Procedures for this should be developed and documented in the Terms of Service.
7. All assessors must undergo a training program and be assessed against the knowledge and skills involved in conducting assessments and providing advice to teachers about career enhancement and professional development.
8. District and provincial officers should review decision patterns of assessors on a regular basis and identify assessors who require further training.

9. MoET should regulate conditions for performing the duties of assessors and these regulations should be documented in the Terms of Service.
10. Where requirement levels or strand levels fail to provide a clear indication of the teacher's level of competence against requirements or strands, decision rules should be developed and documented in the Terms of Service.

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