

GREEK EDUCATION POLICY IN TIMES OF MEMORANDA: THE CASE OF TEACHER AND SCHOOLS EVALUATION

Η ΕΚΠΑΙΔΕΥΤΙΚΗ ΠΟΛΙΤΙΚΗ ΣΤΗΝ ΕΛΛΑΔΑ ΤΗΝ ΠΕΡΙΟΔΟ ΤΩΝ ΜΝΗΜΟΝΙΩΝ: Η ΠΕΡΙΠΤΩΣΗ ΤΗΣ ΑΞΙΟΛΟΓΗΣΗΣ ΤΩΝ ΕΚΠΑΙΔΕΥΤΙΚΩΝ ΚΑΙ ΤΩΝ ΣΧΟΛΕΙΩΝ

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Abstract

This paper attempts to investigate the effects of the financial crisis on the legislation adopted by the Greek Parliament in the period 2010-2019 related to the evaluation of the educational project. In particular, (a) the Memoranda signed by the Hellenic Parliament and the country's commitments to the institutions of the European and global economic order (European Commission, European Central Bank, International Monetary Fund) on the educational policy on the subject of evaluation (b) presents the state of play of formulating and implementing the legislative framework adopted by governments in the period 2010-2019 and (c) investigates the type of evaluation of educational work promoted in relation to the technocratic and pedagogical models that have prevailed in international literature. The work concludes that the regulatory framework voted for at this time tends to apply pedagogical assessment models, but still retains technocratic elements within it, a condition which contradicts the views of the educational community.

Key words

Educational policy, economic crisis, technocratic model, pedagogical model, teacher and schools evaluation, Greece.

Περίληψη

Η εργασία αυτή επιχειρεί να διερευνήσει τις επιρροές της οικονομικής κρίσης στις νομοθετικές ρυθμίσεις που ψηφίστηκαν από το Ελληνικό Κοινοβούλιο την περίοδο 2010-2019 και αφορούν την αξιολόγηση του εκπαιδευτικού έργου. Ειδικότερα, (α) καταγράφονται τα μνημόνια που υπέγραψε η Βουλή των Ελλήνων και οι δεσμεύσεις της χώρας απέναντι στους θεσμούς του ευρωπαϊκού και παγκόσμιου οικονομικού κατεστημένου (Ευρωπαϊκή Επιτροπή, Ευρωπαϊκή Κεντρική Τράπεζα, Διεθνές Νομισματικό Ταμείο) ως προς την εκπαιδευτική πολιτική για το θέμα της αξιολόγησης (β) παρουσιάζεται η πορεία διαμόρφωσης και υλοποίησης του νομοθετικού πλαισίου που ψηφίστηκε από τις κυβερνήσεις την περίοδο 2010-2019 και (γ) διερευνάται ο τύπος αξιολόγησης του εκπαιδευτικού έργου που προωθείται σε σχέση με τα τεχνο-γραφειοκρατικά και παιδαγωγικά μοντέλα που έχουν επικρατήσει στη διεθνή βιβλιογραφία. Η εργασία καταλήγει στο συμπέρασμα ότι το ρυθμιστικό πλαίσιο που ψηφίστηκε τη συγκεκριμένη περίοδο τείνει προς την εφαρμογή των παιδαγωγικών μοντέλων αξιολόγησης, διατηρεί, ωστόσο, στο εσωτερικό του τεχνο-γραφειοκρατικά στοιχεία, κατάσταση η οποία προσκρούει στην επιφυλακτική στάση της εκπαιδευτικής κοινότητας.

Λέξεις κλειδιά

Εκπαιδευτική πολιτική, οικονομική κρίση, τεχνο-γραφειοκρατικά μοντέλα, παιδαγωγικά μοντέλα, αξιολόγηση εκπαιδευτικών και σχολείων, Ελλάδα.

0. Introduction

The international financial crisis of 2007 overthrew the economic status and financial stability of the eurozone countries. This change, which has been of great intensity and duration in Greece, has led to the interference of international authorities in government decisions and policies. The need for fiscal management and, in particular, the country's commitments to the institutions of the European and world financial system (European Commission, European Central Bank, International Monetary Fund) have caused changes (Katsanidou & Otjes, 2016), among other things, in the field of education. One of the key issues addressed by governments between 2010 and 2019 was the educational assessment of teachers and school units.

By the term "educational assessment" we mean the process which systematically, accurately, reliably and objectively defines the appropriacy, functionality and outcome of a teaching and pedagogical activity in relation to its objectives. The concept of educational assessment is often confused with the evaluation of teacher's work and the evaluation of the educational work, which are only a part of it and refer to the teaching and more specifically to the educator.

In Greek education from 1982 until 2019 no system of evaluation is applied on a solid basis. Since the founding of the modern Greek state until 1982, the Inspector institution had been in operation with the primary responsibility of the teachers' evaluation. In 1982, the Socialist Government (Panhellenic Socialist Movement-PASOK) abolished the Inspector's institution and introduced that of the School Consultant with corresponding responsibilities. Notwithstanding the initial intentions, any attempts to regulate the issue of evaluation have found no suitable ground. Educational unions since the 1980s have opposed efforts to implement an evaluation system. The evaluation was viewed as an authoritative punitive action aimed at the ideological manipulation and in-service compliance of teachers. (Papakonstantinou & Kolympari, 2017, 2019), while opposition to its application was linked to the progressive trend that sought to overturn the political & ideological conservatism (Kassotakis, 2018: 282). With the appearance of the economic crisis, this matter will once again concern the Greek education. The main argument was initially the country's fiscal adjustment, while later on assessment was one of the main demands of the financial support institutions.

In this article we look at the legislative arrangements voted by the Greek Parliament for the evaluation of the educational project during the period 2010-2019. This period (2010-2019) is divided into two sub-periods: (a) 2010-2014 and (b) 2015-2019 on the basis of Greece's commitment by the institutions to introduce and implement the evaluation of educational project.

Initially, the basic evaluation models that have prevailed in international scientific research are examined. Subsequently, the three co-operation agreements signed by the Greek state with the financial support institutions from 2010 to 2019 are presented, with the aim of recording - if any - of the country's commitments to the evaluation of the educational project. The process of shaping and implementing the legislative framework adopted by governments in the period 2010-2014 is then examined. Educational policy is being studied in relation to the proposals of international organizations for Greek education, such as the OECD and related research on the positions of the educational community. Finally, the findings explore the perspective of evaluating the educational work in Greece in relation to the directives proposed during this period and the historical course of the institution of evaluation.

1. Dominant and Educative evaluation models

Scientific research divides evaluation systems into "dominant" or "techno-bureaucratic" and "educative" or "transformative". The dominant systems approach teaching as an accurate scientific venture with consistent standards and measurable educational outcomes. These are technocratically oriented approaches that evaluate educational work (schools and teachers), with quantified criteria, based on national standards and usually performed by external evaluators for the purpose of speech

performance rating, ranking or qualification (Papakonstantinou & Kolympari, 2019: 42). The focal point and key argument of techno-bureaucratic approaches is that the professional way of managing education in proportion to the private sphere can be very effective in public education and ensure the quality of education systems. Technocratic professionalism recognizes the pedagogical (professional) autonomy of teachers as an individual affair (Whitty, 2015), imposes neoliberal developmental policies, and often leads to guild practices of denial (Matsagouras, 2019). Scientific research has strongly criticized techno-bureaucratic approaches, pointing out that these systems degrade the quality of teachers' work as well as the quality of student knowledge because they ignore the social and institutional context in which teaching is performed and limit the opportunities for teachers and students to explore, search, and reflect (Smyth, 1996, Matsagouras, 2019).

On the contrary, educative systems approach teaching either as a dynamic and interpersonal process, referring to interpretative approaches to teacher evaluation, or as a socio-political, cultural and ethical approach that refers to critical assessment approaches. Interpretative and critical approaches rely primarily on formative assessment forms to provide feedback and adapt the teaching to students' needs. In this case, speech attribution is not considered incompatible, but involves different criteria and actions that target the educational community rather than external actors (Apple & Beane, 1999: 11, Papakonstantinou & Kolympari, 2019: 42-43).

The formative assessment is mainly descriptive, incorporates qualitative elements, builds on collective processes and aims at the professional development of teachers. The teacher is treated as a thoughtful and critical thinker (Apple, 2002b) and the process of evaluation is rooted in the logic of democratic professionalism. In this case, professional autonomy is considered a collective affair (Whitty, 2015), requiring wider partnerships and alliances with other members of the school community, namely students and parents (Sachs, 2001). The downside of pedagogically oriented approaches is the fact that, through the expanded participation, anti-pedagogical and anti-democratic decisions can be infiltrated under the pressure of opposing interests (Apple & Beane, 1999: 27-28). In this respect it has been argued that the involvement of social actors (e.g. parents and pupils) should not be institutionalised so as to exclude any distortions in the content and nature of the evaluation (Papakonstantinou, 1993: 158).

2. Memoranda

Funding from the financial support mechanism after 2009 was made on the condition that Greece would take fiscal consolidation and reorganization measures of the Greek state. It is a package of economic adjustment measures that is often referred to in the public debate as a "Memorandum". From 2010 to 2019 the measures that were considered prerequisites for financing Greece were reflected in the laws 3845/2010,

4046/2012 and 4336/2015. The first Memorandum (3845/2010) was a prerequisite for the provision of financial assistance to the country of EUR 110 billion, the second (4046/2012) to provide EUR 30 billion and the third (4336/2015) to provide financial support of 86 billion euros.

In the first Memorandum 3845/2010 the measures for the implementation of the mechanism for the support of the Greek economy by the Member States of the Euro Zone and the International Monetary Fund are listed, without mentioning the evaluation of the educational work on it. With the Second Memorandum 4046/2012 approval is granted for the Draft Contracts of Financing Facilitation between the European Financial Stability Facility (EFSF), the Hellenic Republic and the Bank of Greece, the Draft Memorandum of Understanding between the Hellenic Republic, The European Commission and the Bank of Greece and other urgent provisions to reduce public debt and rescue the national economy.

Law 4336/2015, which constitutes the third memorandum in a row, commits the government to take advantage of the OECD (2011) report on Greek education within the three-year period 2015-18. Measures related to the evaluation of teachers and schools include:

- 1) the update of the OECD (2011) report on the evaluation of the Greek education system. Evaluation includes all levels of the education system from pre-school to higher education and is scheduled to be implemented by April 2016 in cooperation with the OECD and independent experts.
- 2) the evaluation of the education system also includes the re-evaluation of the 2010 “New School” reform with a view to implementing new measures in line with OECD best practice.
- 3) the evaluation of teachers and schools will be in line with the general public administration evaluation system (Law 4336/2015: 1027):

3. The educational policy configuration: school performance and teachers’ evaluation system.

3.1. 1st phase 2010-2014

In the period 2010-2014 and within the context of the financial crisis that prevailed in the country the government of PASOK proceeded to the introduction of new legislation aimed at implementing a system of supervision and control in public education. The main argument was the need to adapt the functions of the Greek education system to the European and international standards, as well as to the imperatives that emerged from the country’s commitments to institutions of the world economic establishment (Ministry of Education, 2010: 1; 2012: 5). The first legislative text on ministry of A.

Diamantopoulou will focus on the evaluation of the educational project (Law 3848/2010) and will attempt to combine self-assessment and hetero-assessment at school level. A key factor and a rating agency are, according to the political texts, promoted by the political leadership of the Ministry of Education the Teachers' Association. The whole process is assisted by the administrative hierarchy of education, that is, the School Counselor and the school unit Manager, while a third body that of a "judge" can be used by school stakeholders (Circular of the Ministry of Education, C1/37100/31-03-10, Centre of Educational Research, 2010, 2011).

The key points of the model for the evaluation of the educational project during this period are:

- all participants in the school community are involved in the process: students, teachers, parents and senior authorities. At the same time, extra-curricular participants (e.g. a judge) may be used if the Teachers' Association decides to do so.
- the results of the evaluation of the educational project are communicated to the parents, the senior authorities and at the same time are used by the school community itself to formulate objectives and actions aimed at improving the teaching work.
- the process includes qualitative and quantitative assessment methods: such as interviews, questionnaires, observation keys.
- the highly innovative element introduced during this period is the peer evaluation, which is conducted exclusively by teachers and is based on colleagues' observation and judgment.
- the process will initially be based on experimental implementation (Law 3848 / 2010, Circular of the Ministry of Education, C1/37100/31-03-10).

According to the relevant arrangements, the purpose of the educational project evaluation (EPE) is to *"make the school unit a key player in the planning and implementation of the educational project and to improve the quality of education provided"*. The School Principal participates in the action plan in collaboration with the teachers' association and the School Counselor. The process is based on a combination of methodological tools that include questionnaires, interviews, observations, calendars, audio recordings, video recordings and sociometric techniques. It is held sometimes in plenary and sometimes in working groups. Both the research techniques as well as the process itself are subject to in-school training. The results of the assessment are communicated to the pupils and parents and submitted to the Principal Authorities, namely the Educational Research Center (ERC) and the Ministry of Education, provided that the school is *"invited to open"* and be accountable, according to the institutional framework, for his work in society" (Law 3848/2010, Circular of the Ministry of Education, C1/37100/31-3-2010).

At the same time in 2011 the OECD official report (OECD, 2011) was prepared and announced, which links the future of prosperity of Greece with the improvement of education performance in order to stimulate productivity and improve social results. It recommends to use its expenditures to face the weaknesses of the education system, taking into account similar experience in other countries. It points out that the future economy and quality of life in Greece will depend on improving the quality and performance of education, while respecting its commitments to equality and social justice. A negative aspect of the Greek education system is the lack of reliable indicators that provide information on the quality and effectiveness of the system and the lack of external evaluation of learning and school units. Although self-assessment of school units has gradually been introduced in Greece and efforts have been made to establish objective criteria, inadequate external data on the validity and comparability of performance per pupil, teacher and school unit limit the effectiveness of efforts and commitment at all levels. Therefore, an information system for planning and evaluation at school, regional and national level is proposed (OECD, 2011: 58-60).

In this context, the government of cooperation (ND-PASOK-DIMAR) that emerged in the 2012 parliamentary elections will continue the political initiative of the previous government. Measures and policies implemented after 2012 have attempted to complete the institutional framework for the supervisory system. The evaluation of the educational project promoted in 2010 left out of the teachers' service crisis but also the assessment of the other factors in the education system. Thus, at this stage the Ministry of Education attempted to develop a comprehensive network of supervision and control in education. The main argument remained the rationalization of the administrative mechanism and the strengthening of the efficiency and functioning of the education system (Kolympari, 2018), while the ultimate goal has been to develop an evaluation culture as there has historically been a climate of mistrust of external evaluations, and most notably of teacher evaluation (Kassotakis, 2018).

In the next period, the political leadership of the Ministry instructs a scientific committee to study and submit a proposal (Ministerial Decision 94246 / 17-08-2012).

This proposal included the following sub-systems:

- 1) evaluation of educational project (EEP).
- 2) pyramidal hierarchical evaluation with up down procedures
- 3) external evaluation of the school units, political decisions, actions, structures and procedures (Ministry of Education-Working Group, 2012).

The first system entitled "Assessment of educational project - self-assessment process" was a key policy priority of the Ministry of Education within the "New School" (Ministerial Decision 30972/C1/5-03-2013, C1/14841/13-12-2012). The project "Evaluating the Educational Project-Self-Assessment Process" was a key political priority of the Ministry

of Education within the framework of the “New School”. Its pilot application has been integrated into NSRF actions (Priority Axes 1,2,3 - Horizontal Action with MIS295381) and lasted from June 2010 to December 2012. The project involved some 500 schools from all regions of the country, 6,000 teachers and about 500 School Counselors in Primary and Secondary Education.

The process to be followed by the schools was as follows:

- 1) For the year 2013-2014: general Assessment of the school’s picture and hierarchy of priorities for the selection and formulation of the action plan.
- 2) For the 2014-2015 period which was considered to be the 2nd year in the context of EEP: Action Plan and
- 3) Compilation and electronic submission of the school’s evaluation report (see <http://aee.iep.edu.gr>).

The second evaluation system involved the educational administrative hierarchy, resulted in the teaching staff and was based on quality standards with a grading display. The new arrangements the educational and administrative evaluation of teachers was foreseen, on the basis of criteria, qualitative ratings, weighting and final grading.

One of the criteria for evaluating teachers is that of *“participating in the functioning of the school unit as a ‘learning organization’ and in its self-assessment processes”* (Presidential Decree 152/2013, article 5). In this way, the self-assessment of the school unit is linked to the teacher evaluation, while the 2011 regulations (Law 4024 / 27-11-2011) make the assessment a criterion for the grade development of the teaching staff. This law specifies the percentage of increases in the basic salary, imposes a reduction or even freeze on the increases, and decreases or removes various allowances.

For the needs of the particular teacher evaluation system, qualitative keys have been developed with examples and appropriate training has been carried out on training staff. The training material was compiled by committee members (Matsagouras, Gialouris & Kouloubaritsi, 2014) and the training procedures were undertaken by the Institute for Educational Policy (IEP). The IEP was foreseen to set up committees for the needs of the evaluation work, while also under its jurisdiction was the operation of the special platform, “Evaluation Observatory”, which was intended to host good practices from the evaluation implementations and to supply schools and their Stakeholders with information for matters of supervision and control (Ministerial Decision 30972 / C1 / 5-03-2013, articles 2, 4, 8).

The IEP together with the Independent Quality Assurance Authority in Primary and Secondary Education (QAAPSE) set up the third system in order to function as an external evaluation body (Law 4142/2013, article 1 paragr. 1-2, sub-paragr. α’). The core responsibilities of QAAPSE were to oversee procedures, evaluate and advise the Ministry of Education (Law 4142/2013, article 1, paragr. 2-3).

The above legislative framework has met with opposition from the education community. In a resolution filed in all schools across the country, 93% of the teachers stated their denial to be evaluated and to evaluate their school unit as they do not have the appropriate know-how, without any training in such a short period of time. However, the Ministry with a relevant circular (44375 / C1 / 24-3-2014) obliged the headmasters of the school units to set up working groups and implement the GNI legislative framework by June 2014, at a minimum (Chalkiadaki, 2015: 172).

In the EEP Observatory, apart from the pilot implementation and the actions carried out during that period (2010-2012), there is no evidence that the evaluation system was generalized in all schools in the country according to the institutional framework. There is, of course, important information and support material that can be used by educators and stakeholders, but according to the IEP website on a voluntary basis as the legislative framework remained inactive.

In practice, the evaluation was limited to teachers' evaluation in order to cover positions in Experimental schools as well as related procedures for education executives. The teachers' evaluation in experimental schools was first implemented in Greece (Papadopoulou, 2018), but the process became inactive in 2015 following the change in government. More specifically, during the school year 2012-2013 the teacher evaluation was carried out, which contributed to the renewal of the educational working force of the schools by 45% (Antoniou, 2014: 9). The assessment of teachers wishing to work in the Standard and Experimental Schools was conducted in two time periods which corresponded to different ways. The first period for their evaluation was conducted in 2012-2013, during which 400 teachers were selected with a five-year service from the 1600 applicants (Antoniou, 2014: 9). Through this process, teachers were evaluated in their training and their scientific work, their teaching experience, the overall presence of the teacher at the school evaluated by the school counselor and the school principal as well as in the interview. The overall assessment concerns more specifically teaching and pedagogical competence, the development of innovative educational activities, the use of new technologies, the use of a variety of materials and resources in teaching, the application of a diversified pedagogical method, the teaching practice and the development of cooperative activities in school and community.

The second evaluation period took place in 2013-2014, during which 100 teaching staff positions were filled out among the 350 applicants. During this process the teachers were evaluated by filing the personal file for their formal qualifications and the interview, not for their didactic competence and their overall presence in school as their colleagues in the previous period.

The task of evaluating teachers, despite serious external resistance, problems, difficulties, failures, and hesitations eventually became a reality. Typically, "staff renewal, massive interest in five-year positions (in 2013 there were 1,600 applications for 430

posts and in 2014, 350 for 120), who contradicted those who anticipated that teachers due to the lack of incentives, evaluation and increased responsibilities would turn their back to the new institution” (Antoniou, 2014: 3).

According to the institutional framework of teacher evaluation for the experimental schools (no. Φ361.22 / 11672 / Δ1 / 01-10-2012) issued in accordance with the provisions of Law 3966/2011, the total units (up to 100 points) that each teacher could collect. The allocation of units was as follows:

- a) The teacher’s portfolio, which included the teacher’s training and scientific work, was up to 31 points.
- b) Didactic experience, past service and the overall presence of the teacher in the school which was evaluated by the school counselor and the school principal took up to 44 points. The evaluation along this line was carried out only for the teachers who participated in the first phase of the evaluation process that took place in 2012-2013.
- 1) The interview of teachers received up to 25 molecules. The teacher who would collect at least 55 points was successfully judged and had a positive proposition.

The up down process foreseen in the PD 152/2013 was launched for training officers in August 2014 and October of the same year for School Leaders. This procedure was limited by the decision of the Minister of Education to the application of only 50% of the indicators of the PD 152/2013. In the following period, after repeated postponements, the process was discontinued as the new political leadership of the Ministry of Education decided to suspend the evaluation procedures (Ministerial Decision A-71/115305 / D2-22-07-2014).

Correspondent evaluation for education executives began in August 2014 and October of the same year for school principals. This procedure was limited by the decision of the Minister of Education to the application of only 50% of the indicators of the PD 152/2013. In the following period, after repeated postponements, the process was discontinued as the new political leadership of the Ministry of Education decided to suspend the evaluation procedures (Ministerial Decision A-71/115305 / D2-22-07-2014).

The Quality Assurance Authority in Primary and Secondary Education (QAAPSE) that was responsible for evaluating the quality of the education system in its mission and generally support the evaluation procedures in a report to be published in 2014-2015, will highlight the following points:

- a) overlaps, contradictions and interpretative gaps in the legislative framework arise
- b) the staffing of the Registrar of Assessors and the corresponding Evaluation Committees of the Teaching Project was difficult and does not continue to present deficiencies. Significant reasons here are the increased skills required in conjunction with the lack of incentives.

- c) the evaluation was linked to the economic crisis and led to a negative attitude of the educational community. This picture, coupled with the fact that teachers' assessment was the result of Law 4024/2011 aimed at the financial management of the country (see also 4336/2015), but also changes already made in the Staff Regulations of the teaching staff was considered to be a "memorandum prescript". There were corresponding reactions by the trade unions.
- d) the required instruction of the training executives has been completed within an extremely short period of time.
- e) there is a serious lack of comparable quality indicators, making any valuation and evaluation process difficult.
- f) the new political leadership of the Ministry of Education did not try to ensure a common philosophy and to fill gaps in the legislative framework (QAAPSE, 2015).

3.2. 2nd phase 2015-2019

In April 2015 the new government (SYRIZA-ANEL) announced the suspension of the PD 152/2013 and any evaluation process (of teachers, leaders and school units)¹. However, in the context of Greece's third economic adjustment program (3rd memorandum, Section 4.1, as updated in June 2016), it is foreseen that the review of commitments should cover all levels of education, including the evaluation of schools and teachers). It is even considered by the Institutions worrying that the procedures for the evaluation of schools and teachers have been suspended even in private education. The competent administrative authority, that is, QAAPSE does not fully fulfill its mission, which is to ensure quality and evaluation of educational project.

The European Commission's stance on this issue is similar. In its annual reports on education monitoring and instruction, the European Commission argues that the Greek Government, in addition to the introduction of EEP, needs to introduce additional measures such as teacher evaluation and the implementation of standards. A key objective for the Commission is to cultivate a culture of accountability, to link evaluation with the professional development of teachers and to work on comparable data (European Commission, 2016, 2017: 4, 9).

The first arrangements started in 2018 with the Law 4547/2018 and concluded in 2019 with the Ministerial Decision 1816/ CD 4/11-1-2019. The government had already disconnected the assessment of teachers from their rank and salary development (removal of provisions of Law 4024/11), which was also one of the key proposals of QAAPSE (Ministry of Education, 2012: 41). Law 4547/2018 reorganizes education structures, introduces staff evaluation and evaluation of school work. The new system removes the institution of the School Counselor and their role is played by the Educational Coordinators (Law 4547/2018, article 17 and 5 respectively). Education

Coordinators (designated 540 vs. 800 school counselors) staff the newly established Regional Educational Planning Centers (REPC) whose mission is to design, monitor, coordinate, and support the educational work of school units, the scientific and pedagogical support of teachers, the organization of training, and the support of planning and evaluation of educational work at regional level (Law 4547/2018, article 5).

The evaluation of the training coordinators and other executives of the administrative mechanism was based on qualitative and quantitative criteria, while in charge of the procedure were higher and inferior persons in the administrative hierarchy (Law 4547/2018, articles 37-40). The arrangement for the evaluation of the educational potential of education was claimed to be a positive step towards greater accountability, which is missing from the Greek education system.

Along with the new measures, schools are expected to gain greater autonomy through the evaluation of their educational work. Specifically, the school units responsible for the Teachers' Association were required to write summary reports (100 to 300 words) on three themes: a) school life b) school functioning and c) educational processes and educational outcomes (Ministerial Decision 1816 / CD 4 / 11-1-2019, articles 1-2). These reports, which were based on qualitative descriptions, included data that recorded the planning of specific actions, illustrated difficulties and problems, and resulted in an evaluation of the results in relation to the original objectives.

It was also envisaged that schools would submit proposals on necessary training activities. Reports on the evaluation of the work of the schools ended with REPC at the IEP and the Directorate-General for Primary and Secondary Education at the Ministry of Education.

4. Conclusions-Discussion

The legislative framework for the evaluation of educational work (of school units and teachers) as illustrated in the first period (2010-2014) is based on a combination of techno-bureaucratic characteristics and educative models of approach. An obvious element in the measures proposed by the PD 152/2013 was that they promoted processes that led to the enhancement of teachers' professional status (Kolymbari, 2018). A similar trend is also seen in the evaluation of school units as they move towards the consolidation of collective professionalism, which according to the theoretical principles of pedagogically oriented assessment systems departs from the individual authority and autonomy of the teacher (Matsagouras, 2019: 134).

However, government policy has been cautious in implementing the assessment system despite international proposals (e.g. OECD, 2009) that have highlighted the intensity and extent of the gap in Greek education (Papadopoulou, 2018). In practice, the evaluation was applied only to highly qualified teachers, that is, to education executives and teachers

of experimental schools. In evaluating qualified teachers, teaching is an expensive scientific project with consistent standards and measurable educational outcomes. As noted in relevant surveys conducted in Greece and internationally (OECD, 2009, Flores, 2018, Papadopoulou, 2018), qualified teachers treat their assessment positively, but point out the need to transform the school into a “learning community”, an element that, in their view, contributes positively to improving the quality of educational work and teachers. Their suggestions relate to alternative assessment methods, school-based training and continuing professional development opportunities such as in-school training, networked learning communities, dissemination of good practice, de-privatization / sharing of educational practices, and constructive cooperation.

The above which are illustrating the policy initiatives of the period 2010-2014 were largely reflected in the second period (2015-2019) where the evaluation relied solely on education executives and the evaluation of school education work, leaving teachers out of the process of the classroom. This tendency has been the result of both opposition to evaluation mechanisms, which has been expressed by the Greek educational community for many years, and the historically defined absence of evaluation systems (OECD, 2009).

In the collective educational consciousness, evaluation has been recorded as a concept that has historically been associated with techno-bureaucratic-administrative control, with the obvious reservation of teachers, as research shows (Rakalidou & Mouschoura, 2005, Athanasiou & Georgousis, 2006, Delvaux *et al.*, 2013, Fatourou & Kavvadias 2013, Grissom & Loeb, 2017) and after 2015 and within the framework of the country's memorandum commitments, the implementation of an evaluation system is mandated by the institutions (Memorandum). This has resulted in the continuous postponement of procedures and the adoption of a new legislative framework shortly before the end of the term of office.

Although, as noted in the international literature, teachers show a positive attitude towards their evaluation and set as basic conditions (Eurydice, 2004, 2015, Passias, 2007, OECD, 2013, Papadopoulou, 2017), the feedback, improvement and continuous training. Finally, governments from 2010 to 2019 A confined themselves to implementing specific provisions of the legislative framework with a predominant tendency to establish more pedagogical assessment models.

Note

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1. Press Release on “Essential aspects of the multi-bill for Education”, (Ministry of Education, 16-04-2015).

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