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Research on the Reform of Teacher Evaluation in Primary and Secondary Schools

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Abstract: Focusing on the cultivation of the teaching workforce in the new era, this paper systematically analyzes the policy evolution and practical progress in four core areas: the development of teachers' professional ethics and conduct, the assessment and evaluation system, the commendation and reward mechanism, and teacher management and resource allocation. Teachers' professional ethics and conduct are prioritized as the primary criterion in teacher evaluation. A series of national policies have been introduced to strengthen this principle, establish long-term oversight mechanisms, clarify the bottom line of professional conduct, and implement a zero-tolerance policy and entry-ban system for violations. The teacher assessment and evaluation system has become increasingly scientific, emphasizing the rejection of the "five-only" bias, highlighting actual teaching performance, adopting developmental evaluation, and directing performance-based distribution toward frontline teachers. The commendation and reward system has been steadily improved to foster a social atmosphere of respecting teachers and valuing education, with enhanced incentives for groups such as rural teachers. Teacher management and resource allocation have been continuously optimized through deepening professional title reform, implementing the "county management and school employment" system, and refining staffing quotas, so as to promote the balanced allocation of teacher resources and stimulate the vitality of the teaching workforce. On the whole, coordinated progress has been made in all relevant policies, aiming to build a high-level and professional teaching workforce and lay a solid foundation for developing a country strong in education.

Keywords: Teachers' Professional Ethics and Conduct, Assessment and Evaluation, Commendation and Reward, Teacher Management.

1. Introduction

Teachers are the foundation of education and the source of its revitalization. To build a strong country, we must first strengthen education; to strengthen education, we must first empower teachers. At the 2024 National Education Conference, General Secretary Xi Jinping emphasized the need to launch the Action to Forge Teachers' Soul with Educator Spirit, strengthen the development of teachers' professional ethics and conduct, improve the quality of teacher training and professional development, and cultivate a high-caliber teaching workforce for the new era. We must elevate teachers' political, social, and professional status, strengthen safeguards for their remuneration and benefits, uphold their professional dignity and legitimate rights and interests, and ensure that teaching enjoys high social prestige and becomes one of the most respected professions in societyIn 2020, the *Overall Plan for Deepening the Reform of Educational Evaluation in the New Era* (hereinafter referred to as the *Overall Plan*) stipulated that we should reform teacher evaluation to advance the mission of teaching and educating people, uphold teachers' professional ethics and conduct as the primary criterion, highlight actual educational and teaching performance, implement the home-visit system for primary and secondary school teachers, and incorporate home-school communication into teacher performance assessment, among other requirement. This plan sets clear requirements for primary and secondary school teachers' evaluation literacy and charts the course for educational evaluation reform in the new era.

2. The Long-term Mechanism for Fostering Teachers' Professional Ethics and Conduct Has Been Progressively Improved

Since the 18th National Congress of the Communist Party of China, General Secretary Xi Jinping has attached great importance to the development of the teaching workforce from a strategic perspective, repeatedly emphasizing the extreme importance of teacher-related work. Focusing on the cultivation of teachers' professional ethics and conduct, he has, on multiple occasions, reiterated the goals, contents, implications, and approaches for strengthening this work, and put forward a series of new ideas, viewpoints, and assertions-including the standards of "Four Good Teachers," the principle of "Four Unifications," the "Six Requirements," the "Primary Criterion," and the unity of "learning, doing, and being"-thereby establishing the overarching requirements for fostering teachers' professional ethics and conduct. General Secretary Xi Jinping has stressed that teachers are mirrors of students' moral cultivation and must possess noble character and moral integrity that set an exemplary role.

Since the reform and opening-up, strengthening the

cultivation of teachers' professional ethics and conduct has been a key area of concern for the Party and the state. At the 1983 National Conference on General Education, the Ministry of Education issued the *Opinions on Establishing a Supervision System for General Education*, which stipulated that educational administrative departments at or above the county level should establish supervision institutions, with pilot programs to be launched first and then gradually implemented nationwide. The institutional setup of educational supervision has been extended from the central to local levels, aiming to build an integrated organizational framework for educational supervision and lay an organizational foundation for its operation[1]. In 1984, the Ministry of Education and the All-China Federation of Trade Unions jointly issued the *Code of Professional Ethics for Primary and Secondary School Teachers* (*Draft for Trial Implementation*), which set standards for teachers' professional conduct.In 1991, the revised *Code of Professional Ethics for Primary and Secondary School Teachers* stipulated that teachers' professional ethics should be incorporated into performance evaluations covering morality, competence, diligence, and achievement.In 2003, the Ministry of Education issued the *Circular on Further Strengthening the Management of the Primary and Secondary School Teacher Workforce and Professional Ethics Education*. In response to violations of laws and regulations by some teachers and principals at that time, the document emphasized that professional ethics, legal knowledge, and job performance should be included in teacher assessment, with the results serving as an important basis for contract renewal, dismissal, rewards, and penalties.In 2005, the Ministry of Education promulgated the *Opinions on Further Strengthening and Improving the Construction of Teachers' Professional Ethics*, requiring the establishment of an evaluation system for professional ethics, and further taking teachers' ethical performance as a key criterion for annual assessment, professional appointment, further study, and commendation.In 2010, the *National Medium- and Long-Term Program for Education Reform and Development* (2010–2020) was released, which for the first time specified that performance on professional ethics should be the primary content in teacher assessment, appointment, and evaluation.In 2013, the Ministry of Education issued the *Opinions on Establishing and Improving a Long-term Mechanism for the Construction of Teachers' Professional Ethics in Primary and Secondary Schools*, which called for "strict assessment of professional ethics to encourage teachers to consciously enhance their ethical cultivation" and placed ethical assessment at the core and forefront of teacher evaluation.In 2014, the Ministry of Education issued the *Measures for Handling Misconduct Violating Professional Ethics by Primary and Secondary School Teachers*, which listed various types of unethical conduct among basic education teachers.

In the context of the new era, the development of teachers' professional ethics and conduct still faces a number of difficulties and bottlenecks. First, efforts to strengthen the cultivation of teachers' professional ethics and conduct are plagued by a disconnect between teachers' ethical cognition and practical behavior. The excessive pursuit of utilitarian goals in school management has weakened teachers' ability to convey ethical sentiments; meanwhile, the unsatisfactory social status of teachers has also undermined the resilience of their ethical commitment. Furthermore, the complexity and diversity of real-world ethical practice make it difficult to uphold the ideal image of "serving as role models for students", which presents another major challenge. Phenomena such as overemphasis on research at the expense of teaching and prioritizing instruction over moral education have emerged in primary and secondary schools.

It is only natural to set new standards and impose strict requirements on teachers, for this embodies accountability to both students and the nation. Evaluation of teachers' professional ethics must be placed in the foremost position. To this end, since the 18th National Congress of the Communist Party of China, the state has introduced a series of policies to strengthen the development of teachers' professional ethics and conduct. The *Opinions of the State Council on Strengthening the Construction of the Teaching Workforce* (hereinafter referred to as the Opinions on Construction) proposes to establish a long-term mechanism for professional ethics development, and to improve an integrated working mechanism covering education, publicity, assessment, supervision, rewards and penalties.The *Opinions of the CPC Central Committee and the State Council on Comprehensively Deepening the Reform of the Construction of the Teaching Workforce in the New Era* (hereinafter referred to as the Opinions on Reform) calls for promoting noble professional ethics and launching projects to advance teachers' professional ethics and conduct. It also requires improving the long-term mechanism for professional ethics development, promoting its regular and sustained implementation, innovating professional ethics education, and refining relevant codes of conduct.The Overall Plan stresses that performance in professional ethics shall serve as the primary requirement in teachers' qualification registration, performance assessment, professional title evaluation and appointment, and commendation and reward. It also calls for strengthening the assessment of teachers' ideological and political qualities to promote the regular and long-term development of teachers' professional ethics and conduct.The *Opinions of the CPC Central Committee and the State Council on Promoting the Spirit of Educators and Strengthening the Construction of a High-Quality and Professional Teaching Workforce in the New Era* (hereinafter referred to as the *Opinions on Strengthening*) upholds the principle that teachers' professional ethics and conduct constitute the primary criterion. It stipulates that requirements concerning ideological and political standards and professional ethics be included in teachers' employment contracts, with strict inspection and vetting in teacher recruitment and appointment.At present, problems such as overemphasizing research over teaching still persist in primary and secondary schools, making it urgent to strengthen the evaluation of teachers' professional ethics. Multiple policies have attached great importance to professional ethics development, requiring the establishment of a long-term mechanism, innovation in professional ethics education, improvement of relevant norms, and the adoption of ethical performance as the primary requirement in all teacher evaluation activities. These policies also emphasize strengthening the assessment of ideological and political qualities, ensuring the regular and sustained progress of professional ethics development, adhering to the primary criterion of teachers' professional ethics and conduct, and implementing strict vetting in teacher recruitment and appointment.

In regulating the professional conduct of primary and

secondary school teachers, relevant policies have clearly defined the bottom line for professional ethics and implemented an industry entry ban system.The *Opinions on Reform* calls for strengthened oversight of teachers' ideological and political qualities and professional ethics, enhanced ethics assessment to reward excellence and penalize misconduct, the implementation of a negative list system for professional ethics evaluation, the establishment of individual credit records for teachers, and improved mechanisms for integrity commitments and dishonesty penalties, so as to effectively address problems such as ethical misconduct and academic dishonesty.The *Overall Plan* stresses the full implementation of the Code of Professional Conduct for Primary and Secondary School Teachers in the New Era and the establishment of a notification and warning system for ethical violations. For teachers who commit serious breaches of professional ethics and conduct, it proposes exploring the introduction of an industry-wide ban from the education sector.The *Opinions on Strengthening* upholds a zero-tolerance policy toward violations of professional ethics. Violations shall be investigated and sanctioned in accordance with regulations, discipline and laws; those serious cases that have aroused strong public concern and caused harmful social impacts shall be dealt with strictly and severely. The systems of pre-employment screening and industry prohibition for faculty and staff shall be put into practice.Regarding the professional conduct of primary and secondary school teachers, relevant policies require a clear ethical bottom line, the implementation of entry bans, strengthened supervision, enhanced ethics evaluation, the application of negative list and credit record systems, and improved disciplinary mechanisms to resolve problems including ethical misconduct.The *Opinions on Reform*, the *Overall Plan* and the *Opinions on Strengthening* all emphasize the implementation of professional conduct standards, the establishment of a notification and warning system, the adoption of an industry-wide ban for serious ethical violations, adherence to zero-tolerance with strict and severe punishment, and the full implementation of pre-employment screening and industry prohibition systems.

3. The Teacher Assessment and Evaluation System Has Become Increasingly Comprehensive and Well-established

Although the teacher assessment and evaluation system was established relatively recently and is still being refined and consolidated, the relevant institutional framework has grown increasingly sophisticated. Since the mid-1980s, educational authorities have not issued specific policies dedicated exclusively to teacher evaluation, but have integrated the contents and approaches of teacher evaluation into documents governing head-teacher management and teacher professional development. In 2001, the State Council issued the *Decision on the Reform and Development of Basic Education*, which called for "establishing incentive mechanisms and improving the assessment system". In 2002, the Ministry of Education issued the *Circular on Vigorously Promoting the Reform of the Evaluation and Examination System in Primary and Secondary Schools*, which clarified the requirements, methodological orientations and organizational principles for the reform of the evaluation system in primary and secondary schools, and proposed building "an evaluation system conducive to improving teachers' professional ethics and professional competence". In 2003, the Ministry of Personnel and the Ministry of Education issued the *Implementing Opinions on Deepening the Reform of the Personnel System in Primary and Secondary Schools*, requiring that assessment results serve as an important basis for teachers' income distribution, rewards, penalties and employment. In 2009, the *Guiding Opinions on the Performance Assessment of Teachers in Compulsory Education Schools* proposed that teacher performance assessment should be oriented toward improving teacher performance, and that a "sound teacher performance assessment and evaluation system should be established in line with the laws of education, teaching and teacher development, with clear orientation, scientific standards and a complete framework". In 2012, the Ministry of Education released the professional standards for kindergarten, primary and secondary school teachers to standardize the assessment and evaluation of basic education teachers.

Although the evaluation system for primary and secondary school teachers in China is gradually becoming more scientific, it still faces several challenges in practical implementation. First, regarding the function of the evaluation system, a prominent problem is the overemphasis on its reward and punishment nature and excessive focus on final evaluation results, while the guiding and feedback roles of the evaluation process are relatively neglected. At the operational level, the composition of evaluators is rather unitary, failing to fully respect teachers' status as active subjects. The dominant model is unidirectional evaluation from superiors to subordinates and from administrators to teachers, which leaves teachers with little voice and insufficient right to participate in the evaluation process. In addition, when setting evaluation indicators for primary and secondary school teachers, there is a tendency to rely excessively on enrollment rates and average examination scores as measurement criteria. These indicators are often overly unified and lack differentiated considerations for teachers at different developmental stages, thus ignoring the characteristics of teachers' individual growth stages. As for evaluation methods, current practices lean more toward quantitative assessment while downplaying the importance of qualitative evaluation, which to some extent overlooks the long-term and delayed effects of teachers' work.

Establishing and improving the teacher assessment and evaluation system is a key link in improving educational quality and stimulating the vitality of the teaching workforce. Amid the current wave of educational reform and development, teachers' professional competence, teaching ability and care for students directly affect the quality of talent cultivation and the future development of society. Therefore, building a scientific, fair and comprehensive teacher assessment and evaluation system can not only accurately measure teachers' work effectiveness, but also effectively guide teachers in their self-improvement, promote the optimal allocation of educational resources, and lay a solid foundation for cultivating well-rounded socialist builders and successors with moral, intellectual, physical, aesthetic and labor development.The *Opinions on Construction* points out that teacher assessment and evaluation criteria should be improved to emphasize professional ethics, competence, performance and contribution; multi-stakeholder evaluation involving schools, students, teachers and society should be explored to guide teachers in devoting themselves to teaching

and educating students. It is strictly prohibited to evaluate primary and secondary school teachers simply by enrollment rates and examination scores. The *Opinions on Reform* stresses the establishment of an assessment and evaluation indicator system suited to the characteristics of primary and secondary school teaching posts, upholding the principle of integrating moral integrity and professional competence, conducting comprehensive assessment, highlighting actual educational and teaching performance, and guiding teachers to focus on teaching and educating students. It also calls for strengthening post-employment management to stimulate teachers' work motivation.The *Overall Plan* emphasizes improving the performance assessment methods for primary and secondary school teachers, with performance-based salary distribution tilted toward head teachers, frontline teachers and those with outstanding teaching effectiveness. It proposes exploring the establishment of a teaching review system for primary and secondary school teachers, requiring classroom teachers to provide academic reviews for each student every semester, with such reviews included in teacher assessment. The *Opinions on Strengthening* puts forward advancing the reform of teacher evaluation, highlighting actual educational and teaching performance, focusing on evaluating teachers by their competence, performance and contribution, resolutely overcoming the bias of overemphasizing scores, enrollment rates, academic degrees, research papers and professional titles, and promoting developmental evaluation.Establishing and improving the teacher assessment and evaluation system is crucial to improving educational quality. In current educational reform, teachers' professional competence and teaching ability directly affect talent cultivation and social development. To this end, it is necessary to build a scientific, fair and comprehensive assessment and evaluation system that emphasizes professional ethics, competence, performance and contribution, guide teachers to focus on teaching and educating students, and prohibit evaluating teachers solely by enrollment rates. All relevant policies stress comprehensive assessment, highlight actual educational and teaching performance, optimize performance-based salary distribution and stimulate teachers' vitality. Meanwhile, advancing the reform of teacher evaluation, overcoming the overemphasis on scores and enrollment rates, and implementing developmental evaluation will comprehensively improve the development of the teaching workforce.

4. The Teacher Commendation and Reward System Has been Steadily Improved

Improving the system for commendation and reward of teachers represents an important measure to demonstrate respect for the education profession and motivate teachers' enthusiasm, which ought to focus particularly on the diligent efforts and outstanding contributions of frontline teachers. In the broad cause of education, frontline teachers are not only conveyors of knowledge but also guides for the spiritual growth of students. They nurture hope with diligence and illuminate the future with wisdom. Therefore, the establishment of a scientific, rational and efficient commendation and reward mechanism serves not only as recognition of their hard work but also as an incentive and guidance for the broader teaching community. It aims to foster a sound social atmosphere of respecting teachers and valuing education, encourage more people to devote themselves to education, and jointly advance the vision of building a strong country in education.

Since the reform and opening-up, China has attached great importance to the development and improvement of the teacher honor and commendation system. In 1980, the Central Committee of the Communist Party of China and the State Council issued the *Decision on Several Issues Concerning the Popularization of Primary Education*. On January 21, 1985, the Ninth Session of the Standing Committee of the Sixth National People's Congress adopted the Decision on Teachers' Day, establishing September 10 as the annual Teachers' Day. This move further guided society to embrace the values of respecting knowledge and talent, greatly fostered a social atmosphere of honoring teachers, and provided a favorable social environment for the development of the teacher honor and commendation system in the new era of China. Meanwhile, with the continuous progress of the legalization process in the new period, the honor and commendation system for primary and secondary school teachers has been increasingly recognized at the legal level. During this period, an honor and commendation system for primary and secondary school teachers was formed, centered on the "Special-Grade Teacher" system and the selection of "National Outstanding Teachers and Educators", marking a trend toward institutionalization and legalization.The *Outline for the Reform and Development of Education in China*, promulgated in 1993, stipulated that governments and schools at all levels should grant both spiritual and material rewards to outstanding teachers and educators, and provide special allowances or rewards to teachers with outstanding contributions, so as to institutionalize such practices. The *Teachers' Law of the People's Republic of China*, also enacted in 1993, stipulates that teachers with outstanding achievements in education and teaching, talent cultivation, scientific research, teaching reform, school development, social services and work-study programs shall be commended and rewarded by their schools. Teachers with major contributions shall be awarded honorary titles in accordance with relevant national provisions. It also states that assessment results shall serve as the basis for employment, salary promotion, rewards and penalties. Although such a high-stakes teacher evaluation system played an incentive role to a certain extent, its purpose was relatively simplistic, making it difficult to fundamentally stimulate teachers' professional enthusiasm and promote their professional development[2]. The *National Medium and Long-Term Program for Education Reform and Development* (2010–2020) clearly required the establishment of a teacher honor and commendation system, calling for extensive commendation and publicity of exemplary teachers' deeds and the establishment of national honorary titles for teachers and educators with outstanding contributions.

China has formed a basic institutional system for the honor and commendation of primary and secondary school teachers. However, from a comprehensive review of the institutional texts and implementation effects of the current system, several problems remain in the system itself and its operation. First, it carries strong administrative overtones. Selection is mostly conducted by governments at all levels, with the review process dominated by official authorities, resulting in a disproportionately strong influence of government-level commendations. Second, selection criteria are vague. Insufficient attention is paid to teachers' moral conduct and

professional reputation; unified standards and normative requirements are lacking, and panel members are often not specialists in the field of education. Third, the selection process is rigid. The top-down selection mode only achieves superficial fairness, as candidates are determined by their employing institutions. The inadequate supervision and restraint mechanism has led to inequities in selection outcomes.

Since the 18th National Congress of the Communist Party of China, the Central Committee and the State Council have intensified commendations for teachers and improved relevant systems. The *Opinions on Construction* proposes exploring the establishment of a national-level teacher honor system, continuing to commend National Model Teachers and Advanced Workers in the National Education System, and increasing commendations and rewards for teachers with long service and outstanding contributions in rural areas. The *Opinions on Reform* requires the issuance of honorary certificates to teachers who have served in rural schools for 30 years. All regions shall carry out various forms of teacher commendation and reward activities in light of local conditions in accordance with relevant national regulations, and implement corresponding preferential policies. Social groups, enterprises, public institutions and non-governmental organizations are encouraged to provide financial rewards for teachers and carry out activities honoring teachers, so as to cultivate a fine social ethos of respecting teachers and valuing education.The *Overall Plan* emphasizes improving the selection system for the National Teaching Achievement Award and optimizing the categories and quota allocation of awards. The *Opinions on Strengthening* calls for enhanced incentives and rewards for outstanding teachers and improved relevant systems. Collective and individual teachers with outstanding contributions shall be commended and rewarded in accordance with relevant regulations, with preferences given to rural teachers.Improving the teacher commendation and reward system is intended to demonstrate respect for the education profession and inspire teachers' enthusiasm, especially in affirming the outstanding contributions of frontline teachers. A series of policies emphasize the establishment of a national teacher honor system, stronger commendations for teachers in rural areas and those with long teaching experience, and the participation of all sectors of society in honoring teachers to foster a respectful social atmosphere. The *Overall Plan* also proposes improving the monitoring of textbook quality and the national reward system to commend teachers with outstanding contributions. The *Opinions on Strengthening* further stresses incentives for outstanding teacher collectives and ensures that commendations and rewards are tilted toward rural teachers. The above policies not only recognize teachers' hard work but also motivate the teaching community to dedicate themselves to education, contribute to the goal of building a strong country in education, and construct a more equitable and excellent education system.

5. The Mechanisms for Teacher Management and Resource Allocation Have been Steadily Optimized

Optimizing the mechanisms for teacher management and resource allocation constitutes a key link in improving educational quality and advancing educational equity. Against the backdrop of current educational reform and development, rationally allocating teacher resources and stimulating the vitality of the teaching workforce has become an important task. Teacher management policies mainly cover professional title evaluation and appointment, as well as performance-related pay policies.

In January 1986, the Central Committee of the Communist Party of China and the State Council issued the Report on *Reforming Professional Title Evaluation and Implementing the Appointment System for Professional and Technical Personnel*, marking the launch of professional title evaluation reform after the reform and opening-up. For basic education, the Leading Group for Professional Title Reform of the Central Committee issued a circular approving the *Interim Regulations on Professional Posts for Primary and Secondary School Teachers* issued by the State Education Commission in the same year, introducing a professional title system centered on post appointment and the integration of evaluation and appointment in basic education.To a large extent, these policies boosted the motivation, initiative and creativity of primary and secondary school teachers, yet a series of problems persisted, including irrational quota allocation, unscientific integration of evaluation and appointment, excessive emphasis on rigid quantitative criteria in review standards, and evaluation alienation caused by neglect of teachers' work attitudes.In response to these accumulated problems, China launched pilot professional title reforms in one prefecture-level city each in Jilin, Shandong and Shaanxi in 2009, and expanded the pilots in 2011. In 2015, the Executive Meeting of the State Council proposed fully advancing the reform of the professional title system for primary and secondary school teachers. Later that year, the Ministry of Human Resources and Social Security and the Ministry of Education issued the *Guiding Opinions on Deepening the Reform of the Professional Title System for Primary and Secondary School Teachers*, which integrated the previously separate title systems for primary and secondary school teachers, unified title levels and added a professor-level senior professional title.

In December 2008, China successively issued the *Guiding Opinions on the Implementation of Performance-Related Pay in Compulsory Education Schools* and the *Guiding Opinions on Performance Assessment of Teachers in Compulsory Education Schools*, launching the performance-related pay system and performance assessment to stimulate staff enthusiasm and initiative. Nevertheless, the incentive effect of this policy has fallen short of expectations after more than a decade of implementation.Following the full popularization of nine-year compulsory education in China by the end of 2011, gaps in school-running capacity and educational quality across regions, urban and rural areas, and individual schools gradually emerged, becoming the underlying cause of prominent problems such as school selection, excessive academic burden on students and arbitrary fees[3].In this context, promoting the balanced development of compulsory education became a major strategic task. Balanced development is dynamic, with its connotation evolving alongside social and temporal changes[4]. In China, it covers three dimensions: first, balanced development between regions, with coordinated planning across provinces, cities, counties and urban-rural areas; second, balanced development between schools within a region; and third, balanced development between social groups, with special attention to the education of disadvantaged groups.Based on

China's practical conditions at the time, advancing balanced development of compulsory education within regions, especially at the county (city, district) level, became the top priority[5].In 2021, China introduced the "Double Reduction" Policy. Some schools subsequently launched after-school services and incorporated this work into performance assessment targets for teaching and administrative staff.

From the perspective of teacher professional title evaluation and appointment, interests related to professional titles have altered the mindsets of policy implementers and target groups. Both parties tend to view evaluation from a self-interested standpoint and act to protect their own benefits, leading to deviations in professional title review such as mechanical implementation and selective enforcement of policies.Issued by the central government in the form of macro-guidance, the performance-related pay policy is inherently abstract. Its implementation follows a step-by-step decomposition approach, which tends to amplify deviations in policy interpretation and enforcement as the vague macro-strategy is passed down to lower levels.Grassroots schools suffer from shortcomings in implementation capacity and practical motivation, lacking necessary organizational capability and collective cohesion. Meanwhile, teachers hold misunderstandings about the policy, so the incentive effect of performance-related pay has not been fully realized, and the policy has struggled to gain genuine internal recognition and high satisfaction among teachers.

Since the 18th National Congress of the Communist Party of China, the establishment of a sound teacher management system in China has not only effectively improved teachers' professional competence and teaching ability, but also ensured the balanced distribution of educational resources, enabling every child to access high-quality educational resources.*The Opinions on Construction* calls for a sound teacher management system and strengthened management of teacher resource allocation. It proposes gradually adopting unified staffing quotas for primary and secondary school staff in urban and rural areas, with preferential policies for remote rural areas, strict implementation of teacher qualification and access systems, accelerated reform of the teacher professional title system, and full promotion of appointment and post management systems.*The Opinions on Reform* stresses deepening comprehensive reform of teacher management to rationalize institutional mechanisms. It requires innovative and standardized staffing for primary and secondary school teachers, optimized allocation of compulsory education teachers, implementation of the "county-level management and school-based appointment" system for compulsory education teachers, improved access and recruitment systems, and deepened reform of the professional title system with refined evaluation criteria.*The Opinions on Strengthening* emphasizes optimizing teacher management and resource allocation. It calls for a sound national teacher qualification system, a recruitment system suited to education industry characteristics with strict entry checks, deepened professional title reform and optimized post structure ratios, with preferential treatment in title evaluation and appointment for rural teachers. It also requires optimized teacher allocation to support small-class and personalized teaching, strengthened staffing for shortage disciplines such as science, physical education, aesthetics and arts, and improved staffing and management of ideological and political theory teachers and counselors. The "county-level management and school-based appointment" mechanism for primary and secondary school teachers will be refined, and programs including the group-assistance initiative for educational talents, the National Silver-Age Teachers Action Plan and the Rural Chief Teacher Post Program will be fully implemented.Optimizing teacher management and resource allocation mechanisms is critical to educational quality and equity. Relevant policies all call for a sound teacher management system, unified urban-rural staffing quotas with preferences for remote rural areas, deepened comprehensive teacher management reform, innovative staffing arrangements, improved access and recruitment systems, and refined professional title reform with rural-oriented preferences.In addition, policies require strengthened staffing for shortage disciplines, optimized "county-level management and school-based appointment" mechanisms, and implementation of multiple educational talent support programs.

These policies aim to stimulate the vitality of the teaching workforce, promote balanced allocation of educational resources and sustain the development of the educational cause.

6. Conclusion

This research systematically explores the reform progress and practical dilemmas of primary and secondary school teacher evaluation in China from four core dimensions: professional ethics cultivation, assessment and evaluation system, commendation and reward mechanism, and management and resource allocation. It is evident that China has built a progressively improved teacher evaluation system driven by a series of national policies, with professional ethics established as the primary criterion, supported by a strict bottom-line constraint and industry entry-ban system for ethical violations. The assessment system has moved toward scientization, abandoning the "five-only" bias, emphasizing practical teaching performance, and advocating developmental evaluation with multi-stakeholder participation. The commendation and reward mechanism has been optimized to tilt toward rural and frontline teachers, and social participation in teacher recognition has been encouraged, fostering a social atmosphere of respecting teachers and valuing education. Teacher management and resource allocation have been advanced via professional title reform and the "county management and school employment" system, promoting balanced resource distribution and addressing urban-rural educational gaps.

Despite these achievements, challenges remain, such as the disconnection between teachers' ethical cognition and practice, the overemphasis on the reward-punishment function of evaluation, the administrative tendency in commendation selection, and the insufficient incentive effect of performance pay. Moving forward, the reform of teacher evaluation should further consolidate the long-term mechanism of professional ethics construction, improve the scientificity and differentiation of evaluation indicators, optimize the fairness and professionalism of the commendation system, and refine the implementation of teacher management policies. By addressing these practical dilemmas and deepening systematic reforms, China can continuously stimulate the vitality of the teaching workforce, build a high-quality and professional teacher team, and lay a solid foundation for constructing an education-powerful country and cultivating well-rounded socialist builders and successors.

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