

**PERFORMANCE MANAGEMENT SYSTEM, PERFORMANCE BASED REWARD AND THE PROFESSIONAL DEVELOPMENT OF TEACHERS. SOME CRITICAL IMPLEMENTATION CHALLENGES IN EDUCATION.**

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## **1. INTRODUCTION**

Performance management system is established by organisations and companies to encourage and maintain high level performance to deliver high quality products and services to clients. The system allows for development of top level goals and objectives, annual program goals and defines how these will be achieved and measured. Resources are allocated to achieve set objectives as well as relevant support to employees whilst some organisations may use performance management system as a basis to determine salary increases. Some organizations, primarily in the private sector use this as way to recognize outstanding performance. In the latter, salary increases are inflation related or linked.

The performance management as applied to teachers being in the public service will be critically examined in this document, its critical challenges, and comparative

analysis of approaches adopted in relation to other spheres of government and private sector will be provided. Teacher Appraisal System as a form of performance management system and all its dynamic and challenging features in the school system permeates all this discussion. Coupled with this is performance based reward which is a problematic system in terms of its merit and application. The second aspect will focus on Professional Development of teachers and all its associated aspects such as teacher professionalism, teacher quality, teaching quality and teacher motivation and how performance-based reward impact on these concepts. All of them are intertwined. There cannot be a discussion of one without touching on the others. They are intimately married to each other. The last part will present some aspects that could be considered as alternative approaches that can be adopted.

## **2. MOTIVATION FOR THIS STUDY.**

The basic hypothesis for studying these concepts is that all of them; Performance-management (Teacher Appraisal), performance based reward and the Professional Development of teachers are an ongoing discussion and critical debate and scrutiny in the educational domain all over the world. The debate is even much sharper in South Africa than perhaps in other countries because of the high level of political consciousness of trade unions and their members in general. The debates around these issues besides the fact that they are as old as education itself have not been able to bring convergent opinions that unite the teaching profession and the educational bureaucracies in the world of education. Both Teacher unions and education authorities pursue different ideological agenda and come from unequal stratified hierarchical position in society. They hold different meanings and intentions when it comes to application and operationalisation of these concepts. No complete consensus is ever possible and probably not even desirable because education in itself is not neutral. This also stems from the fact that once teachers develop critical emancipator knowledge of the work they are doing the level of consciousness,

sensitivity and vigilance becomes sharper. Both sides should forge common objectives and departure point that acknowledges that school evaluation or teacher appraisal is for improvement in the school system. Conflict and differences should be amenable to rational solutions. Furthermore they should accept that there will be continuous robust engagement on policy-making issues and as new concepts in education emerges. A master-servant type of relationship is not needed because it will continue to fuel a climate of tension and confrontation which is harmful to educational development in the country and creates a polarised relationship amongst all education stakeholders. The best is to remove obstacles and develop systems and strategies that will help the school environment to confront the learning and teaching challenges in a corporative and collaborative manner. There must be a moment when both sides pause for a moment and think of how they should move forward to take this country' education and place it in the international arena of academic and educational excellence.

The research conducted by Stone, (1984), Hargreaves (2002), Fitzgerald, (2002), just to mention a few had at different times and varied environments brought persuasive arguments and viewpoints on professional development of teachers and teacher appraisal system that somehow found receptive and listening minds among educational scholars as well as common understanding with government educational bureaucracy in the world with a few dissenting views. There are limited disagreements that continuous professional development of teachers strengthens confidence and improves performance of teachers. Apart from this view it is important to point out that any educational concept or system such as teacher appraisal and teacher development must always be continuously analysed and scrutinized to check if their contents and objectives are still relevant to address the emerging challenges in teacher education and the schooling process or do they still stand the test of modern pedagogical and intellectual knowledge because in terms of dialectical materialism any system or knowledge like culture in any environment are

not static but dynamic and ever-changing. This is why research in education and in any discipline or field of study is an ongoing phenomenon to continue to search for new and more meaning of knowledge and the theoretical tools of analysis to interpret and generate new knowledge.

Emerging democracies in the world such as South Africa, which are on the path of re-building their economies and education systems, are still grappling with the implementation of these concepts that are obviously inescapable and inseparable in the schooling system in their education's environments? When these countries look for best models that could be borrowed from so called developed nations they discover that those countries are as well still grappling to develop the best way of dealing with these concepts. Educational dependency like cultural borrowing, do not always provide solutions to any country's problems. What works better in America or Britain may not necessarily and always be good in South Africa or elsewhere. This does not imply that looking for best practices and forms of excellence elsewhere is in essence a bad idea. But such borrowed or copied knowledge must be subjected to modification to allow smooth adaptation and adoption that will suite local circumstances in terms of their resource capacity. Sometimes different circumstances require different approaches and appraisals because of the socio-economic and political dynamics that exists in a given environment.

The teacher appraisal system in South Africa has undergone a serious process of metamorphosis in shaping and reshaping. From DAS of 1998 it evolved to Whole School Evaluation policy in 2000 and in 2003 the two systems were collapsed and merged into one Integrated Quality Management System as the new appraisal system which is currently operational. In the process of evaluating its effectiveness and testing its level of acceptability among all the stakeholders, it has emerged that it also has serious impediments that are a subject of contested debates and unacceptability by education stakeholders. The journey appears not to be reaching

its destination. A new system that is in the pipeline and not yet tested in practice is also been subjected to serious scrutiny and some of the aspects that might cause problems in the future implementation are being ironed out before adoption and signing. In this journey of change, it has travelled on a road that is narrow, twisting and broken surfaced or just a convoluted rutted track. There were a lot of implementation problem since the inception of these systems. According to Class Act Report (2007) lack of capacity and resources at different levels of the system affected the smooth implementation of these concepts. Furthermore, the inability of the districts to provide ongoing professional Development and support to schools was a serious impediment. Professional evaluation experts at district and school level were not adequate. Districts poorly understood the IQMS processes and procedures such as how to develop PGPs and analyse them for the SIP or how the SIP could be incorporated into the DIP. The IQMS training document was poorly designed, poorly written and difficult to understand. The training which was based on the ineffective cascade model, was poor and of short duration with 2-3 days (Class Act 2007, pp.53-54). .At that initial stage, teachers unions according to De Klerk (2011) lacked policy mediation leadership in countering Education Departments' agenda around teacher development and in particular around the IQMS. Most unions lacked strong adoptive policy leadership to assume an influential policy role and contest education department's agenda as well as navigate inherent policy tensions and adapt their policy strategies over time (De Klerk, 2011). The list of implementation problems is endless.

Basically teacher appraisal system is a subject of contested debates and disagreement because the forces that must drive this vehicle of change are often staggered and locking horns in the ELRC negotiation arena. These are the education bureaucracy, labour unions and SACE. SADTU leadership wants a teacher-driven appraisal system or a centrally decided teacher development system whereby district officials monitor teacher's performance and decided on their

development while not being sensitive to the apartheid legacy of a rather differentiated teaching force (De Klerk, 2011). NAPTOSA unions which are less militant and less political had a tradition of focusing on professional issues and the improvement of their members' professional knowledge, competences, attitudes and performance as well as the poor culture of teaching and learning which was prevalent in many schools (Govender,2004). The unions are not differing on the issue of teacher professionalism but on how to develop it. Furthermore, conservative teacher unions prefer their own developmental programmes and SACE's work for improving teacher professionalism. On the other hand, SADTU disregarded SACE's professional standing and function by taking up the issue of teacher professional and bargaining directly with the education Department and conflating the occupational and professional requirements in the bargaining. The whole situation therefore in the ELRC bargaining chamber is comprised of stakeholders who are in an unholy alliance, with common intentions but different strategies and approaches to reach these common objectives.

### **3. THE 2011 RESOLUTION ON APPRAIL SYSTEM BY SADTU WHICH ALSO GAVE A MANDATE FOR THIS STUDY**

SADTU, having emerged from the Teacher Education Summit of 2009 where intensive and robust discussion were taking place about the IQMS as an appraisal system, took a conscious and disciplined decision to compel the ELRC to commission a study on the IQMS in order to;

- identify the strength and the challenges related to its implementation.
- The union noted that the learner performance was included in the performance of teachers. The union therefore, decided this should be excluded from this performance appraisal
- It decided that there should be one performance appraisal system for all school-based Educators.

- It insisted on the re-packaging of the IQMS to reflect the de-linking aspects as resolved by the Teacher Development Summit with a view of strengthening it by 2012; and
- Refer the discussion and development to the policy conference.

This study was done in order to comply with the 2001 resolution as highlighted above.

#### **4. UNDERSTANDING THE MEANING AND APPLICATION OF PERFORMANCE-MANAGEMENT SYSTEM.**

Performance Management System is basically an evaluation system. In the context of education it is performed through the system of Teacher Appraisal or teacher performance evaluation or measurements. These three concepts are used interchangeably but basically meaning the same thing in terms of content, application and operation. They are intricately interwoven educational processes (Ogunniyi, 1984:3). The subtle difference is that appraisal is teacher centred and assessment or measurements are learner performance based. Evaluation is an overarching of all in that it could be project based or used to assess the individual or the entire organisational or institutional performance and is too judgemental in nature. More about evaluation will be discussed later

The word appraisal has been coined to sound like it means motivating and developing teachers but in terms of its purpose it is basically to appraise individual educators in a transparent manner with a view to determining areas of strength and weaknesses and to draw up programmes for individual development (8 Resolution) In principle in its present format, is an evaluation instrument to measure the performance of teachers in the teaching and learning process. It determines if the learning objectives are obtained. Its critics argue that it is more about policy

monitoring by educational bureaucracy than about teacher development. It has multifaceted functions. SADTU wants to see it driven as a transparent developmental system which would act as a transformative tool to promote and improve both redress and quality improvement in education. All the educational stakeholders perceive its deeper purpose as a system which amongst others is to:

- determine levels of competence.
- enhance effectiveness and good performance of teachers;
- improve accountability levels within schools;
- provide a basis for decisions on mechanisms to recognise good performance and address under-performance;
- ensure that educators perform their duties with integrity, and maintain a positive, vigilant attitude towards all learning activities; and
- provide mechanisms for assessing educator's taking into account the control within which they operate.

They furthermore agree that this IQMS has guiding principles which are a basis for the following:

- To recognise that schools are not the same and are operating at different levels of performance.
- To recognise that schools are operating in different context and are exposed to different challenges. The contextual factors include but not limited to:
  - Departmental support
  - Infrastructure
  - Socio-economic environment
  - Unforeseen challenges
- To minimize objectivity through transparent and open discussion throughout the appraisal process;
- To ensure that the instrument is valid, reliable and relevant;
- To use the QMS instrument professionally, uniformly and consistently; and
- To provide feedback on the appraisal process by focussing on

- Performance and not personality.
- Availability of evidence and not assumptions;
- Objectivity and not subjectivity;
- The specific and concrete and not assumptions.

Ogunniyi (1984) prefers usage of the term, “educational measurement and evaluation”. He also argues that testing or measurements and evaluation are inextricably linked to each other in the process of curriculum planning. When standards of education, such as critical skills and knowledge which members of society are expected to have are falling or not being developed then evaluation is used not only to objectively identify the weakness but to allow for all affected participants time for reflection and transformation. It enables or assist in determining which remedial measures are needed to improve the situation. It should not reduce teachers to the level of where there are perceived as objects. Appraisal as already explained is more for personal growth, developing and empowering the teacher. Measurement has one main goal: the ability to describe, explain and predict the performance of a person, process or system in a precise manner.

The following provide a deeper understanding of what an evaluation in education is basically meant and this will help to deepen the educators understanding of how it operates and functions.

#### **4.1 Important aspects of Evaluation as a tool to measure performance.**

When we want to check if our educational objectives that we have set are achieved we use evaluation (Asnai, 1981). There are 10 dimensions for the analysis which are expressed as follows:

- (a) How is evaluation done?
- (b) What are the functions of an evaluation?

- (c) What are the objects of an evaluation?
- (d) What kind of information should be collected regarding its objects?
- (e) What criteria should be used to judge the merit and worth of an evaluation object?
- (f) Who should be served by an evaluation?

There will be ways schools would evaluate their educational progress but the standard could be the same. We assume that each school will have its own uniqueness. Tyler, (1968) defines the meaning of evaluation as the process of learning and how the learning objectives have been achieved. He is not concerned with what is happening in between the process but only the process of doing evaluation.

- (g) What method of enquiry should be used in evaluation?
- (h) Who should do the evaluation?
- (i) by what standard should evaluation be judged?
- (j) Results and how they have been achieved.

What are the educational processes which the school is set to achieve? How can we determine whether there are being attained. This is what evaluation is all about.

Evaluation can also embrace three important aspects, namely;

- (i) Systematic collection of information.
- (ii) Collecting information about the value of something.
- (iii) To have some idea about results of the activity.

It is important to note that evaluation is very judgemental as earlier indicated. Unlike evaluation, assessment is not judgemental. It is formative. Before evaluating people, you should assess them. Assessment deals with learners.

#### **4.1.1 Kinds of Evaluation.**

There are six kinds of evaluation and are as follows:

**(a) Formative Evaluation.**

It begins very early at the start of the program. It means attend a problem and not wait until the end of the year. Collect information and do not give judgement.

**(b) Summative Evaluation.**

At the start of the programme, there is less evaluation. It happens at the end of the year. It is strongly recommended. We need to be careful in using evaluation as a form of motivating students (Stafflebean and Shinkfield, 1985).

**(c) Socio-Political Evaluation**

It is used to promote the image of somebody. For example, a Principal who wants to win the support of the parents or the community.

**(d) Context Evaluation**

Identify the needs and check if the goals satisfy the needs.

**(e) Participatory Evaluation.**

Cousin and Earl (1995) hold the view that it is better to have an external evaluator working with people in the field. It increases or strengthens the validity of the results.

**(f) Meta Evaluation.**

It is the process of evaluating the evaluation (self-evaluation). It helps to check the standard of your evaluation.

**4.1.2 The criteria to be used to judge the merit and worth of an evaluated object.**

- (a) Norms and standards.
- (c) Alternative objects
- (d) Clients needs.

#### **4.1.3 Who should be served by an evaluation?**

- (a) Stakeholders
- (b) Recipient
- (c) Audience e.g. Parents

#### **4.1.4 Who should conduct the Evaluation?**

- (a) **Internal evaluator.** He/she knows the problem better and this is subjective.
- (b) **External Evaluator.** He/she is much more objective and looks at the situation from a different perspective. He/she will use summative evaluation. The best is to use naturalistic participant approach which will minimise the risk of undermining certain aspects.

#### **4.1.5 Validity of the Results.**

How can we increase this validity? The evaluator of the project must first familiarise himself/herself with the project, conditions and other factors associated with the project before evaluating. It is risky to conduct evaluation without interaction with the development of the project.

### **5. PERFORMANCE MANAGEMENT SYSTEM AS A CONTESTED, MEDIATED AND CONFLICT RIDDEN SYSTEM**

It was earlier indicated that teacher appraisal system is basically a performance management system. De Klerk, (2011) says, "It has always been a complex issue, with its tradition of tensions and contestation between employers and employees" and that it involves many groups with different interests, as earlier alluded. Furthermore, she points out appraisals is a negotiated and mediated performance instrument between various stakeholders and their agencies. It must be monitored and evaluated so that its intended objectives are realised and its many dimensions and challenges are properly managed and controlled.

Its contestations manifestations are best analysed within the purview of functionalist conflict centred approach theory that sees changes in education as a necessary process that moves a teacher from one level of competency and personal develop and growth to another higher level of professionalism. The conflict centred perspectives takes an approach which argues that, resistance to change or resistance to adaptation and adoption of new systems introduced happens because people are not clear about what is the change intending to achieve, what are they required to do, and sometimes because what they are required to do leaves them with little scope to decide for themselves (Fullan and Siegebauer, 1982) . Conflict happens because people in authority often do not listen to the opinions of those they govern, and are only concerned with implementing their own ideas. It happens because the change process is by nature slow, uneven and fraught with difficulties and disappointments. This according to Sobel, (1985) happen very often in states that came into existence as a consequence of violent conflict and where subsequent political and social history have been characterised by struggle and totally embraced the assumption of a functionalist/equilibrium explanation for this social change. Furthermore, there is an assumption that says social systems turns towards a state of orderly integration and that despite occasional disturbances in the interaction among its parts the system will normally return to a state of equilibrium,

Arguments against performance-management programmes are based amongst others on the premise that they are poorly designed and implemented. They are hardly understood by teachers or difficult to follow or involve too much paper work and are time consuming. In most cases they are implemented without intensive consultations and agreements with the beneficiaries or trade unions. Sometimes some of the negotiation and consultation mechanisms established are just used as window dressing, and in some countries, it lacks adequate funding. The situation differs from one country to the other.

SADTU members regard themselves as revolutionaries and political conscious workers. Their mighty collective national voice and revolutionary conscience are the central justification of their existence. They, therefore, always become vigilant to ensure that they should not be exploited by the education authorities giving them salaries which are not commensurate with the labour power they are giving and rewards, and incentives that are determined by the appraisal system that is considered judgemental and implemented under material conditions that are inequitable and hinder attainment of high standard of performance.

Trade Union of teachers and the Department of Education, and SACE are always locked in the Education Labour Relation Council with convergent and divergent opinions on issues such as appraisal system and salary negotiations, just to mention a few. When discussing appraisal system the union do express their position that they are in the negotiation not only to remove obstacles in implementation of the appraisal system that create a fertile ground for conflict but to reshape and sharpen the system to make it acceptable. After all they are the pioneers of this system. Teachers in essence are not afraid to be evaluated for the work they are doing so long as that evaluation is used to develop and empower them as professionals. In this process of ideological engagement, whatever constellation of interest that emerges is a product of negotiated exchanges between these rival groups. The temporary nature of truces is apparent when they acknowledge that they are not purely voluntary but occur within a context of struggle for power where one partner is usually more powerful than the others and can compel the low power partner to exchange ideological opinions of unequal value.

The appraisal system sometimes creates an atmosphere of disunity and tension among teachers. Teachers in affluent communities and well resourced schools perceive it as a means to extra pay, promotion and personal development. In less

resourced schools such as townships and rural schools, this is seen as extra burden that pulls all the energy of the teacher to reach an unreachable pie in the sky of rewards and incentives with little resources and a torrent of public and government pressure so powerful that it cannot be disregarded.

Conflict, antagonism as well as change in education as in the field of politics and economic development could also be understood within the Laws of Dialectical Development. Dialectics is the science of the general laws of motion and development of nature, human society and thought. Stalin developed this further to say, “contrary to metaphysics, dialectics is not a state of rest and immobility, stagnation and immutability, but a state of continuous movement and change, of continuous renewal and developing, and something always disintegrating and dying away Avenari, 1958: 34). Pavlov in the same breath argues that life is a constant interchange of destruction and rebuilding. Change in education is not immune to dialectical materialism.

The laws of Dialectical Development which Engels identifies were reduced in the main to three. These laws are important theoretical tools to assist any trade union revolutionary to interpret educational phenomenon and any other working circumstances. These are:

### **5.1 The law of transformation of quantity into quality and vice versa.**

In terms of this law nature and society do not simply involve a slow and continuous increase or decrease in the growth of things. In life generally gradual changes of degree which do not affect the essence of a thing reach a point when the thing itself changes its character and a new entity emerges. In essence change arises from within things as a necessary part of their development.

### **5.2 The law of the unity and struggle of opposites.**

This law states that Capitalists, for example cannot exist without exploiting wage workers, while these workers cannot survive without selling their labour power to a capitalist. They are at once united because each depends upon the other. But as the class struggle shows, they are also “opposites”, for this unity is manifest through an ongoing struggle. This is an important law of dialectics because it helps to identify the reason why everything in the world must continue to develop. Not all struggling opposites or contradictions should be looked at in the same way. Marxist generally distinguishes between antagonistic contradictions, when a struggle cannot be resolved without victory for the one side, and defeat for the other. Non-antagonistic contradictions occur when differences are resolved in a way which leaves all the constituent elements intact. Without operation of this law in nature and society, no real change can take place at all.

### **5.3 The law of the negation of the negation.**

Negation in dialectics, as Engels points out, does not mean simply saying “no”, or declaring that something does not exist, or destroying it in any way one likes. It involves the movement of something from an old stage to a new and high stage, so that the elements of the old are carried forward and reworked into the new.

Legitimizing effect of education are not neutral, rather they take place within the political context of struggle between rival interest groups who are locked in continuing struggle not only over control of the division of the expanding social pie but also over the power to define its content, that is, values and goals. When the laws of negation of the negation are spoken about, this does not merely mean that something has changed twice over. It means that there has been a spiral development upwards, carrying the past into the future, remaking it in the process. Revolutionaries must build upon the traditions of the past, carrying over what is healthy and democratic and discarding what is backward and decadent. .

When trade union of teachers engages the educational bureaucrats about the application of appraisal system, as already indicated above, the intention is not to reinvent the wheel but to redesign it so that it becomes relevant to the prevailing situation and be in a better position to respond to the demands and challenges of the time. In the process of redesigning the appraisal system certain features of the past that were manifested in the system are also carried over the new system to provide continuity and development. Only the rusted, outdated, counter-revolutionary and moribund ideas are discarded.

## **6. THE CURRENT CHALLENGES OF TEACHER APPRAISAL SYSTEMS BASED ON IQMS.**

A sufficient body of information about IQMS as a performance programme is clearly captured in the Collective Agreement Number 8 of 2003 and is an information well known by the entire education and teaching fraternity because it has been implemented in schools since 2005. Since its inception and operationalisation certain aspects which are embedded in the agreement have proved to be an albatross around the teacher's neck. SADTU signed this agreement without intensive interrogation of some issues and conceptualise the consequences of what will be the outcome. SADTU's most area of interest and strategic thinking at that time was to focus on having a appraisal management system that is biased in favour of teacher professional development and personal growth. This blurred its vision in seeing beyond this point when signing the agreement. It was only in the process of involvement in implementation and practise of IQMS by their members that certain aspects in the IQMS became thorny. These compelled the union to return to the ELRC to request a review and fresh negotiations to perfect this system.

Any performance programme like IQMS that is developed and hazily parachuted into operation without going into a process of piloting, experimentation and evaluation is

bound to stagger and stumble in the implementation route. It is a fact that SADTU as a union was understandably in a hurry to have a new paradigm shift in working conditions of their members and to see them developed professionally because they had not long ago emerged from an education system that left them underdeveloped and their profession eroded. The education Department was also under pressure to implement teacher education policies and programmes that would bring a new era of change and development in the country. It had the burden of distributing scarce resources and addressing socio-economic disparities of the past. There was an attempt to tackle too many problems at once with little resources and rushed planning which led to inefficiencies and even a paralysis of the transformation process. The new democratic government brought in administrative personnel and new political bureaucrats in government with insufficient level of knowledge and skills. All these brought unintended consequences which were too ghastly to contemplate.

The following aspects in the IQMS are identified as weaknesses in the implementation of this programme:

### **6.1 Including Peer as part of Personal Support Group in Performance Evaluation of teachers.**

In terms of clause E.3 of the Collective Agreement number 8 of 2005, Personal Support Group is comprised of the educator's immediate senior and other specialist in the learning area the teacher is involved and they are; Education Specialist, Head of Department, Subject Head and educator peer selected by the teacher to be evaluated. It is asserted that this teacher should be teaching or being in the same phase or learning area, having an experience of the subject and expertise and is able to provide the necessary guidance and support as well. The inclusion of a peer educator as a participant in the evaluation process is ill conceived and not properly calculated decision. What if the teacher chooses his friend who is not experienced

and possessing the necessary expertise as it is required? What if the peer educator in an effort to do favour to his or her friend inflates the evaluation marks that are well above other experienced and expert participants? The whole evaluation exercise will continuously be engulfed in disputes which may be time consuming. All these, notwithstanding the fact that the peer presence in the Personal Support Group ensures an inclusive participatory democratic principles and transparency of the evaluation system, it nevertheless have this aspect that is self-defeating.

Perhaps if it is proposed that the peer is robbed in the group as an observer to learn and familiarise himself or herself with the process, then this will be an empowering endeavour by the Personal Support Group. The fact of the matter is that all teachers need continuous development. Teacher education centres could be used to bring together teachers in the same learning areas, to reflect on the common work they are doing by sharing their experiences and helping each other in terms of tackling the teaching and learning challenges in schools.

## **6.2 Learner performance versus teacher performance**

Learner performance is a chain reaction and a collective responsibility. It cannot be attributed to the effort of one teacher. It is not a good reflection of the individual teacher's efficiency and effectiveness. It is an interdisciplinary and a cross cutting issue. The teacher for example teaching English equips the learners with language skills in communication and the ability to articulate their thoughts and knowledge. These benefit the teacher teaching other subjects which are taught in the medium of English. The teacher performance depends on how knowledge of a subject the learner is having has been consolidated and given a strong base in the previous class and other subsequent classes starting from the foundation phase at primary level in the past by other teachers. If there is to be a performance reward in this regard, it will be inconceivable to give it to one teacher and left the others who also in a way contributed to their colleague's success.

The other argument against including learner performance as part of appraising teachers is that majority of learners particularly in rural and urban townships come from poor backgrounds family homes where there are lack of electricity, parental support in terms of their school work and that sometimes sleep without decent meals. Other unbearable circumstances such as overcrowding because of lack of enough classrooms, furniture and learner materials are also experienced. All these contextual factors could affect the performance of a teacher who at the end might lose out on pay progression and other incentives the department of education offers to performing teachers. IQMS anticipates and captures this kind of a situation and alert the support group as evaluators to be mindful of this circumstance when they perform evaluation exercise on teachers. Despite this assurance teachers still harbour some suspicions and mistrust on the evaluators.

In conclusion here it is important to underline that justification of any argument is only possible if what is being justified is both intelligible under publicly rooted concepts and assessable according to accepted ideas.

### **6.3 The issue of measurement standard, validity and reliability**

This is in reference to the Key Performance Standards that says “Seating arrangement promotes effective teaching and learning”. A number of questions are raised in this regard. Which seating arrangement is prescribed for learners in the classroom which are going to be measured? Is it that of learners sitting in rows or in groups. The fact of matter is that sitting arrangement is determined by the style of teaching the teacher uses. Some teachers prefer frontal teaching moving in a peripatetic movement in front of the learners. Some prefer talk and chalk method of teaching with learners as obedient listeners. Some prefer learners sitting in groups facing each other and the teacher moving around assisting learners to solve challenging aspects in their learning. Some lessons may be noisy with learners

engaged in discussions and debates. In teaching and learning there is a certain type of noise that is acceptable. It is sometimes called academic or learning noise. It involves a lot of arguments and disagreements among learners over certain concepts in a particular subject or how to solve certain problem. Some classes may be overcrowded and affecting the concentration span of learners etc. In this respect the teacher should indicate before hand in his or her score card the type of teaching style or technique he or she will be using most of the time and he or she would be evaluated on that basis.

The main argument here is that if key performance standards and key performance areas are not clear as in this case, measurement that are reliable and valid may not be achieved. The teacher who would be underscored in this type of a situation will always lodge disputes because the evaluator will be using his or her own personal judgement influenced by his own preferred knowledge.

The same argument can be used in relation to the key standard applicable to classroom management. Some schools use a method of rotating classes that is learners changing classrooms every period going where the teacher of that particular subject is. In the processes some rush to the toilet first. And in some instances they stagger in the corridors and steps while shovelling and pushing each other with other learners going in different directions before reaching their class and in this process a lot of subject time is wasted. This type of arrangement is forced by certain circumstances beyond the teacher's control. This could be as a result of the shortages of enough classrooms and learning materials.

A consideration should be made to develop performance standards that are measurable and that can be demonstrated by hard evidence. Using key performance area showing "punctuality of the teacher" at school can be measured... The time book in the principal's office will be an evidence to prove punctuality of the

teacher. Punctuality of the teacher in the class will be proved by the class prefect controlling teacher attendance of the class on time if such is introduced in a school. The number of tests, class work and homework given to the learner per week, per month, per quarter and per year can be measured and hard evidence can be the learner's school books. The teacher's involvement in extra-mural activities can be measured. Evidence of the teacher belonging to a particular sporting code and evidence of activities arranged and performed can be measured. Evidence of the teacher developing and empowering self and others can be measured with a number and name of programmes or courses a teacher attends and the feedback that the teacher gives in the staff meetings etc. The teacher should have indicated in his or her own performance agreement the names of those courses he or she will attend. If some are departmental courses they must be indicated before the teacher signs his or her performance agreement and they be factored in his or her score card.

#### **6.4 Having one performance appraisal system for all school based educators.**

Such a performance appraisal needs to be developed. It will be an appraisal system that teachers would be comfortable to be evaluated on its basis. But there is a complex confusing situation here that needs to be unravelled. Firstly If the union objects to have learner performance used to appraise teachers then on which key performance standard should this evaluation be based? Teachers in schools are there to teach learners and manage the learning environment. The achievements of learners do not come on their own. They come as the results of the educator in a educative environment engaged with learners in the processes of learning. They come as the results of the teacher dispensing his knowledge of the subject matter and mastery of his pedagogical teaching techniques or styles. They come as a result of the resources that are made available in schools and support systems given to teachers at schools. They come as a result of the quality of teachers that are developed and available to the school. To a great extent it measures the teacher's

ability to achieve success in this regard. Yes, perhaps the appraisal cannot be used to determine the pay progress of salaries of teachers as already highlighted earlier.

Secondly, it is noted that teachers have common stipulated job descriptions but they teach different subjects which needs different approaches. The question is, will this one performance appraisal system accommodate all these different approaches? Sometimes different circumstances need different appraisals.

Thirdly, should this one performance appraisal system be modelled on the one used in corporate and business organisations or in other spheres of government? In this case as it will be shown later, people sign performance evaluation with their supervisors as individuals on the basis of key performance standards and strategic objectives agreed with their supervisor. A tough and well calculated decision needs to be taken here.

### **6.5 Linking teacher appraisal for purposes of development to purposes of remuneration and salary progression.**

Salary Adjustment which is determined by the CPI, (inflation related) is not the one that is referred here. Pay Progression which is the movement between salary range (moving a salary from one notch to the next higher notch) is the one that is under dispute here. The critics of the above such as SADTU strongly believe this is basically to tighten bureaucratic monitoring and control over the work teachers do. It is objected on the basis that appraisal as an evaluation instrument is by nature subjective and judgemental and that the teaching field in schools is uneven in terms of resources, class size, support base and quality management which in most cases affect some of them to perform. It is also argued in a more aggressive, resilient and defence mechanism that it is implemented by some educational bureaucrats such as inspectors and other education officials that are not yet transformed whilst others are

incompetent and may use the appraisal system for punitive purposes on the teachers.

The above arguments may have the tentacles and the trappings that emerge when academic discussions are scrutinized. Academic discussions sometimes become a game of criticism, but not a genuine searching after truth. Academics wield ideas in order to play with them, to maintain their authority and to put others in their place. It is only able to get away with this because it protects itself in an elaborate mystique of authority. But one day, students may suspect that their Kings are wearing no clothes.

The observation about the contestation and dispute highlighted earlier above linking teacher appraisal to pay progression raises a number of critical issues that inadvertently subject the union's members into public scrutiny. People begin to notice that there are a few teachers who are qualified and developed, but are lazy. They bunk classes, abscond, disrespectful of education authority and threaten principals. Some are union members who use the name of the union in all their misdemeanours. They are a law unto themselves and totally uncontrollable. The criticism will further go on to say that if SADTU is against linking teacher performance to pay progression then it is encouraging laziness, and lazzefare and what is called mediocracy. This also raises the question, "can the government continue to pay teachers who are not performing?" SADTU as a transformative and revolutionary trade union of teachers, championing and protecting the rights of teachers and promoting respectful and attractive profession surely cannot afford to harbour counter revolutionaries in their ranks.

This type of a situation creates a fertile ground for the de-schooling theorists such as Illich. In the 1970's Illich (1971), in his research on the schooling process came to the conclusion that the relationship between teachers and learners in the standard of setting of compulsory schooling, characterized by a pre-determined syllabuses and

graded examination, contaminate the entire learning process. He argued that schools are like concentrated camps which proceed on the assumption that children must be policed because they have no rights and no innate curiosity. The remedy according to Illich was to abolish all formal schools and replace what he terms "repressive education" by a self-motivated learning voluntarily entered into by both teachers and taught. It may be that Illich's position was fuelled by some people who when they pressed to specify how they acquired what they know and value, readily admits that they learned it more often outside than inside the school. Their knowledge of facts, their understanding of life and work came to them from friendship or love while viewing T.V. or while interacting with peers or the challenge of street encounter. Obviously this is not what the schooling system in South Africa is heading to.

Other questions are also brought to the surface. Is linking performance to pay progression the only punitive measure the government is having at its disposal? Is this not taking the power and authority of the principal to subject the lazy and uncooperative teacher to a disciplinary process in addition to coaching and mentoring the principal is supposed to apply? Has the school leadership or the education department per se not having a disciplinary procedure and code which is applied when teachers are unruly and not working? Linking teacher performance to pay progression might lead to some principals not taking action against teachers that are not working and saying to themselves they will catch them when recommendation for pay progression is done. By that time far greater damage that might have put the name of the school into disrepute shall have happened. This shall have already placed the principal leadership into serious doubt and circumspection.

It needs to be acknowledged that almost 80% of teachers in South Africa are qualified and new ones entering the profession are also qualified and developed to

be considered quality teachers. Development though is still needed for this majority of teachers because of the ever changing curriculum models introduced in schools. There is still however within the system, a small group of teachers that are still underdeveloped and unqualified but trying their best. Their subject knowledge is low, they lack good classroom management skill and their leadership capabilities are also suspect. They comply with authority within the school and are highly disciplined. They are likely to underperform despite their hard work. They need development to increase their pedagogical content knowledge. They need the opportunity to improve their qualifications. Some are working in conditions such as the rural areas where in certain instances resources are lacking. Surely such teachers because of these contextual circumstances cannot be punished. This issue of linkages of teacher appraisal to remuneration and salary progression is further discussed underneath here on performance based rewards in education which highlight and critique the merit and demerit of it. It is not internationally a favoured system in the world of teacher education as some educationist and scholars in education continue to debate and argue about their merit and demerit...

## **7. PERFORMANCE BASED REWARD IN EDUCATION.**

This is linked to the discussion above which SADTU is challenging. To understand performance based reward better, it is important to know human motivation and personality. What is it that motivates human beings in life?

### **7.1 Literature Review**

The teacher like all other human beings is always a wanting being who rarely reaches a stage of complete satisfaction except for a short moment. Maslow's hierarchy of human needs to which all humans respond, best explain this element of human nature. His study of human motivation gives good background information on how humans are driven or propelled to acquire satisfaction in life. There are extrinsic and intrinsic motivations that are embedded in his theoretical approach. He

says that a human being has lower needs such as primary needs for water, food and shelter, which are easy to achieve. But as more needs are met new complex needs arises. These are social needs and the highest of them all are ego and self-actualisation needs. In essence these complex needs are based on human desire to have advancement, growth and achievements in life (Maslow, 1970). Money, benefits and job security appear at the lower end of the hierarchy. According to Ramirez, (2002), merit pay system that attempts to use money alone as lever for improvement are more likely to cause educators who have other employment options to leave the schools than to strive for desired results of their supervisors.

William Glaser (1997) is another critic of the idea of using money to motivate people. In his "Choice Theory" he explains how people are motivated to meet their needs for belonging to groups, maintaining a sense of self-efficacy or power, and having fun. According to him these are natural and intrinsic needs that humans are driven to meet. He further asserts that when institutions use extrinsic motivation devices like money to manipulate their members, they often divert their members from meeting their intrinsic needs. The end results according to him, is frustration and anger that lead to destruction of the organisation. He puts an argument that ill-conceived reward system also results in diminishing employee loyalty and increase resentment towards management which could cause as he puts it, "incalculable productivity losses in organisation. William Glaser's conclusion is that money does not work as a motivator. A human being is always a wanting being who rarely reaches a stage of complete satisfaction except for a short moment. Money makes you feel good without making you better.

Edward Deming, (1993), also with a sceptic thinking and critical approach on extrinsic reward system, further adds that the forces of destruction include grade rankings, merit systems, particularly one that categorise people, contrived competition among people, within organisations; schemes for incentive pay and pay-

for-performance, and numerical goals, targets and quotas without any guidelines on how to achieve them. He argues that those forces sub optimize the system and cause humiliation, resentment and fear. Using such approaches according to him also shifts the burden to produce results from management to the employees. He further asserts that such practices belie the fact that more than 90% of the organisation's outcome is the results of the leadership and governance structure of the organisation and not the effort of individual workers who work in the system. The merit of Deming's argument here is that it is impossible for individuals to work in silos to achieve organisational performance. Organisational performance is attributed to team work and amount of resources made available to achieve the desired results.

Extrinsic reward system creates the illusion of employer control but at the expense of the full involvement and commitment of dedicated, enthusiastic employees (Ramirez, 2002, p.19). He further argues that extrinsic reward systems divert resources and energy from what is much more likely to move the organisation to higher levels of performance. They discard the most valuable resources in the organisation; the brain power, problem-solving ability and innovative thinking that every employee brings to the job.

Another penetrating research on merit pay system was done by Donald Campbell, Kathleen Campbell and Ho-Bang Chia (1998). They came to the conclusion that pay-for-performance programs raise problematic issues related to measurement, performance appraisal and feedback and the desirability of the rewards. Questions arise about the validity either of the instruments used to measure performance or the nature of work. They outline the fact that initiatives to address these issues through training or better measures could not yield good results. They furthermore, found that employees have a tendency to reject most of all the evaluation system, regardless of what adjustments are made. Money, the key factor in such systems, is usually in short supply and impact on rewards system and that this also does not

outweigh the negative. Finally they concluded that merit pay system often leads to unintended consequences such as huge pay differentials between subordinates and supervisors or ignoring the work that do not earn consideration of merit.

It could be deduced from the forgoing arguments highlighted that extrinsic reward such as merit pay based on money is a problematic system not only in education but in any other organisational systems, either business or government functionality as whole. Ramirez (2002) says that “the problem with both the input-reward system and the outcome-reward system is that they ignore the basic dynamics of what motivates human beings. Furthermore, pay for-performance programs raise problematic issues related to measurements, performance appraisal and feedback and the desirability of the rewards as was found in the study conducted by Donald Campbell, Kathleen Campbell and Ho-Bang Chia (1998) as already indicated above.

Ramirez (2002) raises critical questions on merit pay system that challenges policy makers in education and they also merit attention in this study. They are as follows:

- Do I understand the nature of human motivation? Why our teachers and administrators have chosen to work in our school district? It is often difficult to tap into the employee’s motivation for employment, and some appraisal and reward systems may even reduce enthusiasm for the job and productivity.
- Can a school district be run like a business? Do business practices readily transfer to a publicly held organizations run by highly trained professionals with an educational mission? Do the Culture and structure of a school district support or deter the use of business-like evaluation and merit systems?
- Is this evaluation and reward system fair? How would I feel if my employer instituted such a program at my job? Fairness in the design and implementation of appraisal and reward system is both crucial and complex.

The fairness issue will permeate any proposed system and must apply to the employee, the appraiser, the organisation, and the organizational stakeholders, including students, parent and taxpayers.

- Can my organisation find an evaluation and compensation system that is not excessively burdensome and that operates effectively? Do I understand that some important job functions may not be measurable?
- Have I explored the unintended consequences of a new system? Organization's leaders must be careful about what is rewarded in a merit pay system – because they will get it! Have I considered what won't get done because it does not count as a form of merit pay? The goal is to move forward, not to sub optimize the organisation.
- Am I clear about whom to reward? This central question must be part of policymakers' considerations. Will the system reward individuals or teams?

In conclusion Ramirez, (2002:20), calls for a candid discussion of these questions among policymakers, school leaders, and all stakeholders because he strongly believes that this will go a long way towards forming sound education policy. As already indicated above, employee evaluation and reward systems are complicated matters that require thoughtful deliberations. There is a strong emphatic assumption that these matters have the potential to be as destructive as they are constructive. Schools are too important to operate with misguided policies (Ramirez, 2002).

Not all educational scholars and researcher hold the same view about extrinsic motivation in education. Several studies conducted in Africa and other parts of the world as indicated below shows a different view.

Mingat (2004) highlight the fact that teacher salary level proves to have an influence on the performance of education system in terms of quality and equity. In the same breadth of thinking, Mizala & Ramaguera (2004), argue that if teacher salaries are

very much below average on the national labour market difficulties in recruitment and also possibly early leaving from the profession are to be anticipated. Both Kingdom (1976) and Glewwe et al (2003) in the same wave length concurs but further stress the point that if salaries are low many teachers engage themselves in other Secondary activities, which becomes a phenomenon that increases absenteeism in schools. This argument is based on the research study that Glewwe et al (2003) conducted in East and West Africa notably in Kenya, Uganda and Ghana respectively, In Kenya he found that teachers are absent 20% of the time whereas Uganda records 26%.. In Ghana, in the period around 1970 and 1980, the decrease in teacher salary prompted the exodus of trained teachers to find better paid work in other countries.

Other interesting research that shows that extrinsic reward such as good salary is the one conducted by Lambert (2004) and the other by Mizala and Ramaquera (2002). Lambert found out that in countries such as Cameroon, Kenya, Ghana, Madagascar, Tanzania and Uganda incremental benefit to teachers is done once annually and is a 25% increment of the teacher's basic salary. Mizala and Ramaguera (2004) also noted the same pattern to be applied in Latin American countries such as Chile, Mexico, Brazil, and Argentina. An interesting observation made in this research is that teacher pay is negotiated with teacher unions and is generally low. The same trend is followed in New Zealand and Australia. In countries such as England and Wales, teachers receive salary rises when pay scales and allowances are updated (Centre of Education Policy Development, 2004).

## **7.2 International experience in the usage of performance based reward.**

A research study that focused on performance-based reward was the one conducted by McCollum (2001) in the United States of America. This research revealed a number of interesting models that are followed by the United States. They are highlighted as follows:

**7.2.1 Merit Pay:** This idea was given prominence in the 1950's by the rise of meritocracy in the United States of America by Young (1959). This involves individual pecuniary award based on student performance. The challenges that are experienced in this type of reward are have already been discussed above.

**7.2.2 Knowledge and skilled-based Model:** It involves individual pecuniary rewards for acquired qualifications. According to Odden and Kelly (2002) who also studied this model contend that it provides clear guidelines on what is being evaluated and is linked to teacher proficiency which means that it increases teacher ability.

**7.2.3 School based compensation** which involves group based pecuniary rewards which is typically based on student performance. In countries, where education is decentralised and School Governing Bodies have responsibilities and decision making in terms of salary determination and payments, incentive measures are introduced to teachers. They are meant to improve the quality of teaching and teacher effectiveness.

**7.2.4 Upper Pay Scales** are used (Mizala & Ramaguera, 2004). This implies that qualified teachers who reach the top of the main scale may apply to be assessed against the post threshold standard. If they meet the standard, they cross the threshold which is the first point of the upper pay scale. This progression on upper pay scale is performance based. In most cases, Governing Bodies therefore, takes a decision on progression from recommendation by the school principal.

**7.2.5 The Teacher and the Learning Responsibility Payment** is another method of incentive applied. In this instance, classroom teachers who take on significant responsibility that is required of the others may be awarded this incentive payment (Lavy, 2002). According to his findings, this type of merit award may be applied by the School Governing Body or the Education Authority. It is usually given to the teacher who produces top results in a particular subject in a local district or province.

In other instances it is applied nationally not to the teacher per se, but to the whole school. Teacher Unions in countries such Ireland opposes this type of merit award on the basis that the measuring instrument used may not be accurate. There are also some concerns about fairness of applications of measurements. Unions also argue that this merit award creates divisions among staff.

In Some European countries such as Germany and France amongst others, teacher's work is highly valued. As a token of appreciation, teachers are given longer periods away from the classroom. The time is used for personal enrichment of all kinds. It could either be through reading, through INSET, through work with their colleagues on developing their schools as learning communities. ;

In conclusion, it could thus be said, that performance appraisal system that is used to determine salary increment of teachers, incentives and rewards is always problematic and creates discontent, divisiveness and polarized relationship in working environment in education. It is also important to note that there are no traces in literature where researchers came with the findings that show that a particular method of appraisal is functioning properly. Any appraisal system whether perfect or imperfect, should come as a result of negotiated agreements by all education stakeholders. If the beneficiaries of such a system acknowledge that the system has merit and de-merits and is prepared to live up with these challenges and that these challenges can and will continuously be addressed and perfected such a system can be implemented.

## **8. PERFORMANCE SYSTEM AS APPLIED IN CORPORATE AND BUSINESS ENVIRONMENT.**

In corporate and business administration and planning environment, performance management of an organisation refers to the extent to which the organisation has achieved success in realising its goals and objectives, complied with legislation

requirements and met stakeholder expectations. Once integrated performance management is created and it is rolled out to reflect one system of the entire organisational performance. From this point, Individual performance management system of employees from high level is cascaded down to low level employees. A culture of monitoring, adjustment and reporting are also developed as a core part of the organisational performance management system. This is done from right down at project management system including individual contribution to organisational delivery mechanism.

The basis for corporate planning is strategic planning which guides the organisation in terms of the things it would like to achieve in the long terms which basically mean the vision and mission. It will also take into account the key elements which will help towards achieving the vision. These will be the key performance areas, goals, and key outputs as well as the time frames within which each activity is to take place. Other aspects to be considered are the following; the means through which successful achievement of outcomes will be measured and the resources which targets will be met.

Strategic planning is based on a scan of the environment in which the organisation finds itself. They are, political, economic, technological, environmental and legal in nature and determine the level to which the organisation can meet customer/client expectation. These help to identify and define the key customer/stakeholder/clients of the organisation and what they require from the organisation. Secondly, to determine the core reason for the existence of the organisation and therefore what it should offer stakeholders and clients. (Its mandate).

Once strategic planning occurs at an organisational level it is expected that the organisational business units/departments, sub-units and individuals would then develop operational (action) plans for the achievements of organisational objectives

and targets. The operational plans are done annually. Business units therefore, would then identify;

- The organisational strategic objectives they directly link to.
- Objectives for the business units and sub-units
- The activities they would perform to contribute towards the achievements of the strategic objectives.
- The target and the time-frames within which they can be achieved.
- The measures that would indicate they have been successful and
- The resources that will be deployed to achieve each target.

In order to facilitate corporate and business planning it is important to understand the legislated budgeting cycle of the organisation prior to the finalisation of the budget.

The organisation that has one integrated performance management system must develop processes for

- Planning: (setting goals, objectives, targets benchmarks)
- Monitoring ( regular checking of progress against plans)
- Measurements (Indicators of success)
- Review (identifying areas requiring change, improvements etc)
- Reporting (what information, to whom, from whom, how often and for what purpose and);
- Improvement (making changes were necessary

An integrated performance management system should therefore, encompasses individual as well as organisational performance assessment. The basis for this is that the bulk of what individuals do should not be outside the organisational and business unit strategic focus areas and objectives.

It is clear from the above that performance management system in corporate and business management is service delivery centred. It is a system that puts together

all its resources and capacity strength to achieve high level of organisational performance strategic objectives. It is a system to empower employees to think and operate at high strategic level of thinking and planning. The reasons why performance management system fares better in corporate and business environment than in other institutions or organisations such as education is because it deals with commodities and products unlike in education where it functions with human beings that have unpredictable behaviour and emotions. Having highlighted the above, there are many features in corporate and business environment that bear resemblance to performance management system in education. The most important are human development and capacity building to achieve effectiveness and efficiency.

### **8.1 Using Performance Management System to determine the employee's bonus in corporate and business environments**

In corporate and business environment, performance evaluation is used to determine the bonus reward for top contract management employees. This is done because the institution places a huge amount of physical and financial resources to enable top management to deliver services of good quality. Contract Managers are employed to occupy senior position in the organisation because of superior skills and knowledge they possess and employed for. Their key performance areas are linked to a specific amount of financial resources with clearly spelt out target and time frames. The resources are also made available to employ human resource of good quality and high skills. The bonuses are awarded when employees have scored a percentage figure that has been determined. In most institutions the scale is pitched high. It is for example, set at 80% and above for a top management to receive a bonus. The amount differs in terms of the score each top manager received and will be calculated on the basis of the basic salary that the top manager receives.

Any employee that occupies a position above Director's Level is placed in the category of top contract management. Usually employment contract of top

management is set at three and others at five years. The Performance System in corporate and business institution can also be used to fire lazy and unproductive top management once the institution has satisfied itself that it has provided all the relevant support to capacitate or resource the employee. This will be done in accordance with the Labour laws processes and procedures. The employee will be subjected to a formal disciplinary process chaired by an outside person from a credited institution experienced in this field. The employer may be represented by a union rep of his or her choice, any fellow employee of his choice or labour lawyer of his choice. Underperformance is determined on the basis of the inability of the employee's failure to perform in his key performance areas and reaching objectives that are signed in his or her score card.

The final performance evaluation to determine the bonus a top manager must get is usually done by an outside specialised body that has a vast experience in this field. This body is appointed and paid by the institution. It is expected to handle performance evaluation with an objective mind and fair approach. It is guided by hard evidence and facts that are made available to award a percentage score. The employee that is being evaluated will be afforded an opportunity to explain why a particular key performance area has not been achieved and clarify steps taken to address the problem and give responses which he received with his seniors etc. This is done before a judgement is made. The employee if not satisfied can lodge a dispute which will be handled by another independent body.

Usually, performance evaluation is formally done on a quarterly basis by the top manager with his subordinates which will lead to the final one at the end of the year. The last one will determine the performance bonus. It is the responsibility of the top manager to do regular monitoring and control of the work his or her subordinates are doing to ensure that they do not lack behind in terms of achieving targets on specific key performance indicators. Performance evaluation of any employee should take

account of unforeseen circumstances such as strikes and natural disasters. The whole unit must work as a united force even to an extent where, when a top manager is affected by health problems. This is possible because all their key performance indicators and objectives are linked to the top manager and those of the top manager are performed by them. The secret to good success in performance management implementation is team work, cooperation and motivation of subordinates as well as capacity building for their personal development.

Finally it is important to highlight that salary increment of top managers is not determined by performance evaluation but it is a negotiated process between unions and employers. Only bonuses are determined by performance evaluation.

## **8.2 Employee level where performance is not used to determine bonuses in corporate and business environments.**

In terms of employees at manager's level and below down to the cleaner, top managers are expected to develop performance management system for that category of people. Their performances will be developed in line with the key performance indicators and strategic objectives of the score card of the top manager as already explained above. The difference is that performance of permanent employees is not used to determine the basis for performance reward nor any salary increases. It is used to develop their skills, cognitive intellect to improve their power of knowledge and thinking, to enhance their personal growth as people as well as to be innovative and productive in their field of work. Their salary increases like that of top management are negotiated by the unions in the bargaining chambers with the employers.

## **8.3 Excellent Award Systems**

These are different from bonuses that are paid to top managers and employees at the end of the year. Top institutions normally develop excellent award policies which

spell out the different types of categories of awards to be received, factors to be considered when choosing a person for such an award in a particular category, why such an award is given and the process that lead to choosing a person to receive such an award etc. This type of award system is based on the general observation that employees have contributed in the business of their work and how they became outstanding in the work they do. And how they have dealt or handled difficult challenges or become innovative and dynamic in their work over the whole year. Nomination forms are introduced and all employees nominate their preferred candidates in a particular category. The person who receives the high number of nominations is rewarded with a merit award. This is an open democratic public participatory process. Obviously it is not without favouritism or biasness. There will always be lobbying and cajoling to win positions. These are as well difficult to combat. Rewards could be in the form of money or items such as laptops, computers, vouchers etc.

#### **8.4. DEVELOPING PERFORMANCE MANAGEMENT SYSTEM IN EDUCATION IN LINE WITH CORPORATE AND BUSINESS PERFORMANCE SYSTEM.**

In the context of education, appraisal system for teachers is a system which is developed on the basis of the contextual legal framework that governs the function of the National Department of Education as well as its National strategic objectives. These legal contextual frameworks are as follows:

- Educators Employment Act (Act no.76 of 1998) which establishes the terms and conditions of employment of educators as well as making provision for the establishment of the South African Council for Educators. SACE is an independent statutory body with representatives from Education Department and Teacher Unions to regulate the teaching profession. Its main focus is to develop in conjunction with teachers, professional standards, codes and values. The issue of appraisal was important for SACE as it is a means towards teacher development and it could also be about issues of

professional attributes and identities of teachers. It is also about monitoring and evaluation

- Education Laws Amendment Act of 1997.

This Law outlines the role of the Minister of Education in determining the job descriptions of different post levels against which Educators could be legally appointed

The strategic objectives are outlined at national level and form part of the performance evaluation or appraisal of the Minister of Education. From there, it is cascaded down to all employees of the department through various levels up to the teacher in the classroom. The performance appraisal of the teacher will be developed from the performance score card of the subject head, subject specialist from the district level of education as well as from the principal in terms of the aspects that are performed by the Principal. The strategic objectives, from the national level to be covered by the teacher will, therefore, be “implementation of the curriculum”, and that of the principal will be educational management and administration, human resource development, stakeholder engagement, and infrastructure management etc.

In developing the appraisal score card of the teacher both the principal, subject head and the subject specialist from the department must sit together and agree on the performance indicators and the objectives to be attained, time frames and targets to be met, and the resources to be made available to enable the teacher to achieve a high level of performance. Once the agreement has been reached, the performance agreement must be signed. The teacher should sign the performance agreement with the head of department for the subject he or she is teaching as already indicated. He or she will also sign the agreement with the deputy principal on matters that are not classroom related such as extra-mural activities etc. The head of department will sign with the District Education Specialist relevant to the

departmental subjects the head of department is responsible for. The deputy principal will sign with the Principal and the principal will sign with district inspector. The district inspector will sign with the area manager. This will go on until to the Minister of education.

When performance is implemented the teacher should not agree to have targets that are factored in his or her score card if they are above official stipulations and if he or she does not have the necessary sources and capacity to enable him or her to do so. This must happen before the performance agreement is signed. A complaint cannot be lodged at the level of a performance evaluation except when there is a performance review process which normally takes place at the end of each quarter. A quarterly periodic performance review must be conducted to check if the key performance areas to be implemented and the objectives to be attained are achieved. This will assist to determine what form of intervention is needed before a formal performance review is done. No party in this process will allow failure because the failure of one affects the others and that the entire organisation will underachieve when it comes to that strategic objective. There must be satisfactory explanation why there is underperformance in the implementation of certain key performance agreed upon.

The above participatory and democratic performance management system will help to avoid a situation where a teacher at the end is being appraised by a person who is not competent in that particular subjects. The system ensures cooperative, collaborative and supportive processes that are intended to achieve common organisational objectives. It is about the whole school success, whole district success, whole provincial success and whole Education Department success. It recognises the success of an individual as part of the collective.

The performance management system as applied in education has some aspects of similarities with corporate and business organisations. After all performance management system in education is a borrowed or copied concept from corporate and business environment that has been adopted and adapted to suite the education environment. Components of the work plan have similar resemblance with corporate and business environment which are captured in the IQMS as follows:

**Performance Standards:** These are applicable performance standard as reflected in the IQMS instruments.

**Key activities/outputs:** These are activities to be agreed to in terms of applicable job descriptions.

**Targets:** These are targets to be set for improvement within the appraisal cycle.

**Time Frames:** Period within which the targets and outputs are achieved.

**Performance Indicator:** These are measures of success to be observed for achieving specific targets and outputs.

**Contextual factors:** these are unique/specific circumstances to be taken into account that have the potential to impact on the employee's ability to achieve outputs and targets.

### **8.5. Considerations for Performance Management for School Governing Bodies.**

These are government legislated bodies that are accorded certain powers and responsibilities in terms of control and running of schools. It is a missing leg in the implementation of performance management of the school. They provide a pivotal role in the support for school management and control. They should be evaluated in terms of their functions and the extent to which they involve parents in the education and learning aspects of their children. They should be assessed in terms of the level in which they orientate the community towards the culture of learning and teaching in schools. And in terms of how they mobilise the community and the police on matters

of safety and security. This will be in line with the notion that the school is a community of learners within the wider community of the society that support it. They should be evaluated on how they implement financial management of their schools and on how they promote whole school development as well as their marketing endeavours. In terms of fund-raising activities as well as their knowledge of how to implement government legislation and policies related to school function etc. These activities should be factored in their performance system as their key performance area and the objectives to be achieved by their involvement. These bodies must have regular interaction with the teachers to understand each others' challenges when it comes to school discipline and learning in class.

They should sign their performance management score card with the specific unit that deals with their operations, functions and training. For their achievement they shall have to work harder to ensure that the parents of learners that elected them give them support in order to achieve their performance objectives. The parents of the learners must determine the type of award to be given for good performance of their SGB and the school personnel as a whole. The SGB must play a part in the development of the excellent award policy with the Department of education at district and national level

If the performance appraisal is done on the SGB it will remove the culture of accusation and counter accusation between the parents, teachers and the department when schools fares badly or run incompetently. They will develop mutual supportive mechanism to strengthen each other to attain the school organisational strategic performance objectives. Appraisal system will not be seen as a mechanism to monitor teacher's work in isolation. It is about the whole school development in the sense that all stakeholders are hold to account.

## **9. PROFESSIONAL DEVELOPMENT OF TEACHERS**

Any Departure point in the discussion of the Professional Development of teachers must move from the premise that teachers occupy a unique and indispensable position in society. They are a barometer of social change and determine through their work the quality and skill capacity of people the education system will ultimately produce. No education system in the world, no matter how best is designed and resourced, can succeed in achieving its national strategic objectives and vision if the teacher who is in the cold phase of implementation is not properly developed, motivated and skilled and developed in the art of pedagogy and pedagogical content knowledge and imbued with the spirit of patriotism and nationalism (Koala, 1985). Julius Nyerere, the former teacher and President of the Republic of Tanzania summed it succinctly when he said, *Teachers at work and going through colleges are shaping what Tanzania will become more than the politicians that pass laws, make rules and speeches. He disputes the often hold assumptions that teachers are not powers, as the biggest fallacies of society. It is not the; power of a man with the gun. It is not the power that can be made by the fool. But it is the power to decide whether service shall be a dominant motive in the Tanzania of 1990 and thereafter (Nyerere, 1970).*

It is important to recognise the teacher as a multiple resource in society. They have developed themselves into politicians, artisan, lawyers, as workers, as revolutionaries etc. They have a multifaceted character. It should be noted that many African heads of states started as educators in their respective communities and have inspired and mobilised people against the injustices and inhuman oppression perpetrated by Apartheid, colonialism and imperialism. This quickly brings to mind the likes of Oliver Tambo, the late former President of the African National Congress of South Africa who started as teacher, then a lawyer and later a leader of the revolutionary movement fighting for the liberation of his country from apartheid internal colonialism and human oppression. Such leaders and former teachers became a unifying force, a thunder and lightning in the midst of the storm

clouds of oppression to crush it with might and main in their disposal. Teachers in South Africa also took a revolutionary lead in the struggle against Bantu Education and defied it with the gallant spirit of a dedicated guerrilla in the field of combat. This is the time when the notion of “People’s Education for People’s Power” became an alternative pedagogy of liberation. Teachers defied to teach Bantu Education which they considered as having been designed to enslave the mentality of the African child by preparing him/or her to live in a stratified and segregated society based on colour, ethnicity and tribal life.

To ignore such a mighty force in society with greater influence, and the capacity to mould and shape the young generation with their persuasive knowledge and thinking, the whole country would be in danger. They are a barometer of social change as already highlighted above.

Teachers must be nurtured and developed. They must be given proper incentives and be well rewarded, strongly compensated and motivated, developed and resourced, and fairly evaluated on top of their basic salaries in order to focus on their job with intimate love and patriotic spirit. To develop a teacher you are basically developing the nation and it is a rich investment for now and in the future when the country needs to be pulled out of economic austerity and education stagnation. Teachers should continuously take an introspection of their role and engage and interrogate their role in an ongoing self evaluation and development. They must reflect on their professional development to know their strength and weakness. They must develop the type of teacher unions that Govender (2008), calls, “instituted teacher unionism” which works at different levels. That is the type of unions fighting for better working conditions and participating in policy making with the state with the sole purpose of advancing the services and professional status of teachers and promotes a leadership in the educational debate and their vision on educational reforms.

### **9.1 Teachers as Professionals.**

A profession is defined as an occupation that typically requires a degree of specialisation. There is a distinction between a “profession” and “professional”. They have a variety of uses and meanings and can include semi-professional and technical occupation as well as creative and performing arts occupations. Professions are normally self regulating with conduct of members bound by a code of conduct (Norms and Standards for Educators, 1998).

The teaching profession as a whole needs restructuring to make it a profession. The society has no right to expect professional qualities of people who are not treated and rewarded as professionals. Unlike Doctors and Lawyers, teachers are often characterised as semi-professionals. The work they are doing is often dictated, monitored and policed. It has a lot of interferences that undermine the professional independence which teacher need to enjoy like doctors who have a complete privacy when they deal with their patients or lawyers when they use their skills to defend their clients. There should be a paradoxical shift.

In the United Kingdom in the 1940's, control of the curriculum was in the hands of teachers. They decided on their own the curriculum they use in schools and were free to make their own selection of the content materials. But by the 1960's, this teacher autonomy was taken away. The question of accountability and funding of schools by the government were used as an excuse to dispose this power of the control of the curriculum from the teacher (Lawton, 1968)..

Professional development of teachers in South Africa is the domain and responsibility of SACE. It plays a role in terms of developing professional code of conduct for teachers.

## **9.2 Developing teachers**

It is important that the teacher in his or her quest for personal development and growth engage in dialogue with other role players in education to source their thoughts, views and expertise to enrich their profession in its ongoing self-interrogation, reflection and self evaluation that characterise every forward-looking profession as it evolves through time. In the same breath of thinking, Meek (1985) emphasises that teachers need the chance and the possibility to develop their understanding in the company of their professional peers and others whose expertise enhances their own. They need regular challenging encounters with new ideas, new pedagogies, new research, other teachers and in-service training especially when one considers that education is always ever in a perpetual movement of change and transformation.

Teachers need an ongoing personal development because knowledge like culture is not static, but dynamic and ever changing. It is complex, multi-dimensional, active, dynamic and meaningful and should be studied in context. There must be continuous skills development to renew and update their knowledge and new techniques of teaching,

The Professional Development of teachers has become a buss word, an important bible verse, always preached to the converted in educational and academic intellectual circles, especially in trade unions of teachers and amongst teachers themselves. Teacher themselves are actually leading this song. The following should be considered for teacher development.

### **9.2.1 Developing teachers in communication skills**

Teachers must be development and trained in the art and philosophy of communicating. They deal with a large audience in their daily work, namely learners, parents, Government authorities, the community around the school, the youth etc.

Communication should be seen as part of the professional development of teachers. It is an important skill needed for trade union of teachers especially when they engage and debates issues in the ELRC collective bargaining council. Collective bargaining comprises the process whereby representatives of workers/teacher organisations and management negotiate with each other in order to reach an agreement in which the nature of the employer-employee relationship is legally determined. It helps to create a healthy relationship even among parties of divergent opinion and thinking. They agree to differ and differ to agree.

### **9.2.2 Developing teachers in strategic thinking and planning**

Teachers in their daily work, plan. Planning goes hand in hand with creative thinking and innovation. This calls for the need to train teachers in the art of strategic thinking. Strategic thinking is also part of teacher professional development. The learning environment demands a strategic approach in terms of how the syllabus is going to be analysed, implemented and evaluated.

### **9.2.3 Developing teachers in project management**

In this age of accelerated scientific development and technological innovation, the language of technology and engineering has become an invaluable instrument in pedagogical practice in school planning and teaching. The term project management is no longer confined to technology alone. Teachers in their daily activities in schools, project manages their work. Preparing an examination should be seen as a project. Running any projects needs to have a starting and ending, it needs monitoring and evaluation. You need to develop risk management plans and have a responsibility assignment matrix which will indicate which tasks are going to be done and by whom etc. It involves allocating resources and managing them efficiently. Teacher should be assisted to acquire knowledge in project management as part of their professional development and intellectual growth.

#### **9.2.4 Developing teachers in curriculum and syllabus planning and design**

Teachers should acquire knowledge of what a curriculum and syllabus are and how to design and develop them. They must know all factors that lead to curriculum change which are needs of the learner, the needs of knowledge, the needs of the community and the needs of the country. They should be trained in this field of knowledge. Once the country has teachers as curriculum planners and designers, it is easier for the country to adapt and adjust to any changes that occurs in the world of education.

#### **9.2.5 Developing their professional qualifications**

Qualification Syndrome or Diploma Decease is another aspect of serious concern. When teachers develop themselves in terms of qualification, this endeavour should not be paper chase or certification. It must be skills development. It must be knowledge acquisition to help the teacher to master his work of teaching with confidence. It must be knowledge that is relevant to the work he or she does. Teachers are very often urged by their employers to improve their qualification. It is very seldom that this is a self-driven compulsive nailing need or inner compelling urge or personal motivation by teachers themselves to acquire more qualification to improve their intellectual growth in the pedagogy of learning and teaching. Extrinsic factors such as higher salary pay, and prospects of promotion are the key driving forces. Under this circumstances, qualification among teachers escalate or mushroom and become what some educationist like Angella Little (1985) term Diploma decease. The content and quality of these qualifications are often not scrutinized to ascertain if they are in line with what teachers are teaching. This raises a number of questions such as, “do these qualifications help to improve the quality of teaching, or increases the knowledge base of the teacher?” Are these qualifications help to increase or improve the skills capacity of the teachers?” etc.

### **9.3 Teacher Professional Development as a Human Investment Capital in Education.**

Locating Professional Development of Teachers and Performance-based Reward within the context of the human investment Capital theory in education provides not only another angle of intellectual understanding, but the dynamic nature and intricate feature of these concepts. The proponents of this theory (Shultz, 1988), argue that by implementing the concept of human investment capital you are basically improving effectiveness and high productive quality level of any worker. Implicit in this controversial assumption is that education is seen as the source of human investment (Vaizey, 1962). In this age of the explosion of technological and scientific innovation in the world there is a compelling need for high skilled resources to develop the organisation. This is understood in business and highly performing organisations as reengineering, (to use the language of technology). It is a process of rebuilding and modernising its productive and human skills and its entire resources to be highly inventive and produce goods and services that address the needs of the time and beyond. This can be achieved when sufficient amount of resources are invested in developing the worker. Once the workers are developed and highly skilled, any progressive organisation will jealously protect its human resources not to be recruited and lured into other competing institutions. Its compensation mechanism will be continuously refined to make it competitive and attractive to keep its workers. Such attractive incentives and rewards will improve on the recruitment and retention policies of an organisation.

The teacher in economic and labour analogy is also a worker. Educational researchers on teacher effectiveness and professionalism such as Kelly, 2004 p.181), Hargreaves (2002, p153), Stone, (1984) amongst others also argue that teaching is considered as labour regulated by departmental rules and regulations. Furthermore they are perceived as workers with basic technical competencies to transmit teacher- proof syllabi. The business institution such as industries and

commerce find it easier to train and educate the teacher and to assimilate and associates the teacher in their mainstream business quite easily than other possible employees. The teacher's intellectual skills are seen as easily convertible, adjustable and adaptable. Those teachers that left the profession and joined other fields of work had become successful because of this flexibility of knowledge power. .

The Human Investment Approach also put the ideological argument that education potentially offers the most institutional means for improving the quality of human capital within an acceptable period of time. In the same ideological and parallel vein, some educational researchers such as Fitzgerald (2001) argue that the intentions and purposes of performance management system for school-based educators are designed not only to evaluate the performance level of educators to achieve high levels of school performance but to develop them. When teachers are developed this is considered as an investment in education.

Not everyone believes in the concept of human development capital theory. The functionalist adopts a perspective that deplores or rebukes the concept of human investment capital approach. Their underlying flaw of contention in this rational of human capital approach, is based on a functional means by which the inherently scarce resources of wealth, prestige and power are distributed as incentives on the basis of merit. They further assert that those at the top are there because they deserve to be, since they have achieved those qualities society needs and therefore rewards. According to their viewpoint the above reinforces the ideological perception that education promotes income differentials and perpetuates social stratification. They base their approach upon the deficiencies in the underlying preconceptions of human capital theory. The preconceptions under attack are the links in the human capital chain, namely those that link schooling to productivity and productivity to earning.

Blaugh (1972) raises sharp critical objection to the assumption that human capital which raises the idea that expenditure in education or in an individual training improves the skills of the labour force. Among the six concerns he raised, which are relevant to this topic are highlighted as follows:

- (a) Earning differentials reflect differences in ability, social class, education etc.
- (b) People are not motivated purely by financial considerations when they stay on at school or go to University.
- (c) Earning differentials do not reflect the relative productivity of workers.
- (d) Rate of return calculations take account of direct economic benefits only, and ignore indirect benefits, which are enjoyed by society as a whole than the educated worker.

Others like Woodhall (1972) focus on the economic cost-benefit analysis of education. Psacharopoulos (1972) talks of "Rates of return Around the World. They raise questions such as, "are the costs that are incurred in Education ensures good rate of return in terms of producing critical knowledge and skills? To determine that aspect, effective evaluation instruments must be used. To answer the question, "can Teacher development be considered a form of good investment? Government increases salaries of teachers and give incentives and rewards when it has convinced itself that the rate of return far outweigh the cost incurred. In a more similar vein, the critics of appraisal system that is used to determine the reward of teachers argue that the instrument focuses only on those aspects that the educational bureaucrats consider as crucial (implementation of the learning objectives and the teacher's style in displaying pedagogical skills in teaching) but not on the whole aspects that characterise the teacher as professional.

#### **9.4 The Declaration of the Teacher Development Summit of 2009**

This summit came up with a number of interesting strategic integrated plan for teacher development in South Africa which was intended to improve the quality of teachers and teaching. It is easy for intellectual forum to articulate progressive ideas and develop strategic developmental plans but the extent to which these plans are carefully conceptualised, planned and implemented leaves much to be desired. The gap between policy development and policy implementation is always wide and this causes despondency and disillusionment at a time when high hopes were raised and excitement too difficult to control. Five years down the line since this forum developed the strengthened, integrated national plan for teacher development, very little has been done to implement them. Some of the key strategic plan are briefly mentioned underneath and are as follows:

- Improve the quality of Teacher Education and Development in order to improve the quality of teachers and teaching.
- Establish a National Institute for curriculum and professional Development (NICPO) to develop amongst others, the needs of individual teachers.
- Establish the National Institute for curriculum and professional development
- Develop and deliver teacher diagnosis self-assessment to assess curriculum competence.
- Develop and deliver high quality content-rich pedagogically sound CPA courses for teachers and for development of courses for specific subjects.
- Develop and deploy a TED ICT support system. This is an on-line system that will contain the structure to enable teachers to access diagnostic self-assessment. To identify relevant SACE approved programmes; apply to register for the programme and apply for funding to pay for the studies.
- Identify and address immediate to medium term systematic teacher development needs.
- Identify and address immediate to medium term systematic teacher development needs. This is to be done by reviewing of the National Curriculum Statements, National Senior Certificates, results and Annual

National Assessment as well as research on the qualification profiles of practising teachers.

- Establish Provincial Teacher Development Institutions (PTDis) which will serve as the basis from which provinces coordinates and deliver all national and provincial priority programmes.
- Establish District Teacher Development Centres (DTDcs). This are explained as physical sites located in districts and manageably accessible to teachers working in surrounding schools.
- Establish Professional Learning Communities to strengthen teacher professionalism. This is intended to provide the setting and establishing the necessary support for groups of classroom teachers, school managers and subject advisors to develop activities to drive their development.
- To establish an expanded and accessible formal teacher education system.
- Develop teacher knowledge and practice standards.
- Optimise, extent and expand the capacity of Teacher Education Institutions
- Strengthen Foundation Phase Teachers provisioning.

This whole list of strategic teacher development plan is very impressive and if wholly implemented can indeed make a progressive move towards the attainment of true developmental teacher objective in the country. A serious concern is the level of resource capacity and availability. In this period of economic doom austerity measures are a priority. There are different activities and competing interest, all hoping for a bigger slice from the small plate of resources. Establishment of district and provincial teacher development centres could be seen as an over duplication with serious resources implications. A consideration should be made to establish one University institution which will solely focus on education and with teacher professional development as one of the key priority field of study. This University should be able to work in partnership with teacher colleges and

assist them to develop relevant curriculum for teacher training and learning. Identified teachers for development should be given sabbatical leave and bursary to attend this institution.

### **9.5 Teacher Quality.**

Teacher Quality and Teaching Quality must be understood within the context of Quality Education. This is a complex situation that poses serious challenges especially in nations whose aspirations are so greatly at variance with their resources. Any education that is relevant and being of good quality must meet social and economic need of the society for now and later. It must satisfy learning needs for now and later. This should develop intellectual skills and the desire and autonomy to take decisions. It must provide whole learning for whole people.

One problem which confronts many educationists is that the word “quality” is vague, and has different meanings in different contexts. Quality in education may mean many things. A complex definition of quality in the context of education may be a reference to school attendance and teacher professional development, as efficiency, as relevance and as something that is above and beyond both. These concepts, “efficiency and relevance” often conflict sharply. Something can be efficient but not relevant. For example, education that plays a role in socialising the local population into accepting the legitimacy of the colonial rule, partly by impressing on them the right of the colonisers to govern because of their assumed cultural and even intellectual superiority. Education of the children that would see them attached to their country by birth and relation and to the coloniser by their education. Being in a situation in which they will be respected and without envy they would become the most effectual preservers of contentment, tranquillity and morality among their countrymen as a means of connection between them and the coloniser. This might be an efficient education system in the eyes of the colonial oppressor, but not relevant to the colonised (Bacchus, 1988). Quality can be attributed to the

improvements of the efficiency of the management process and the setting and measuring of standards.

In the terrain of educational pedagogy, varied and contradictory perceptions of teaching quality are noted. Firstly, quality is largely defined by a number of control mechanisms which view teaching and teachers as products. This is likened more to the mechanical procedures used in the industry for the quality control of products (Slater, 1985:12). This is a limited view which may be misleading and inadequate. Teaching and education are far from being mechanical products. Again there is no such a thing as “teaching Method” in education. We would rather talk of “teaching techniques” or “teaching strategies” A method is used in the industry to produce goods. Teaching concerns people and not products. It is about a human endeavour not a manufacturing enterprise.

Some educationists like Mitchell, (1985) regard teaching quality as a process that is devoted to improving standard in education. Promoting the learning of pupils and understanding the process involved. Teacher quality defined in terms of human and personal qualities. This refers to personal qualities possessed by the teacher, their maturity, their flexibility, their stage of development in the process of realising their own potential limitations as people, and as people in relation to other people. (Slater; 1985:20). IQMS sees this as amongst others, an ability of the teacher to create a positive learning environment, the teacher’s knowledge of the curriculum, lesson planning and presentation, in terms of the ability to assess the learner and the achievements thereof. Some perceive it as another example of the government’s plans to increase central control over the work of schools. Patricia and John White, (1985), also take a critical approach and argue that the government which is the employer of teachers becomes content when keeping teachers hard at work at the chalk face for as long as possible so that they are left with little time for reflection.

The Improvement of the quality of teaching is an intrinsic part of the continuing professional development and work of teachers. Slater, (1985) maintains that what counts as professional relevance in teaching lies with the direct tradition of measures designed to remind teachers that they are accountable to those who pay their salaries. She further argues that government regulations, employment and training procedures outlined will not ensure the professional competence of the teacher if those things run counter to the way in which teachers themselves see their role in the school and in the community. Meek, (1995) assert that continuous reflection on teaching and learning can support a notion of education which accommodates the idea of quality as something generated by the social interaction which is particular to schools as places of growth. Teachers cannot avoid seeing themselves as agent of change, a view which according to Meek, (1985) government does not view with equanimity.

INSET is also seen as a way of improving teacher quality. Patricia and John White, (1984) points out that pre-service training is important in giving basic equipment of teaching to teachers. If any government in the world is serious about having teachers of good quality, it must invest in post-qualification in education. This will be a manifestation of something more than lip service to the idea of quality of teaching. It will be a support to the continuing growth of educational excellence. In-service-training is considered as something which all teachers need from time to time because of the changing needs of the school system. This is necessitated by the fact that teaching specific subject requires updating from time to time as does the content of what one teaches. Some subjects are seen as less relevant, others more. This will require that teachers have to be retrained in different subject. This is understood as retread conception of in-service work. When skills wear thin or scarce in critical subjects, teachers are remoulded in their specialisation to give them a better grip of things rather than give them severance packages to leave the teaching profession.

Other countries when they develop their higher education systems, they establish institutions that focus on Education specifically. Example of this is found in countries such as England, Israel Russia etc. England has a University of London Institute of Education that focuses on education and all its related fields of study. South Africa is in the pipeline of developing such an institution. This institution will have a more focussed attention in developing courses that would be relevant to enhance the professional development of teachers as well as techniques in the quality of teaching and learning. It will be an institution that does a more penetrating research into education and assist the country in establishing an education system that is relevant to the country's development. It will assist the teacher's college that trains teachers with the development of relevant teacher curriculum courses as well as prepare a teacher for his multiple roles in schools and society in general.

### **9.5 The code for quality education**

This code gives an understanding of what the South African government understand and defines what quality education is and how it can be achieved and who should contribute to its development and implementation. This code states that the achievement of quality education for all depends on the action of members of Parliament, the Basic Education Ministry, provincial members of executive councils, departmental officials, school principals, teachers, learners, parents, school governors and members of the community. This is a collective and a collaborative approach in maintaining quality education. The signing of this code for quality education by departmental officials, principals, teachers, learners and parents marked a significant milestone in defining and articulating the South African position and understanding of quality education. Perhaps the details of the signing commitments by practitioners and implementers of education mentioned above are worthy to be rehearsed and recapped in this study as a constant reminder to the educators for their expected commitment and dedication to quality education. This is

a code for quality education signed by Departmental officials, principals, teacher's learners and parents in education in South Africa. Implicit in this code is the idea of achieving quality education and quality learning and teaching.

**Departmental Officials make a promise to:**

- Ensure that all schools receive the necessary resources, on time, for teaching to commence;
- Ensure that all schools have their full staff allocation and that any vacancies are filled without delay;
- Improve my own knowledge and skills base to be more effective;
- Always be available to assist schools, principals and teachers;
- Strive to ensure the provision of quality education for all learners at the school;
- Take all reasonable steps to ensure that stakeholders at the school are involved in the activities of the school.
- Take all reasonable steps to ensure that the school funds and assets are administered in accordance with good business practice;
- Support the principal, educators and other staff members of the school in performing their professional functions;
- Conduct myself in accordance with the obligation placed on me to stand in a position of trust towards the school and my fellow governor; and
- To act in the best interest of the school at all times.

**The promise of the Principal is as follows:**

- Promote the development of loyalty and respect for the profession by fulfilling my management and leadership roles to the best of my ability;
- Be punctual, well prepared for, and enthusiastic about my roles as professional leader;

- Strive to be a lifelong learner;
- Encourage and support my staff in their professional development endeavours;
- Actively work to eliminate unprofessional behaviour, such as inappropriate teacher-learner relationships and drunkenness;
- Ensure that all relevant circulars, documents and information are shared with relevant stakeholders as soon as possible.
- Take the required steps to ensure that the PED/Districts receives all the required information necessary for the timely delivery of resources for learning and teaching;
- Ensure that the PED/Districts receives all the necessary information to facilitate the prompt filling of vacant posts and.
- Monitor teacher attendance;

**The promise of the teacher is to:**

- Teach, to advance the education and development of learners as individuals;
- Respect the dignity and rights of all persons without prejudice;
- Develop loyalty to, and respect for the profession;
- Be punctual, enthusiastic, well prepared for lessons and of sober mind and body;
- Improve my knowledge and skills base to be more effective;
- Maintain good communication between teaches and learners; among teachers themselves; and between teachers and parents;
- Provide information to parents on their children's progress on a regular basis;
- Eliminate unprofessional behaviour, such as teacher-pupil relationships, drunkenness, the use of drugs, assault, sexual harassment and other infringements; and
- To make myself available for extra-mural activities.

**The promise of the learner is to:**

- Accept that the main reason for being in school is to learn and develop academically, socially and culturally;
- Adhere to school rules;
- Respect the legitimacy and authority of teachers;
- Participate in Learner Representative Councils (LRC's) to safeguard my interest;
- Show respect to other learners and not to discriminate; and
- To avoid anti-social behaviour like theft, vandalism, assault, sexual harassment, alcohol and drug abuse, as well as other activities that disrupt the learning process.

**The promise of the parents is to:**

- Involve myself actively in the activities of the school, including school governance structures;

**The promise of the community is to:**

- Ensure that every school-going child is at school;
- Ensure a safe and crime-free environment for schooling and to protect the school and its assets from vandalism; and
- To monitor the performance of schools, and report any problems to the relevant authorities.

All stakeholders undertook these responsibilities to ensure quality education for all. The extent to which all these pledges are adhered will depend on a strong monitoring and evaluation system that is operational in education. In actual fact, to effect a good evaluation, these pledges should be factored in their performance management they sign.

**9.7 Teaching quality.**

Teaching quality must be explained within the ambit of an educator in an educative situation. It must be understood in the process of the teacher's understanding of the curriculum and syllabi and how to implement them. It must be determined in terms of the teacher's ability to master knowledge and how to assist the learners to generate knowledge etc.

Under this topic I will highlight the conceptual thinking theories of Educational Psychologists, such as Tyler, Bruner, Piaget, Freud, Maslow and others which undoubtedly have a great influence in the development and implementation of the curriculum and how teaching quality is characterised. These theories help the teacher and the curriculum planner to understand the complex nature of human development. Firstly, I will make a distinction between what is curriculum as opposed to the syllabus. These are two closely related concepts which at times are used interchangeably.

The word **curriculum** derives from the Latin word "CURRERE" which means the route of progress. It is the entire course of the plan including audio visual aids, textbooks, a set of evaluation, learning material for students (teaching aids) etc.

**A syllabus:** is just a list of topics for a specific course. There are some variations. It contains objectives which are a description of the change that will occur in the student. The objectives are written in line with the behaviour and thinking of the student. This has some psychological significance. The question is, has the student been able to change his behaviour? When using behaviour I refer to attitudes, actions, performance and observable reactions. It contains rationale which is the reasons of the causes that brought us to the objectives, or why we choose a particular course, e.g., Philosophy, moral life or needs of the learner, needs of knowledge and needs of society. All these rationales help us to arrive at the objectives. From the objectives we will be able to develop learning activities and do evaluation. **Learning activities**

are the opportunities given to the student to practice the change in their behaviour. The secret of curriculum planning is to establish in the class a reality which will enable the student to learn. It is important to take the class to reality. Do not just teach, expose them to reality.

In terms of evaluation, the key aspect is validity. Is it good to achieve what it is supposed to achieve? Maybe the objectives are beyond the capabilities of students. I prepare the student in terms of my objectives. This will help one to know if the test was valid. If I develop a curriculum and there are changes in the society, then the objectives must change (Brunner.1959: 112)

The other important aspect is needs of knowledge. How can knowledge have needs? If you want to master somebody, you must master the structure of the discipline and the structure of knowledge. For example, a person is an expert. The notion of the structure of knowledge comes from Gironn Brunner(1959:112) and Joseph Schwab (1960). To illustrate this further, if I want to study history and there are no teachers, then I go the library and read books. I then obtain knowledge and discard what I consider irrelevant and construct what is relevant. It is important to know what history is, before writing about any historical event. If I think that history is the reflection of war between the proletariat and the capitalist or human ideology, then I am a Marxist. If I write history according to my belief, then I am subjective. History is not monogenic. It is a result of many beliefs.

**The needs** of the learner are also very important .A need is a gap between the required and what exist. What is the Psychologist, or subject specialist having in mind as compared to what exists. To what extent can the schooling system teach the student to be alert without becoming tense? Some children come from the family backgrounds where they are not given love by their parents. Teachers should give love while they teach. Children without love become a nuance in society.

How do we open dialogue between the teacher and the curriculum planner? The teacher is a field worker or technician who fulfils what the curriculum planner tells him or her, what to do. The teacher might find it difficult to use curriculum materials described.

There is no such a thing as methodology of teaching. There might be an approach or styles to it. A method is rigid. It may sometimes be referred to as methodicity of a method (core of a method or attributes of a method). What is observed is a repetition of a method. There is no teaching method. We talk of a way of teaching. Because teachers are diverse, there are all sort of teaching styles. The word teaching method is problematic in education. We should talk of approaches and techniques of teaching. The way a factory produces things is a method. This is not satisfying the need of the learner. Most of the teachers apply frontal techniques of teaching or talk and chalk. In this way they turn learners into robots or empty vessels that must be filled with knowledge.

**Needs of society:** What type of education can I give it to the South African Child which will enable him or her to move from one occupation to the other. How can schools meet the needs of society? The school is a community of learners within a wider community of society that supports it. Society might demand that the school should have a curricular dealing with parenthood. That is, educating parents on how to grow and instil self-discipline in their children.

Most countries have included in their curriculum the need for unity. In some countries this is not happening. Then what is wrong? The problem is the teacher failing to implement the curriculum. Not a single planner can plan a curriculum alone. There must be a group or a number of people coming from different disciplines to ensure

that the needs from various disciplines are catered and balanced within the curriculum.

### **9.6.1 Psychological and philosophical approaches to teaching and learning**

#### **(a) Abram Maslow**

Maslow studied the needs of the learner. He is an American and the personality of an Educationist or Psychologist one cannot ignore. He came up with a hierarchy of needs which start from basic food, shelter up to self-actualization. These are important for the teaching in the process of implementing quality teaching.

#### **(b) Developmental Psychology of Piaget.**

Piaget came up with five stages of human development which are important when addressing the needs of the learner and development of the curriculum. These are;

##### **(i) Sensory-motor stage which is from 0 to 2 years**

When a child is born, there is no difference between his world and himself or herself. The world exists because of him. The world is a continuation of him or her. If something disappears, he will not look for it. This intellectual stage is sensory-motor. If you give a child an object, he throws it down. He rules. He develops a sense of power over things or a sense of causality.

##### **(ii) Pre-operational stage which is from 2 to 4 years.**

Operational means reversible mental process. The child does not have an intellectual pool or understanding to reverse things. He cannot differentiate going up and going down.

**First degree concept:** A glass is a concept. In this period he starts speaking. The child is completely ego-centric in his thinking. He sees the world from his point of view. Playing with other children helps him to see things differently and his mental ability develops. He is also ego-centric from his social point of view. He also experiences the following;

**Sincrotic thinking:** The child does not understand the significance of things. No ability to classify things. There is no reversibility and no conservation of number. If you put 10 stick of matches parallel to each other, the child can see that they are equal in number. But if you remove another raw, and put it slightly bend in his presence, he gets confused.

**Cognitive conflict:** The child is affected by the stimuli. The moment we suppress the stimuli, the level of understanding develops. This conflict is one mechanism in which we understand that things are not the same. As the child grows, the rate of stimuli begins to develop.

**(iii) Intuitive stage which is from 4 to 6 years.**

External attributes of things mislead a child. The child cannot identify the space from the number. For example, things that are put together, though being more in number, may be identified as small and when they are dispersed the child many think they have changed number and they are less from those that are dispersed. Manipulation means the child thinks with his fingers.

**(iv) Concrete operation which is from 6 to 13 years**

The child internalizes things in his head. For example, when he counts in his head he uses objects.

**(v) Formal Operation which is from 13 years upwards.**

The child does not need concrete representation of reality. Formal operation is the highest level of intellectual development.

**Mathematical Logical Experience:** The child might think that the dispersed and separated objects are more than the one that are tight together. The thing is quality does not change even if it changes space but only the order of arrangement changes. The more the child practices and realizes that quality of the water remains even when put in different shapes of glass the more they develop.

**Social Transition:** This refers to the situation where we conduct the social discord when we talk to the child. When we ask the child questions, he answers. Then we

ask another difficult one and he fail to answer. The child learns when we ask him questions differently.

**Equilibration:** This is another concept which Piaget developed. It is a process by which the teacher oscillate (move) between to posts. That is, from one equilibration to dis-equilibration or vice versa. Change the environment to bring the child to equilibrium. What is the curricular implication of equilibration? In learning the child's mistake is a must. Without the child making mistakes, he or she will not learn.

**Misconceptions:** Most children can tell that the earth is round but do not understand why. Developing higher strategies of thinking in children is very important. They can develop from the concrete to the operational. They will remain at the concrete and will not move to the abstract thinking. The child must move from simple experiences to abstract level where he will be able to internalize things. I internalize things when I can be able to use them and apply them in unpredictable situations.

(c) **Sigmund Freud:** He deliberates on the quilt complex. He also talks of teachers castrating children. Men free their complexes by sticking to someone else. How many teachers became teachers because they feel they wanted to teach and share their knowledge with their children. For example, shouting children to practice what the teacher is she or he doing. The child becomes vulnerable to criticisms. When the teacher says to the child , "What can I get from a moron such as you?". This according to Freud is castration. The child behaves naturally in whatever he does. He needs to make mistakes according to Piaget. When they make mistakes teachers must accept because they learn from experience. If you want a child to believe in himself, you must allow him to venture. Do not put restraints, otherwise the child will be afraid and will not learn. Teachers need to have patience.

Today memory is not very important. It is not very important to memorize Shakespeare. It is much more important to master thinking and intellectual

processes. Tyler's ideas on curriculum are a checklist to enable teachers to ensure that every relevant issue is taken into account.

Both propaganda and education wants to change our behaviour. Propaganda wants us to change, to buy products and to consume. It is not concerned about quality. It does not want people to develop. Education is supposed to free the minds of people. The child must have a model in front of the teacher. The teacher must be a model. He cannot preach what he is not practicing. If today's teacher is to be useful, so many would argue, he must be a model of a learner. Someone who will strengthen in young people, by her example, the sense that finding out, experimenting, and speculating, are worthwhile and nothing to be frightened of. In an age of unprecedented change- change in knowledge, in technology, in community, in jobs in relationships, nothing is of greater value than the confidence and resourcefulness to learn.

The more autonomous the teacher is, the more he can be able to construct his syllabus and learning materials. He may chose from the existing materials. He must be careful in the substantive structure he chooses. He should ask the question, "does the body of knowledge I intend to introduce relevant to the knowledge of the child so that their thinking processes could be developed. These are aspects that the curriculum planner must take into consideration.

The teacher must introduce to the child topics that are relevant to the knowledge of the child. The child must be trained in the decision-making processes and be provided with the tools. They should be given materials according to their level of readiness in order to learn. The teacher must ask questions according to the level of the child's readiness.

The more the teacher realizes that mathematics is not science at all but language the better. It is a language used to explain the universe. It is a way of expressing our measurements. Teach more on how to generate knowledge and less on knowledge itself. That is the substantive Knowledge.

Bruner says, let us teach science in the way student could discover the secret of science. Let us teach the learners by discovering. Ausubel disagrees and says, there are certain scientific laws that cannot be discovered. But they can be taught. The classroom situation cannot bring the learner to applied enquiry. An applied enquiry deals with the application of all the scientific knowledge that has been acquired or accumulated. Majority of Scientist in our society uses applied enquiry. It discovers things. It uses knowledge that exists to answer questions. It helps to solve problems in an intelligent scientific way.

**Developing thinking in learners:** Thinking is a form of behaviour of organisms. Reasoning, learning instincts, reflexes, and taxis can all be summed as the total reaction of an organism towards a certain stimuli. Instinct for instance, is compound complex behaviour whereas reasoning is thinking. All these behaviour patterns are important for the teacher in developing the mental growth of children and should be factored in curriculum content and implementation.

It is important to remember that thinking is restricted mainly to human beings and primates, whereas learning is experienced both in human beings and animals. For example, animals do not think, but they can only learn. How do we study the behaviour of animals. The most famous chimpanzee, called Sundani, took cranes and connects them in order to reach bananas. The question is why is that behaviour so important? The hypothesis from Sundani's behaviour is that we solve problems through mental processes and through trial and error. Most people function in society because they can think. Thinking, therefore, is concerned with solving problems. It is

a specific form of human behaviour. Experience is also a form of learning and assist in thinking. In order to think one must have a certain mental activities, experiences, authority and creative activities.

We need to teach a person on how to think. What is to think, how to teach thinking and how to change the mentality of teachers. How to change the way they teach. You cannot change the curriculum without changing how the teachers teach and implementing the curriculum. Perhaps there is nothing wrong with the curriculum but the way it is implemented or because the teachers are not properly trained to implement it. If the teachers are properly trained they will be the first people to pick up the weakness and advocate for change to the curriculum planner and the government.

Learning is not a passive thing, but an active process. When we learn, we do not depend on the stimulus but on the previous knowledge. Learning is an inner process. You need to find significance and connect things. The teachers as an agent of change and implementer of the curriculum must understand all these developmental behaviour patterns of human life. In this respect he will assist children to develop their cognitive thinking.

Piaget's Theory of Genetic Epistemology is also very important. Epistemology refers to how an individual knows his environment. It is a study of knowledge. It is also a branch of philosophy that enquires how people know. Piaget is from a philosophical outlook that is closer to Kant, a Philosopher. Piaget says that we actively organize the world with tools which are cognitive structures and develop the world. The central idea in Piaget's thinking is cognitive structures.

#### **(d) Platonic Theory**

This implies that, whatever there is, is a reflection of what exist. This was developed by Plato, one of the 18<sup>th</sup> century philosophers. A human being consists of the body

and soul. We know things because reflection of the world of the form is real and is the ideal knowledge that exists beyond us. All knowledge is our senses. Plato say, our intellect is a photographic plate that captures what is outside.

### **(e) Theory of Empiricism.**

The pioneers of this theory are Locke and Hume who are also both philosophers. This refers to our experience which creates knowledge. According to them, knowledge is an accumulation of re-call from inside, because of the experience we gained since we were born. What exist beyond us, is unknowable. The only way to know what exist outside could be the Radio and T.V. It means that what we know is what the Radio and T.V transmit to us. It implies that, the world is unknowable. There is a barrier between us and the outside world. We re-create the world with the messages we receive through our senses. We need certain tools or concepts that do not exist outside of reality.

### **(f) Characteristics of Knowledge.**

Knowledge is complex, multi-dimensional, active dynamic and meaningful, and should be studied in context. Knowledge is within context and is integrated. We need to know its dimensional way. A person should use his schemata in enquiring new knowledge. It is important for the students to reflect their won knowledge. Education is the process that occurs between the student and knowledge. The students acquire the knowledge. For some it is complex. For others it is meaningful or easy. The more students are rich in schemata (cognitive tools) to derive new knowledge, the more the student will be able to understand new situations. It is important for the teacher to teach more on how to generate knowledge and less on knowledge itself. That is the substantive knowledge. How to solve problems refers to the synthetic structure. Substantive is when my ability to solve problems is limited. The result of learning is the creation of new schemata or strengthening of the old schemata.

It is important to know Piaget's theory of cognitive development in order to understand human intellect. In the 1950's and 1960's Piaget discovered how people's intellect develops. This theory helps teachers to develop their critical thinking skills, including reasoning and fair-mindedness as a way of overcoming dogmatism.

## **10. SOME CONCLUDING SUGGESTIONS TO BE CONSIDERED WHEN IMPLEMENTING TEACHER PERFORMANCE BASED REWARD.**

In the earlier discussion, performance management system and performance-based reward and their critical challenges were explored. This was proceeded an intensive focus on the professional development of teachers and its associated aspects such as professionalism, teacher quality, abilities, motivation and how performance-based reward impacts on these concepts. It was noted how they are intertwined and affected each other.

This concluding part provides a number of options that can further be developed in order to successfully implement performance improvement in the school system. The proposals are based in the discussion presented in section 1 and the draft proposal: *Quality Management System (QMS) for School Based Educators* that is under discussion by SADTU. This section attempts to offer alternatives that could provide a way out of the logjam that is stalling the implementation of quality improvement in schools.

### **10.1 Performance Management System (PMS) in an educational setting**

While managers and top executives in profit making organisations would like to welcome PMS, there is evidence that the system is not so welcome in non production settings, especially where results are based on performance of subordinates. In soccer, (a team sport), where the system is used extensively, this is

a setting in which the coach has enormous power to select players to field and the style of play to use. When the rewards are won, the whole team benefits (defenders, goal keeper, scorers, midfielders etc) even those who were on the bench. The team of any soccer club is the workforce that brings in the money and is the basis of the success and prosperity of the club (and the owners)

The soccer analogy best illustrates why PMS/QMS in its classical form meets with mixed reactions when proposed for implementation in a school system. First the school rarely operates as a team, even if that is the expectation and desire. Each teacher (educator) minds their class with little reference to the last or next class that the learners graduate to and from. Each educator is rewarded singularly on the current performance of the class, (although this performance is based on previous classes). Second, the school management team, unlike soccer management, has much less power to select a team and to deploy the members. And when a team member under performs, the management can do very little to change the situation. Third, who and how should performance be measured? While in soccer, its scoring goals and winning games that forms the basis of good or poor performance, it is difficult to find equivalent actions and activities on which to base teacher performance. Fourth, the performance of a soccer coach of a league team is measured differently from that of a coach of a development team.

## **10.2 Individual rewards versus group rewards**

In cases where PMS or its derivative QMS has been successfully implemented, one of the underlying principles is that rewards are spread and shared by all members of the unit. Thus, high profits translate to boom times for all including those that contributed the least. In such situations, the rewards are distributed proportionately and so encourage staff to be amenable to training and development that is based on proper skills analyses.

To measure the skills gap and determine the required training and remedial measures, the poor performing person has to be assessed and measured against predetermined standards. This assessment is not a pass/fail measurement as even high achiever stake part and areas of improvement identified. In a school system, high achievers can learn to venture into new subjects or extra mural areas. Thus, the whole team is assessed and performance improvement programmes are partaken by all.

### **10.3 Whole school assessment and rewards versus individual assessment and rewards**

Performance Management directed at the individual educator has the danger of comparing individuals working in conditions that are very different and diverse such that it is difficult to make sensible comparisons. In any case, assuming one or two members of a school teaching team perform very well while the rest of the staff perform badly, the overall school will not improve. What is required is a situation where the full staff compliment improves and good performance is spread across the board. Therefore, steps in improving performance should involve the whole school

It is worthwhile to consider issues that relate to interpersonal relationships in a group setting such as school staff. It is normal for tensions and rivalry to exist and sometimes impacts negatively on the performance of the school. Rivalry can be caused by financial differences, social relationships, qualifications, age, sex, workload, rewards such as trips and workshops, positions and promotion.

PMS/QMS targeting the individual for his/her benefit may be interpreted as being targeted, or set up. It may also be seen as a way to camouflage attempts to favour close buddies or to justify punishing adversaries. As in some private sector industries where subordinates refused to cooperate with managers on the basis that only the managers were rewarded for good performance, the same phenomenon is possible

in a school. The situation cited above was remedied by rewarding the units and all individuals shared in the improved performance that the manager was noted for. The point is that that PMS/QMS should not be used to add another layer of problems to those that already exist in many schools. Instead, it should be used to build viable and highly productive teaching teams in schools

#### **10.4 De-linking extra rewards from normal performance**

It is assumed that people who are employed as teaching, support and management staff in schools, possess minimum qualifications to occupy those positions, and so paid salaries to match. It is also assumed that the people so employed perform above the minimum required standard and level. It is further assumed that the remuneration packages are determined by factors such as cost of living, qualifications, length of service and experience. These and other issues should be the basis of salary negotiations while productivity improvement should be an ongoing professional development issue. An impression should not be created (as it seems to be), that salaries should be increased because of improved performance. If that is the case, what happens when high performance falls? Will the salaries be reduced?

**The point is that PMSQMS or other performance improvement and measurement systems should not be the determinants of increases in remuneration. Setting new minimum qualifications standards should be the point of discussion and agreement for the profession. Such discussions can then be linked to higher salaries.**

With the glaring disparities between the well and the poorly resourced schools, consideration should be given to the introduction of a hardship allowance. Just as 'no fee paying' schools have been identified, it is possible to identify 'hardship' schools. Paying allowances to staff in such schools may attract more qualified staff who will subsequently improve the performance in those schools.

### **10.5 The uneven environment (resources, work load, qualifications, expertise)**

In order to motivate staff and learners to perform better, the working conditions have to be at acceptable levels. The lack of basic infrastructure, teaching and learning resources, large class sizes is the curse that is afflicting the basic education sector. It is difficult to expect the staff member who works under such arduous conditions to perform at the minimum level, let alone improve performance. The introduction of PMS/QMS would just add to the pressure that these people work under.

**As part of implementing PMS/QMS contracts have to be agreed and signed by both the employer (manager) and the employee (teaching and administration staff)** and is based on what the employer will give and the level at which the staff will perform (above the minimum norm). At the moment, it is difficult to see how PMS/QMS can be introduced, let alone accepted and successfully implemented across the board. The solution to this conundrum is to improve the working conditions first. In fact, the process of improving the schools will be the first and most important step to motivate staff to improve performance. It will also be the basis of whole school improvement approach (WSIA) that is guaranteed to change the performance of the school system. Such a programme will not leave staff behind because the point of reward for better performance is the whole school. Inspection of schools will be to determine the level of performance of the whole school and assessment of staff to identify strengths and weaknesses in the personnel. Training and development will be for the benefit of the individuals and the group (no hard feelings)

### **10.6 Possible rewards for improved performance**

The rewards for improved performance in a WSIA do not have to be cash, although many would take this option judging by the way people are struggling to keep

abreast of rising prices. Once off cash payment helps the employer to contain costs as opposed to salary increases which become compounding and recurring. Increasing salaries on the basis of a single or a set of once off achievement is certainly not sustainable.

**Viable alternative to cash rewards include vouchers and payment for educational products such as laptops, printers, iPods, internet subscriptions, books, stationery vouchers, course fees, workshop and conference fees, portable solar packs, and study tours.** Such a reward scheme would also assist in encouraging the culture of learning and professional improvement among education staff. These rewards can be awarded to individuals but is made to the whole school team in line with the whole school improvement approach.

Group or team rewards have added benefits of building and strengthening group cohesion as well as further improving the performance of the whole school. Such a system if implemented properly becomes self perpetuating as rewards are spread to cover the whole school. For example, funding computer labs and programmes, music instruments craft tools, laboratory equipment, sport equipment etc. Of course, the assumption is that basics like proper classrooms, furniture, textbooks and other essentials will have been provided.

### **10.7 Inspection, appraisal, evaluation and assessment**

Inspection is a necessary activity to check the state of any situation and operation. It is carried out every day in hospitals, in stores, hotels, on the roads, in garages when one's car goes for service, in manufacturing to ensure that the item that you buy has no faults, in construction to ensure that the building or infrastructure conforms to the set standards. Even your favourite chicken outlet has inspectors to ensure the chicken is well cooked according to the recipe and municipal inspectors ensure the resistance in education to inspection? Surely if people are not doing anything wrong

they should have nothing to fear or detest about inspections carried out unannounced.

Whereas inspection involves checking for conformity, appraisal, evaluation and assessment are synonymous and involve passing judgement and weighing the situation against norms and standards as well as opinions and views. In essence, 'he who pays the piper calls and judges the tune' (to adulterate an idiom). All four aspects, inspection, appraisal, evaluation and assessment have a place in the basic education system and can be used to identify areas where improvement needs to or has taken place, and the levels involved.

As much as there is a need for an appraisal system that develops and empowers the teacher there is also a need for one to transform the inspectors from old apartheid mentality of inspection in schools to a new one that assists the teacher to develop. The training must develop a new inspector with a new personality and behaviour attitude that will suit the new democratic dispensation of a modern school system. The education stakeholders particularly the teachers in school, will embrace their work with confidence and provide them support that will benefit both of them.

Inspectors must know that to inspect schools, you must be ahead with knowledge and experience to the people you are expected to support and evaluate. The Education Department must in addition to encouraging qualification improvement of inspectors establish exchange programmes with other developed countries to enable inspectors to have education visits and training in order to learn how other countries develop and improve their schools. The Education Department can take advantage of all those countries that South Africa has developed international ties in the form of bi-lateral and multilateral agreements. The Department of International Relations can provide such a support.

### **10.8 Factors to consider when Implementing a QMS in the school system**

It is proposed that the approach to get the QMS implemented, serious consideration should be given to the idea of a whole school improvement approach. Further development of the approach is required to make it possible to implement.

At the moment, there is no living example in South African basic education of a successfully implemented QMS. This has given ammunition to those opposed to the assessment, inspections and evaluations of schools. The whole school improvement approach affords the gradual easing in of a QMS by piloting it first on a stratified sample of schools. Such a pilot will afford an opportunity to make changes and improve the system before blanket implementation covering the whole country.

**The issue of salaries and improved benefits should be de-linked from QMS** as argued above. Instead, links to improved qualifications (short courses, degrees and diplomas) can be linked. In fact, if this was the case, the quality of performance could be improving, barring provision of basic facilities in schools.

A push should be made to pay **hardship allowances** to staffs who are working in deprived schools. Such hardships should include large classes, lack of buildings, toilets and water; dilapidated buildings; lack of libraries and laboratories, workshops and electricity etc. As conditions improve, the allowance will then be withdrawn.

### **CONCLUSION**

Performance management such as appraisal system, performance based reward and the professional development of teachers are the cornerstone of quality education and quality teaching in any education and schooling system in the world. The fact that the new education system in South Africa is almost twenty years old in this new democratic dispensation but has not as yet been able to grapple with this systems in complete satisfactory manner proves that

they are not only complex, but sensitive systems that needs new fresh sober thinking, approaches and strategies. The inability of education stakeholder's to agree on a common position with regard to these issues place the country in what Simmons (1980) calls "the Education dilemma". The sooner the stakeholders realises that there is no policy issue in education that is not controversial or neutral, the better.. Policy issues are adopted and implemented on the basis of negotiations, compromises and placing the interest of the country first rather than on the basis of self-interest, cohesive power and manipulations. It is not a situation of winners takes all. Developed countries such as America, Britain New Zealand, Germany and others who have a highly developed education systems in the world and their schools doing better in terms of learner performance and teacher quality still thrive in these systems that give the South African Education Stakeholders a headache. They succeed because they approach these issues with a different level of maturity and patriotic spirit. This in principle is not to say, South African education stakeholders should not stop searching for new approaches and thinking, but such a process should not take the education system back and forth in terms of development and transformation. Sometimes the more things changes the more they remain the same. Teachers cannot all the time continue un-strategically shooting every policy initiatives and education change down and in the process creating a fertile ground for ill-discipline and educational paralysis. Rather they should lead the way in terms of research and development of new ideas in matters related to teacher education, teacher development, school management and innovation as well as learner support and performance. Suggestions that are proposed in this study may not be the utmost best, but they can assist the union to have a new paradigm shift that can widen the goal post.

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