

**A CRITICAL ANALYSIS OF THE TEACHER EVALUATION**

**PROCEDURE IN INDIAN SCHOOLS**

by

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## **DECLARATION OF ORIGINALITY**

**I, Sivapragasen Pillay, declare that this dissertation is my own work and that all sources I have used or quoted have been indicated and acknowledged by means of complete references.**

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**June 1991**

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## **ABSTRACT**

Generally the evaluation of employees in organisations is one of the most demanding and controversial of all management functions. Therefore, it is incumbent on management to develop a system of evaluation that will at least be acceptable to most of its employees. This study has shown that it is extremely important to include the employees themselves in drawing up the evaluation instrument. Since there is not any one evaluation procedure that has universal application, it is necessary for organisations in general, and more specifically education departments, to review and improve existing procedures to meet prevailing conditions. If management does not follow these basic considerations, then the organisation could face strong negative reaction from employees.

The primary objectives of this study therefore were:

- (1) to make a detailed study of the evaluation procedure used in Indian Schools;
- (2) to analyse the House of Delegates' evaluation procedure critically and in so doing make a study of evaluation procedures of other education departments; and
- (3) to consider the views expressed by teachers, principals and superintendents of education on the House of Delegates' evaluation procedure.

The major findings that emerged from the study were that :

- (1) the present evaluation procedure of the House of Delegates was not well



received by teachers and principals;

- (2) any evaluation procedure adopted should be based on an 'open' system, where there is no need for secrecy; and
- (3) there should be separate evaluation procedures for the purposes of professional development, merit awards and promotion.

The main recommendation made in concluding this study was that the House of Delegates, in either developing a new evaluation procedure or amending its present one should, in the future, give consideration to the opinions of all participants in the evaluation process.

28 words

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## **CHAPTER ONE**

### **INTRODUCTION**

#### **1.1 WHY PEOPLE ARE EVALUATED**

Evaluation of individuals occurs in organisations the world over. It is a subjective process that involves human judgement and as such "it is infinitely fallible and subject to many sources of invalidity". (Lawler, 1983:114) These many sources of invalidity must be taken into account in the evaluation process. It is also crucial to remember that for the appraisal to accomplish most, if not all, of its objectives, it must have a favourable impact on the person whose performance is being appraised.

All organisations set goals which have to be achieved if they are to be successful. To accomplish objectives, organisations employ people. Employees should know what is expected of them so that organisational goals can be met. In this regard, Biesheuval (1985:181) states that evaluation takes place for the purpose of supervision, where employees need advice and direction with a view to achieving the objectives and goals set by the organisation.

For organisations to know if employees are performing at the level expected of them, evaluation or appraisal of their work takes place. Trethowan (1987:1) and Shipman (1979:2) contend that there is no effective management without appraisal. Trethowan (1987:1) states that:

" The person being managed is entitled to know what the organisation goals are, what his or her role is, how successfully he or she contributed to the achievement of these goals last year and what he or she should do to make next year's contribution even better".



Evaluation is essential to organisations and assists the management of organisations tremendously in the decision-making process. Shipman (1979:1) points out that "evaluation is a basic management tool in all organisations... the search is for information and for performance that will help in decision-making".

Evaluation of employees occurs formally and informally. Formal evaluation takes place when the evaluator follows set procedures for the evaluation of employees. These procedures are decided upon by the organisation. In this instance employees are aware that they are being evaluated.

Informal evaluation on the other hand, takes place incidentally, as and when the occasion arises. Quick (1980:98) calls this "on the spot informal reinforcement or criticism".

Writers like Rebores (1987), Trethowan (1987), Lawler (1983), Quick (1980) and Castetter (1976) suggest different reasons for evaluating employees. There is, however, consensus among them that employees should be evaluated for the following reasons :

**1. Evaluation fosters self-development of each employee:**

For individuals to develop in their jobs they need to be told how they are performing. Feedback information is therefore essential. This information usually helps individuals to improve. In this regard, Quick (1980:97) says that:

"If you want employees to do a good job for you, you need to tell them how well they are doing what you expect them to do. You need to give them feedback".

While formal evaluation of employees takes place on a continuous basis throughout the year, "coaching" occurs on an informal basis. Coaching is the assistance given to the employee when necessary. Coaching an employee deepens and broadens the communication channel and leads to the self-development of the employee. (Jackson et al 1980:144)

Employees who are experiencing problems which affect their performance can also be "counselled". Poor performance can be attributed to various reasons. The counsellor should seek the reason and assist the worker, since a drop in performance will result in standards not being met and therefore organisational goals not achieved. (Quick 1980:99)

**2. Evaluation helps to identify staff development needs:**

The process of evaluation exposes areas among workers that require staff development. Courses in staff development assist in improving the performance of employees. Rust (1985:63) maintains that the aim of staff development should be two-fold, viz. achieving the objective of the group or organisation and maximising the potential of each individual.

Evaluation for staff development is usually accepted by employees. In this regard, Biesheuval (1985:181) states that the development function is the one form of appraisal most critics generally approve.

**3. Evaluation is used as a basis for making promotion decisions:**

Casterter (1979:307) refers to members of an organisation as the "human capital of the organisation" and the appraisal process which "generates information that permits the organisation to assess the state of its human capital and to plan its recruiting, staffing and development policies in an informed, systematic manner".

Organisations should have information on employees so that promotion posts, when they arise, can be filled. The process of evaluation assists organisations in obtaining information on employees.

Most employees want to be promoted some time during their working lives. To cater for these aspirations, employees should be fully aware of the promotional opportunities available in the organisation. Biesheuval (1985:183) states that:

"it is imperative that staff members should know that promotability appraisals are part of the company's personnel management policy, that they are regularly carried out, what procedures are involved, and that they can participate in these procedures".

All information concerning promotion should be readily available to employees so that they are aware of what is required of them if they are to be promoted.

**4. Evaluation is used to reward employees according to performance:**

Evaluation is used to discriminate between workers. It is felt that those performing well should be compensated in some way. Mahoney (1979:69) says that:

"Employee compensation is the primary inducement offered in exchange for the contributions of labour services in the employment contract; it is the single characteristic of an employment exchange upon which all will agree that 'more is better'."

It is an accepted fact that all people do not perform equally in any known activity. Those who perform well should be compensated for their efforts. Merit pay has been introduced to serve such a purpose. This represents a certain sum of money which is given to an employee in addition to his normal salary or wage. Myers

(1981:179) comments that the concept of merit pay reflects an attempt to reward discriminately members of the organisation according to their effectiveness in supporting organisational goals. He is of the view that this concept "widely permeates the culture : good children get more favourable recognition at home and in school, better students receive higher marks and land better-paying jobs, better tennis players and golfers win more trophies, popular people win the most desirable mates, charismatic politicians win more elections, wily crooks make the biggest hauls and competitive persons are first through traffic signals and check-out lines". Therefore he concludes that "negation of the merit pay concept is inconsistent with universal motivation theory".

Reward systems have been demonstrated to motivate people. (Vroom 1964, Locke 1979). Important rewards like incentive pay or promotion can be tied to effective performance. People will perform better if they know they are to be rewarded in some way.

Rewards can be extrinsic or intrinsic in nature. Extrinsic rewards are those that are mediated by some person or process not involved in the performance. Commonly cited examples of extrinsic rewards include monetary compensation, awards, promotion and praise.

Intrinsic rewards on the other hand are not mediated by any external influence, but are experienced directly by the individual. Examples of intrinsic rewards are sense of accomplishment and pride of achievement, exhilaration, and fun of task performance.(Mahoney 1979:70)

Performance motivation depends on how a person perceives a situation, as well as on the particular needs of the person. (Lawler 1983:18). Usually a person knows

that a certain type of behaviour will result in a certain outcome e.g. reward. In this manner the incentive pay or merit pay was introduced to motivate workers.

Organisations have the responsibility of evaluating employees so that the deserving employees receive merit awards or any other type of extrinsic reward. However, objective evaluation of employees is a difficult task to accomplish. Lawler (1983:112) cogently sums up this as follows:

" At the heart of most salary plans, and many bonus plans, is a performance appraisal system that asks a supervisor to make a subjective judgement concerning a subordinate's job performance. A subjective judgement is asked for because, in most jobs, objective measurement simply is not possible for many reasons. These include the complexity of the measurement task, the changing environment, and the difficulty of defining individual jobs. The effectiveness and integrity of these performance based pay systems depend upon the effectiveness of the performance appraisal process."

## **1.2 REASONS FOR EVALUATION OF TEACHERS : AN OVERVIEW**

Evaluation, it is said, helps to improve the performance of employees, and determines who is to be rewarded and who is to be promoted. This is supported by Castetter (1976:166) when he states :

"An essential function for every organisation is determining who to reward, who to promote, who requires additional training, and so on. This is done through appraisal or evaluation of employees".

This applies no less to teachers in schools as to employees in any other organisation. Teachers in the classroom are regarded as being vital to the process of education -  
"... the strength of an education system must largely depend upon the quality of its

teachers". (Hoyle and Megarry, 1980:44)

To assess the strengths and weaknesses of teachers, there is need for evaluation. It is common knowledge that all teachers do not perform to an agreed standard all the time. Consequently, it is necessary that supervisors, trained to conduct such an exercise, should conduct the evaluation of teachers.

Teachers who excel in their work generally gain promotion to administrative posts. Promotion to administrative posts such as Head of Department, Deputy Principal or Principal, would mean the educator spending more time on administrative tasks and less time on actual teaching in the classroom. However, there are not as many vacancies for promotion posts as there are teachers who perform exceedingly well. Moreover, it is also necessary to retain able teachers in the classroom rather than lose them to administrative posts. Teachers in general and especially those passed over for promotion should be motivated to continue to perform well. To address this and other issues, the merit award system was introduced into the education system. In education, merit awards are used essentially to motivate teachers to perform well, so that they do not become frustrated and "fed up" with their jobs.

### **1.3 REASONS FOR EVALUATION OF TEACHERS IN THE HOUSE OF DELEGATES : AN OVERVIEW**

The merit award system was introduced by the Department of Education and Culture in the House of Delegates (hereafter referred to as House of Delegates) to "... (raise) the efficiency of the professionally qualified CS (College or School based) educator and, consequently, the professionalisation of education by:

1. giving recognition, within the rules that have been laid down, to proven above-average achievement at entry-level;

2. identifying successes and shortcomings of the CS educator with a view to training and development, encouragement and guidance; 3. identifying potential with a view to filling promotion posts." ( House of Delegates, Staff Circular No. 2/86 )

From material at the disposal of the writer, as well as from interviews held with officials of both the House of Delegates and the Natal Education Department, it can be concluded that, although there are a variety of reasons for the introduction of the merit award system, there is really no consensus among the various persons on the reasons. Some of the reasons advanced are :

- . " as the merit award system was in operation for other officials in the Public Service, to maintain uniformity in the service, it was decided to extend the system to the teachers as well;"
- . " as promotion to administrative posts were few, it was decided that the merit awards would in some way help to motivate teachers in their work situation;"
- . " as a way to compensate teachers monetarily for their efficiency in the classroom;"
- . " as a way of compensating the teacher for the loss of a promotion post and commensurate salary, which was brought about by the abolition of the post of Senior Assistant, a first promotion post for the teacher, in 1978;"
- . " as a way of compensating good teachers in the classroom who preferred to remain there, rather than applying for promotion to administrative posts."

From its inception, teachers in the employ of the House of Delegates, expressed their dissatisfaction with the system of merit awards. One of their main reasons was

that they were not consulted on the evaluation instrument to be used and on the criteria used for assessment.

Several research studies in the field, for example that done by Jarvis (1982), which although it studied the Natal Education Department in detail also made a study of the situation in the House of Delegates, have revealed that teachers were of the view that the merit award system was introduced without much forethought.

Another area of dissatisfaction was also expressed. This concerned the fact that only a few teachers received merit awards. Teachers had not been originally informed that it was Departmental policy to grant merit awards to not more than twenty five percent of their number in any one year. The South African National Education Policy (SANEP) document (NATED 87/11:29) states :

" The cut-off for achievement recognition was determined in such a way that, generally, about 25% of the CS educators can qualify for it".

SANEP documents, which are expressed as "NATED Year/Month" , are issued to all education departments in South Africa by the Department of National Education. Since these documents concern national policy issues, all education departments are expected to follow procedures set down in these documents. The document NATED 87/11 mentioned above was obtained through the House of Delegates.

The SANEP documents, although made available to the Department, are confidential, and as such, teachers do not have access to them. This is why conditions contained in these documents are not known to teachers.

Teachers are evaluated against certain criteria, to be fully explained in Chapter



Three of this study, and given scores by principals ranging from 1 to 7 in respect of each criterion. The scores obtained by teachers in their merit assessment were not divulged to them and this helped to surround the whole merit award system with a cloud of suspicion and secrecy. The writer believes as a result of his interviews held with teachers and principals, that the secrecy surrounding these awards may have resulted in much teacher dissatisfaction.

Since 1987, teachers have been most critical of the evaluation procedure adopted in the House of Delegates. Their disapproval of the evaluation procedure was so intense that they held mass meetings on several occasions to express their feelings.

Evaluation procedures for teachers in the House of Delegates underwent major changes at the beginning of 1987. Prior to 1987, teachers had, often in only a single visit, been inspected by superintendents of education, that is subject advisors, and inspectors. During these visits superintendents of education would observe and discuss two or three lessons and issue a written report. ( House of Delegates, E.C. Circular No. 4 of 1987)

In 1987 the "panel" or "subject" inspection was introduced. A group of superintendents of education would visit secondary and primary schools in an area in order to evaluate the teaching of a specific subject, for example, mathematics. This entailed inspecting all teachers of the subject in the area visited. A panel inspection could last between two to four days.

As principals had been given sole responsibility for rating teachers against certain criteria, for both merit awards and promotion, superintendents of education on panel inspections were also required to moderate these ratings. (House of Delegates, Circular Minute AM of 1987)

The Teachers Association of South Africa (TASA), to which most teachers in the House of Delegates belong, has, on numerous occasions, indicated that it is opposed to the current system of evaluation. In an article headed "Teachers Reject Panel Inspection", writers of TASA NEWS (March/April,1987:1) express dismay at the implementation of the system without any prior warning and also note the growing discontent among teachers with the new panel inspection procedure. This highlights the high-handed approach of the House of Delegates, which shows little respect for the profession.

Panel inspections were discontinued in January 1990 because of the negative reaction of the teachers to the system. Attention is presently being given by the House of Delegates to a new, revised evaluation procedure.

#### **1.4 TERMINOLOGY**

"Merit awards" were granted for the first time to teachers in the House of Delegates, in 1979. From relevant information published on merit awards the terms "merit award" and "merit assessment" seem to have been used to define the salary notch and the evaluation done for the merit award respectively. { South African National Education Policy -SANEP (NATED -87/11 ); Circulars, since 1978, of both the House of Delegates and the Natal Education Department; Jarvis (1982) }

For the sake of consistency, the writer intends using the term "merit award", to refer to the monetary sum given for achievement to the teacher and "merit assessment" to the evaluation of teachers specifically for these awards.

The SANEP document as well as circulars from the House of Delegates and Natal

Education Department, make reference to teachers as Level:1 CS Educators, that is college or school based educators. For the purposes of this study, the writer intends using the word "teachers" in the same way.

## **1.5 OBJECTIVES OF THE STUDY**

As indicated above the evaluation of House of Delegates teachers has caused several problems. The aim of this study is to examine these evaluation procedures critically with a view to identifying problem areas as well as reasons for teacher dissatisfaction and to suggest possible solutions.

In order to critically examine the evaluation procedure used in House of Delegates schools, it is useful to review those applied by other education departments, both in South Africa and abroad. Hence the objectives of this study have been broadened:

- . to include a study of teacher evaluation for reasons of professional development, merit assessment, and promotion in England and Wales, New South Wales in Australia and the Natal Education Department in the Republic of South Africa, and make comparisons. Since these education departments have been in existence for a long time much could be learnt from them.
- . to make recommendations to the House of Delegates for the improvement of its teacher evaluation procedures.

## **1.6 METHODOLOGY**

In carrying out this investigation, the writer will survey relevant literature on teacher evaluation; make a specific study of the circulars and other relevant documents pertaining to the teacher evaluation procedures in England and Wales, the State of

New South Wales in Australia, the Natal Education Department and the House of Delegates; and finally conduct informal but structured interviews with teachers and principals in the House of Delegates, as well as with officials of the Natal Education Department.

## **1.7 DIRECTION OF THE STUDY**

As the focus of this study is the teacher evaluation procedure used in schools under the control of the House of Delegates, this aspect will be explained in great detail in Chapter Three.

Chapter Two will present an outline of the teacher evaluation procedures used in England and Wales, New South Wales in Australia, as well as the Natal Education Department. Since these education departments, especially England and Wales and New South Wales, use evaluation systems that are essentially based on a democratic participatory approach, the House of Delegates system could, perhaps, look at these systems for guidance.

A critical analysis of the teacher evaluation procedure of the House of Delegates will be the focus of Chapter Four. Responses of teachers and principals elicited through informal interviews will also be highlighted. The aspects of the evaluation instrument which are causing much concern will be emphasized. The writer is of the view that teachers as well as principals should be afforded the opportunity to participate in the evolution of any evaluation procedure if it is to be successful.

In Chapter Five, conclusions will be drawn, the practical implications of the study assessed, and recommendations made to the House of Delegates.

## 1.8 SUMMARY

In this Chapter, the background of the study was presented and the objectives of the research outlined. The writer noted that there is dissatisfaction among teachers in the House of Delegates, especially with regard to the merit award system and the promotion procedures followed; and the introduction of the 'new' system of teacher evaluation in 1987, generally exacerbated the situation.

In Chapter Two, a study of the evaluation procedures, as they relate to teachers, with regard to professional development, merit awards and promotion in England and Wales, the State of New South Wales in Australia as well as in the Natal Education Department, will be examined.

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## CHAPTER TWO

### TEACHER EVALUATION IN ENGLAND AND WALES, NEW SOUTH WALES IN AUSTRALIA, AND THE NATAL EDUCATION DEPARTMENT IN THE REPUBLIC OF SOUTH AFRICA.

#### 2.1 INTRODUCTION

This Chapter deals with teacher evaluation procedures in England and Wales, New South Wales in Australia and the Natal Education Department in the Republic of South Africa. The writer is of the view that procedures for teacher evaluation in the Education Department of the House of Delegates should not be examined in isolation, but in relation to developments that have taken, and are taking, place in other education departments, both locally and overseas. This information would be helpful when an analysis of the House of Delegates evaluation procedure is attempted in Chapter Four. Moreover, a study of teacher evaluation in other education departments will make this research more meaningful. Comparisons can be made between the system used in the House of Delegates and those of other education departments. The education departments of England and Wales, New South Wales and Natal Education Department were specifically chosen because they have been in existence for a long time. The experience gained by these education departments will assist this study especially with regard to Chapter Five where recommendations concerning evaluation procedures are to be made to the House of Delegates.

It is inevitable that in reviewing the literature on teacher evaluation in the chosen education departments, some comparison is made with procedures used in Indian schools. However, this is kept to a minimum in this Chapter but will be dealt with in

greater detail in Chapter Four.

## **2.2 TEACHER EVALUATION IN ENGLAND AND WALES. ✓**

### **2.2.1 Introduction**

From the writings of Sallis (1988), Ainley (1988), Lusty (1987), Dean (1986), Evans (1985), Perry (1980), Dent (1977), Bell et al (1977) as well as from interviews held with persons who had undertaken study tours of the United Kingdom, it is clear that there is no set procedure for the evaluation of teachers in England and Wales.

While the control of education in South Africa is centralised, control of education in England and Wales is mainly in the hands of Local Education Authorities. Local Education Authorities, which number some 105, (Evans, 1985:230), do not have set procedures for evaluating teachers. In fact, Evans (1985:233), in listing the duties and powers of Local Education Authorities in the Education Act of 1944, does not even make mention of teacher evaluation.

However, the introduction of the Education Reform Act of 1988 has made it compulsory for teachers to be evaluated. For this purpose a National Appraisal System has been introduced.

The local control of schools in England and Wales permits a headteacher (headmaster or principal) greater autonomy in carrying out his duties, than is the case with principals in the Education Department of the House of Delegates.

In England and Wales the task of evaluating teachers rests with headteachers (Scales, 1987:129; Dent, 1977:62). Headteachers decide on the teacher evaluation procedure to be followed at their schools. While the procedures will probably differ

from school to school, teachers are evaluated at least once a school quarter by the headteacher or his deputy. Teachers are observed teaching during these evaluations.

Prior to 1985, the Department of Education and Science had commented adversely on teachers' classroom performance. In its publication, "Better Schools" (1985:11), the following is said about the quality of teaching:

"There is much excellent teaching in maintained schools but the government's view, following HMI reports, is that a significant number of teachers are performing below the standard required to achieve the planned objectives of schools."

From the mid 1980's problems concerning the lowering of standards and teacher efficiency in the education system in England and Wales increased. Criticisms of poor performances and lowered standards in education were commonplace. The DES: "Education Reform" (1987:1) stated that pupils in England and Wales were under-achieving in comparison with children in other leading European countries such as France and West Germany.

Ainley (1988:2) mentioned that education in Britain has become politicized and since 1979 both economic and educational policies have failed. The education policy has failed because it is not producing, for example, enough science and mathematics teachers. Because of this he maintained that "state education, particularly state secondary schooling, is, stated simply, in a mess".

Another problem concerned the pupils themselves. It was thought that they were not showing the required interest in school. Ainley (1988:5) gives the following as a reason for children not showing interest in school:

"Schoolchildren in Britain have expressed boredom and frustration and this is because they are taught and examined on a curriculum designed for only 20 per cent of them." To address these problems as well as to meet the needs of high technology in the twenty-first century, the Education Reform Act of 1988 introduced a national curriculum, compulsory assessment and testing of pupils and a national appraisal system for teachers. (NUT : Education Review 1988:1).

This study will examine teacher evaluation procedures as they existed before the introduction of the Education Reform Act of 1988. It will also outline the national appraisal system for teachers which was implemented for the first time in 1990, and which is similar in many ways to the system now in use in the Education Department of the House of Delegates.

## **2.2.2 Teacher Evaluation Before 1988.**

### **2.2.2.1 Introduction**

In England and Wales, Local Education Authorities were responsible for the administration of education at the community or local level. While teachers in the House of Delegates are evaluated by superintendents of education, teachers in England and Wales were not evaluated in any prescribed way by Local Education Authority advisers.

As headteachers of schools were not compelled to evaluate teachers, most Local Education Authorities did not request schools to adopt any form of evaluation. However, according to Dean (1980:47) some Local Education Authorities

"...(did) ask annually for a statement from every head about the way in which appraisal is being carried out in his school. This leaves schools free to

decide how best to carry out the process but ensures that they think about it."

Local Education Authorities, as well as headteachers of schools, had a vital part to play in the professional development of teachers, in the granting of incentive allowances and in the promotion of teachers, through 'evaluation procedures' adopted by them. Teachers who were performing well needed to be identified and rewarded in the form of incentive allowances or promotion to higher posts in school.

Incentive allowances were essentially granted to retain teachers in schools rather than lose them to other occupations.

#### **2.2.2.2 Professional Development**

Professional development of teachers before 1988 was conducted by headteachers, Local Education Authority advisors and Her Majesty's inspectors.

##### **2.2.2.2.1 Headteachers**

As teachers in England and Wales enjoyed a marked degree of professional freedom in schools, matters such as the curriculum, teaching methods, internal organisation and discipline in schools were left to the professional judgement of teachers.(Evans 1985:220). Headteachers assumed overall responsibility, with the result that they needed to conduct some form of teacher evaluation as they were accountable to Local Education Authorities with regard to the results of pupils.

Because of the localised control of schools, headteachers were held totally responsible and accountable to the Local Education Authorities for everything that occurred at schools. Sallis (1988:25), defines accountability as "a requirement to have one's work tested, debated and judged with some more or less formal structure". He says that while success on the part of the headteacher may not be

rewarded or failure punished, there is nevertheless an obligation to give reasons for the results of the evaluation.

The actual evaluation procedure adopted by schools was left to each headteacher. Teachers were usually evaluated when they were being considered for incentive allowances or when they applied for promotion. They were fully aware of the purpose of evaluation and therefore co-operated fully in the process. This sort of 'open' approach generally benefitted the relationship between headteacher and teacher. (Scales 1987:130).

In contrast, in schools under the control of the House of Delegates, teachers are compelled to participate in the merit award system, even against their wishes in some cases. Teachers who feel that they are not ready for a merit assessment have no choice in the matter. All teachers irrespective of their willingness to participate are evaluated. Because of the secrecy concerning the whole issue of evaluation, teachers do not, in many instances, enjoy a sound relationship with assessors. The situation in England and Wales is different, as everything about the evaluation procedure is made known to the teacher.

#### **2.2.2.2.2 Local Education Authorities**

According to Dent (1977:58), Local Education Authorities had in their employ advisers and officers. Advisers were responsible in the main for promoting education by giving attention to all aspects concerning pupils, teachers and other staff members. They also helped shape the school curriculum as well as maintained and improved the standards achieved. An advisory team included a Chief Advisor, other Senior Advisors and Advisors who were experts in the various subject disciplines offered at schools. The officers, on the other hand, were responsible for the provision of all facilities, which included, inter alia, the school plant, equipment



and furniture, and the general up-keep of schools in their areas. The Local Education Authority advisers generally gave advice to teachers and principals on various aspects of schooling, including curriculum, staff issues and day-to-day problems.

As Local Education Authority advisers visited schools regularly, a close bond was established between themselves and headteachers of schools. The frequent visits and the 'open' approach adopted by advisers assisted them to get to know teachers well. Dean (1980:69) says that, in order to maintain a close knowledge of each school, an adviser was allocated only a certain number of schools for which he also had pastoral responsibility. This meant that the adviser was responsible for everything at a school, including the welfare of pupils and staff and results of pupils. While visiting schools to look at the work of individual teachers, the advisers might detect problem areas. The evaluation of teachers assisted Local Education Authority advisers in arranging courses to address some of the more pressing problems. These courses might take the form of in-service courses, orientation courses, seminars or lectures.

#### **2.2.2.2.3 Her Majesty's Inspectors**

Her Majesty's Inspectors, who were appointed by "the Crown-Her Majesty in Council", advised the Secretary of State of Education and Science on general educational matters and also served as a professional link with the Local Education Authorities and their schools. (Evans, 1985:229). In the course of reporting to the Secretary of State of Education and Science, Her Majesty's Inspectors commented on the performance of individual teachers. They reported on what they have seen of the work at a school, its strengths, and how it might be improved. Her Majesty's Inspectors did not usually visit teachers in the classroom or report on individual teachers. Nevertheless, by obtaining information from principals and viewing results,

they did assess the quality of teaching in the area visited. Before they submitted a report on their visit, they offered to meet the governors of the school visited to discuss their findings. They also discussed their report with Local Education Authority officers and advisers. Professional development courses for teachers were instituted, based on the findings and discussions held with Local Education Authorities.

### **2.2.2.3 Merit Awards**

The Education Departments in South Africa use the term "merit award" to recognise a teacher's excellent achievement in carrying out his duties, especially his teaching in the classroom, which is linked with pupils' results, as well as his role with regard to extra-curricular activities. In England and Wales, on the other hand, the merit award was used mainly as an incentive to retain teachers in the profession. The Department of Education and Science listed four criteria by which a teacher might obtain an incentive allowance.

These were where the teacher:

- . undertook responsibilities beyond those common to the majority of teachers,
- . had demonstrated outstanding ability as a classroom teacher,
- . was employed to teach subjects in which there was a shortage of teachers, and
- . was employed in a post which was difficult to fill. (DES, 1989:1).

The assessment of the teacher for an incentive allowance was made by the Local Education Authority adviser in consultation with the headteacher of the school. As far as can be ascertained, there was no formal procedure with set criteria. The final decision concerning the award of incentive allowances rested with the Local



Education Authority adviser.

#### 2.2.2.4 Promotion

At a local level, promotion vacancies were advertised in Local Education Authorities' circulars available at schools under their control and nationally in publications such as the Times Educational Supplement. In House of Delegates schools on the other hand, promotion vacancies are advertised only in circular minutes. A circular minute records information that is only to be used in the year in which it is published. A circular contains information that is of a more permanent nature and will be used indefinitely until it is withdrawn by the Department.

In England and Wales, it was the headteacher who was, in the first instance, responsible for the promotion of teachers in his school. During informal evaluation of his teachers, as well as at professional development courses conducted by him, the headteacher took note of individual teachers who might be possible candidates for promotion. At professional development, courses held by Local Education Authority advisers, possible candidates for promotion also became known. In this regard, Dean (1986:40) maintains that :

" the business of identifying people with potential in the course of their current work is something which everyone in management needs to undertake. Headteachers and LEA staff, usually advisers, normally have a mental list of people whom they see as possible candidates for promotion. It is now more important than formerly that the head and the adviser get to know the work of such people, so that the knowledge is available when promotion is considered and the right person is appointed to the right post."

Professional development courses were held to assist teachers to carry out their duties efficiently in the classroom. These courses were usually based on weaknesses

detected during the evaluation process and were normally conducted by those in management at schools, such as the principal, his deputy or head of department, or by advisors.

Prospective candidates for promotion submitted applications to the Local Education Authorities for advertised posts. Thereafter, Local Education Authority advisers visited schools to report on the work of the candidates for promotion. Classroom visits might be undertaken if more information was sought about candidates. Since principals were expected to make a thorough assessment of candidates for promotion, they visited teachers in their classrooms, observed lessons, including, particularly, classroom control, discipline of pupils, tone of lesson and rapport with pupils. Thus it was that principals possessed first hand information about candidates, and were able to assist advisers.

Boards of governors met with the intention of placing candidates in vacant posts. Each school was compelled by the Education Act of 1944 to have a board of governors. These were people from the community who were either elected or appointed by the Local Education Authority. (Sallis, 1988:109). Although the promotion of teachers was left to the judgement of governors, Local Education Authority advisers provided advice on professional matters such as how capable the teacher was and how capable was he for the promotion post. Governors made it their duty to personally meet the candidates so that they were sure they were promoting the most deserving.

### **2.2.3 Teacher Evaluation following the Education Reform Act of 1988.**

#### **2.2.3.1 Introduction**

Since 1988 a national teacher appraisal system has existed in England and Wales. It is compulsory for all teachers to be evaluated according to this national appraisal system.

The Department of Education and Science publication, 'School Teacher Appraisal : A National Framework' (1989) indicates that all evaluation of teachers in England and Wales is done for professional development purposes. This is different to the situation in the Education Department of the House of Delegates, where teachers are evaluated specifically for merit awards and promotion.

#### **2.2.3.2 The Teacher Appraisal System.**

In England and Wales appraisal itself is conducted over a period of two years and consists of the following five components:

##### **Initial Meeting:**

An initial meeting between appraiser and appraisee(teacher) takes place, during which the purpose of the appraisal and the exact duties of the appraisee, including both curricular and extra- curricular duties, are discussed. (Metcalf 1989:26). By meeting the teacher and discussing various aspects of the teacher's work, the appraiser obtains more information on the teacher. In the teacher evaluation system practised in House of Delegates' schools, the initial meeting between appraiser and appraisee does not take place,with the result that appraisers do not have the opportunity of really knowing all about teachers whom they are to evaluate. In many instances, the first meeting between a

superintendent of education and teacher in House of Delegates' schools takes place in the classroom when the superintendent of education comes to evaluate the teacher.

• **Classroom Observation;Collection of 'Other' Data:**

The second component of appraisal is the classroom observation. Classroom observation is regarded as an important component of evaluation. By arrangement between the appraiser and appraisee two or three lessons are observed. Any comments made by the appraiser during the lessons must be shown to the appraisee. The appraisee is given the opportunity of either agreeing or disagreeing with the statements made by the appraiser. This allows for the professional relationship between the appraiser and appraisee to remain intact. The trust between the appraiser and appraisee is maintained. Suggestions made by the appraiser are generally accepted by the teacher because he has had a chance of discussing them with the appraiser. Since the teacher's duties encompass other areas as well, information is also sought with regard to the work and progress of pupils, pastoral duties (those involving the care and concern shown to pupils) and the administrative duties of the appraisee.

• **Post Appraisal Interview :**

Since the teacher exercises his democratic right to comment on the points made by the appraiser concerning his teaching, the teacher is now in a position to accept the appraiser and therefore the post appraisal interview takes place in a non- threatening atmosphere, where the problems, identified during classroom visits, are discussed with the aim of discovering ways to overcome them. The appraisee is free to question and point out areas of concern where he needs assistance. As indicated earlier, the evaluation process lasts for a period

of two years. Therefore, based on the evaluation results in the first year, certain targets are set for the second year. A written report is prepared by the appraiser in close consultation with the appraisee, "who should be free to make suggestions as to both substance and wording". DES (1989:12).

- **Professional Development Activities :**  
Professional development activities in the form of workshops and other courses are then arranged by the appraiser to help the appraisee overcome his weaknesses.
- **Formal Review Meeting:**  
In the second year, the teacher, after going through the courses arranged by the appraiser, is given an opportunity of implementing in his teaching some of the new skills, which he has acquired. In the middle of the second year the appraiser meets the teacher, in what is called "a formal review meeting", to discuss the teacher's progress with regard to those shortcomings discussed in the first year.

In addition to the above five components, the document on School Teacher Appraisal: A National Framework (1989) lists the following criteria with regard to the Teacher Appraisal Profile, which provides details of the teacher's performance under certain headings:

- **The Teacher in the Classroom :**  
here the teacher's preparation, teaching skills and follow-up procedures are taken into consideration when evaluation is made. Follow-up procedures which are adopted by the teacher in the classroom, are based on pupils' weaknesses which the teacher has observed.
- **The Teacher in the School and in the Community :**  
the teacher is assessed on his relationship with pupils and staff, and his

co-operation with members of the community, usually during school functions when the community is invited, some of which are 'open' or 'parent'days organised by the school, school plays, fetes, concerts and sports days.

- **The Teacher as Manager :**

the aspects considered here are the manner in which the teacher controls and manages his class, his contribution with regard to the professional development of fellow staff members and how he exhibits leadership skills, especially in attempting his extra-curricular activities.

- **The Teacher in the Future:**

to provide for the development of the teacher, the aspects considered here are whether the teacher requires further training, or further experience in any aspect of work, if he has the potential for additional responsibility and whether his development is geared towards his career aspirations.

Those teachers, who are above-average performers in England and Wales, are usually detected at professional development courses held separately by both headteachers and Local Education Authority advisers. It is these teachers who are usually high up on the priority list for possible promotion or the receipt of incentive allowances, and usually receive these rewards.

Although it is stated in the Education Reform Act of 1988 that teacher appraisal should not be linked to incentive allowance or promotion in England and Wales, Metcalfe (1989:27) maintains that:

" only a fool would suppose that, in deciding incentive payments, heads will ignore the results of appraisals".

This emphasises again the fact that incentive allowances and promotion cannot be considered without the evaluation of teachers.

## **2.3 TEACHER EVALUATION IN NEW SOUTH WALES IN AUSTRALIA.** ✓

### **2.3.1 Introduction**

Each state in Australia adopts its own procedures regarding the evaluation of teachers. This study will survey teacher evaluation procedures as used in the state of New South Wales. The merit award system, as it exists in the education departments in South Africa, does not exist in the Education Department of New South Wales. Teachers are only evaluated for professional development and promotion purposes.

### **2.3.2 Professional Development**

Although formal reports on teachers are not prepared, all principals are required annually to complete the Teacher Assessment Review Schedule (TARS) which is concerned with the efficiency of all teachers. The Teacher Assessment Review Schedule is sent every year, in the form of a computer print-out, by the Education Department to each school to be completed in respect of its teachers.

The Teacher Assessment Review Schedule is completed by encircling one of the letters P, T, E, C or Q, thus grading teachers as :

- P - teacher on probation
- T - temporary teacher, in the first year of service
- E - certificated teacher who is regarded as efficient
- C - certificated teacher whose efficiency is causing concern
- Q - certificated teacher whose efficiency is in question

A "certificated" teacher is one who has successfully completed a teaching course and has been given a permanent teaching post. The majority of the teachers are usually classified as E. Teachers classified as C are those with some 'minor' problems which are overcome by attending professional development courses. Those classified as Q, on the other hand, are those with more serious problems, such as a teacher with a speech defect. These teachers were 'normal' or their defects not noticed at the time when they were certificated. However, with age or some accident they could have developed problems. Before a principal assesses a teacher either as one whose efficiency is causing concern or whose efficiency is in question, he must ensure that the teacher has had the benefit of a detailed programme of assistance. (Manual of Advice 1988:8).

The improvement programme is generally developed by the principal in consultation with the teacher. The inspector from the Education Department also discusses the improvement programme with the principal. Depending on the extent of the problem of the teacher, such a programme can last for a period of one to six months and can include one-to-one consultation, post-appraisal interviews, classroom observations, appraisal interviews, follow-up discussions and eventually a final meeting to determine the outcome of the remedial programme. Only as a last resort, after all attempts to assist the teacher to overcome his problem(s) have failed, will the principal write a detailed report to the Regional Director about the teacher's efficiency. This report is shown to the teacher before it is submitted to the Regional Director. The teacher may submit a written reply accompanying the report if he so wishes.

In addition to the principal's assessment, teachers, whose efficiency is in doubt, may also be formally assessed by one or two inspectors. In most cases the assessment made by one inspector is sufficient. However, in some instances, a second



inspector's opinion is sought in order for the appraisal to be as objective as possible. If, after all remedial efforts, the Regional Director decides that the teacher is unsatisfactory, his salary is withheld. Even at this stage, the teacher can appeal, if he so desires. This he does by writing to the Regional Director requesting a meeting with him to discuss the assessment. At this meeting the Regional Director may request the presence of the principal concerned and those inspectors who were responsible for assessing the teacher.

In the Education Department of the House of Delegates teachers have been known to have obtained assessments of 'poor' and 'weak' but were allowed to continue teaching without any remedial measures taken.

### **2.3.3 Promotion**

For purposes of the promotion of teachers, the state of New South Wales is divided into regions, with the Chief Inspector of each region responsible for filling vacant promotion posts at his schools. According to the Manual of Advice (1988) and the Merit Selection Procedure for 1989, teachers in New South Wales apply for promotion posts at several schools. These schools could be spread over a number of regions.

When the teacher applies for promotion he is assessed by his principal who completes a written statement pointing out the attributes of the teacher for the promotion post. This is usually a cumulative appraisal of the candidate's work at school. Because of his regular annual evaluation, the principal has a good knowledge of the teachers on his staff. Although a teacher who applies for promotion is specifically evaluated, the principal bases his assessment of the teacher on evaluations he has made throughout the year. A discussion follows between the principal and the teacher of the final school report and, if the teacher concurs, this

report is submitted to the inspector.

The inspector confirms a proposed date for his assessment of the teacher which allows at least three weeks' grace for preparation. Teachers in the Education Department of the House of Delegates, on the other hand, are visited by superintendents of education without prior warning.

The teacher in New South Wales is evaluated for qualities of leadership, communication and personality, as well as experience and involvement in curriculum development, personnel development (engagement in professional development courses) and organisational and administrative skills. In addition, the teacher's qualifications are also an important aspect of the assessment. Teachers in the House of Delegates schools are also evaluated according to certain criteria, as will be elaborated in the next Chapter.

In New South Wales the assessment by the inspector is given as O, A, S, or U signifying :

- O - Outstanding
- A - Above-Average
- S - Suitable
- U - Unsuitable

The inspector's assessment is discussed by the teacher and the inspector as are the proposed contents of his report. The teacher is informed if he has satisfied the requirements and is eligible for promotion. This differs from the procedure followed in the Education Department of the House of Delegates where, as will be revealed in Chapter Three, very little of the inspector's assessment of the teacher is made known to the teacher.

Teachers, who are eligible for promotion, that is, those receiving an assessment of O, A or S, have their names placed on the appropriate promotions list. Teachers are allowed to apply for as many schools in as many regions as they wish. Teachers are required to indicate their preference of schools as well as regions. Each region draws up its own promotions list and a teacher, who has applied to several schools in more than one region will have his name appear on more than one promotion list. Each region will invite only selected applicants for interviews. Pre-selection is done by a panel of inspectors in each region. Panels in each region also interview the selected applicants. Thereafter, each region draws up a merit list. In drawing up this merit list cognisance is taken of the teacher's overall assessment and his performance at the interview.

Usually teachers high up on the merit list are given schools of their choice. Sometimes it does occur that because of the popularity of schools, teachers cannot get their first choice of schools and therefore have to settle for schools lower down their preference list.

A teacher, who is not promoted and feels he has been unfairly treated, can appeal against the decision. He is required to give full details on which his appeal is based. Full details of his appeal are required because the teacher will be given a hearing only if it is felt that he has a legitimate grievance. In the Education Department of the House of Delegates, unsuccessful candidates may not appeal against a decision refusing them promotion.

## **2.4 TEACHER EVALUATION IN THE NATAL EDUCATION DEPARTMENT.**

### **2.4.1 Introduction**

Education policies in South Africa are expressed in the South African National Education Policy (SANEP) publications. With regard to merit awards, which are granted to teachers, all education departments in South Africa follow the guidelines that are laid down in the SANEP document. Each department, however, has adopted its own procedure within the parameters set in the SANEP document.

In the Natal Education Department teachers are evaluated separately for merit awards and for promotion. Teachers have to formally apply for merit awards, that is when they feel that they meet all the criteria and therefore can qualify for a merit award, they are required to apply for such an award. This entails evaluation. Teachers in the House of Delegates schools are, however, compelled by regulation to participate in the merit award process, and are evaluated every two years until they have received the maximum of three merit awards.

### **2.4.2 Merit Awards**

#### **2.4.2.1 Introduction**

In the evaluation of teachers in the Natal Education Department for merit awards, two reports are compiled, namely an "analytical report" and a "global report". The analytical report is obtained by, at least, two people working together on the basis of a series of defined criteria. These two could be either the superintendent of education and the principal, or the principal and a member of his management team. The global assessment is in the form of a detailed written report compiled by the principal. The actual numerical merit assessment on the global report is filled in by the regional superintendent of education as detailed below.

**2.4.2.2 Analytical Report : (NED Publication 'Evaluation of Teachers':1986)**

Teachers in the Natal Education Department are rated on a seven-point scale in respect of the eighteen criteria listed below. Sub totals are only reflected against each of the four broad categories, which are "The Teacher in the Classroom", "Extra-Curricular Component", "The Teacher as a Person" and "The Professional Image of the Teacher". The following criteria are used to rate the teacher:

**A. The Teacher in the Classroom**

1. Discipline and class control
2. General planning and lesson preparation
3. Lesson presentation
4. Teaching skills and techniques
5. Supervision and control
6. Evaluation and follow-up of pupils' work
7. Organisation and administration
8. Subject knowledge and insight and the use of Departmental guidance and facilities
9. Language competence

**Max. Score:(9x7) = 63 Points**

**B. Extra- Curricular Component**

1. Involvement in extra-curricular programme
2. Discipline, leadership and initiative
3. Organisation and administration

**Max. Score:(3x7) = 21 Points**

**C. The Teacher as a Person**

1. Character
2. Personality
3. Human relations

Max. Score:(3x7) = 21 Points

**D. The Professional Image**

1. Professional conduct towards pupils, colleagues, employer and the community
2. Contribution to the betterment of the image of the profession
3. The teacher as a professional educationist

Max. Score:(3x7) = 21 Points

Overall Total = 126 Points

Each of the criteria above is rated on a seven point scale as follows:

- 1 - Poor
- 2 - Weak
- 3 - Fair
- 4 - Satisfactory
- 5 - Good
- 6 - Very Good
- 7 - Outstanding

( NED Publication : 'Evaluation of Teachers' 1986 ).

From interviews with Natal Education Department officials, the writer has discovered that a teacher will qualify for a merit award if he obtains at least a score of 108 out of a possible 126, that is, 85,7%. A teacher in the House of Delegates

Education Department is expected to obtain a score of at least 144 out of a possible 168, that is, also 85,7%. Although the totals may differ the percentage results are the same, as both education departments are consistent in their application of conditions proposed in the SANEP document.

#### **2.4.2.3 Global Report**

The global report on the teacher is prepared by the principal. Unlike the analytical report with its eighteen criteria, the global report of the Natal Education Department does not contain any headings or criteria. However, an overall qualitative assessment is given, according to the following scale:

- A - Outstanding
- B - Good
- C - Very Satisfactory
- D - Satisfactory
- E - Not Satisfactory

Usually only those teachers, who obtain an assessment of A or B, qualify for merit awards. In any one year some of those who are assessed as B may receive merit awards because usually only 25% of teachers are so rewarded. Before the global report is submitted, the Regional Superintendent of Education fills in a numerical merit assessment in the space provided. This figure is out of a possible score of 126. He arrives at this figure by comparing the reports of all teachers in his region. It is necessary for both teacher and Regional Superintendent of Education to sign the global report before forwarding it to the Regional Chief Superintendent of Education. When signing the report teachers are unaware of their scores. They will eventually learn of their scores when the reports are returned to schools by the Education Department.

The SANEP document indicates only 25% of teachers should receive merit awards in any one year. In the opinion of a Regional Superintendent of Education in the Natal Education Department, who was interviewed by the writer, the Regional Superintendent of Education usually tries to grant merit awards to 25% of teachers in schools in his area, so that he does not have the problem later of eliminating those he cannot grant the awards to, because of the 25% cut-off point. This is normally done by all regional superintendents of education. If this procedure is not practised a problem of selecting a quarter of all applicants will arise at the time when the final selection is to be made. It would seem that pre- selection is done at this early stage, with the result that not all applicants go into the final pool. This seems to infer that only those with top merit scores have a chance to be selected.

#### **2.4.3 Promotion**

Teachers in the Natal Education Department may apply for vacant promotion posts which are advertised in the Department's circulars. These are published annually after the Department determines its vacant promotion posts. An applicant requires two independent

assessments, one from the Superintendent of Education and the other from the Regional Superintendent of Education. The assessments should be recent, made at least two years prior to the application.

The assessment for promotion is done on a four point scale;

- A - Excellent
- B - Highly Suitable
- C - Suitable
- D - Unsuitable



A significant criterion for promotion is seniority. Those candidates serving the longest in a particular post or at a particular level are regarded as the most senior and given priority when promotion is considered. If applicants have the same date of entry into the profession, then other factors are considered to determine their seniority. Such factors are salary scale, qualifications and, if applicable, the number of merit awards received. Jarvis, (1982:149).

At an Evaluations Meeting, which is convened specifically to evaluate applicants, a final symbol for each applicant is decided. The Promotions Committee, made up of the Chief Superintendent of Education and Regional Superintendents of Education, then draws up a short list of candidates for each advertised post. Finally it is the Management Committee, consisting of the Chief Executive Director and his Deputy Directors, which chooses candidates from the short lists.

## **2.5 SUMMARY**

In this Chapter, an outline of teacher evaluation in England and Wales, New South Wales in Australia and the Natal Education Department was presented. It is observed that teacher evaluation in England and Wales is undergoing drastic changes for reasons given in the Chapter. There is general agreement among educationists on the need for teachers to be evaluated. However, differences have been observed in the procedures adopted by education departments of England and Wales, New South Wales and the Natal Education Department.

Although it is accepted that teachers should be evaluated, there is no one universal way to do so. Education departments use different procedures which they determine as being most suitable for their needs.

This Chapter also expressed that evaluation is conducted, in the main, for the purposes of remediation, promotion and merit awards. Especially in the education departments of England and Wales and New South Wales, an 'open' approach to evaluation is adopted and no information is withheld from the teacher.

In Chapter Three, a detailed account of teacher evaluation in the Education Department of the House of Delegates is presented. Included are the structures involved in teacher evaluation, the criteria used to evaluate teachers, the reasons for teacher evaluation and the role played by principals and superintendents of education in teacher evaluation.

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## **CHAPTER : THREE**

### **TEACHER EVALUATION IN THE DEPARTMENT OF EDUCATION AND CULTURE OF THE HOUSE OF DELEGATES.**

#### **3.1 INTRODUCTION**

The Department of Education and Culture in the House of Delegates adopted a new teacher evaluation procedure in 1987, as it was of the view that the 'old' system was fraught with numerous problems. Whereas, prior to 1987 the superintendents of education were responsible for inspecting the work of individual teachers, the new procedure requires them to inspect the subject as a whole. This means that all teachers of a particular subject at a school are evaluated. In this way the superintendent of education is in a position to assess the state of the subject. Individual reports are not made on teachers after such visits. The superintendent of education observes at least one lesson of every teacher of the subject, in addition to inspecting pupils' work and the record books of the teacher.

Reports are written on the state of the subject at a particular school. One of the objectives of this form of group inspection is:

"To appraise the quality of education provided by schools for the purpose of upgrading standards of instruction." (House of Delegates, "Group Visits to Schools", Jan. 1987)

The Yugoslav delegation at a recent international seminar on the Role of Appraisal held at Strasbourg (September 1989) also makes mention of this kind of approach by commenting that:

"There are trends to get away from evaluation of individual teachers to

evaluation of the work of a school as a whole and also trends from an 'inspection' (supervision) to a 'counselling' mode".

While it is conceded that there is no one system of teacher evaluation that is universally or even nationally acceptable, each education department adopts a system that is most suitable to its particular needs. The House of Delegates adopted a system that it thought was the most suitable in 1987, but when the new evaluation system was set in motion teachers reacted in a somewhat 'militant' fashion to it : mass meetings were held and the mood was explosive. There were such newspaper headlines as :

"1500 teachers reject the evaluation system" (Post,25-28 March 1987), and  
"Teachers reject new system of evaluation" (Mercury, 19 March 1987) There was also a hue and cry from the Teachers' Association of South Africa (TASA) with regard to this teacher evaluation system.

This Chapter gives an account of the teacher evaluation procedure in use in the House of Delegates and the reasons for the evaluation of teachers.

## **3.2 STRUCTURES INVOLVED IN TEACHER EVALUATION**

### **3.2.1 Superintendents of Education and School Psychologists**

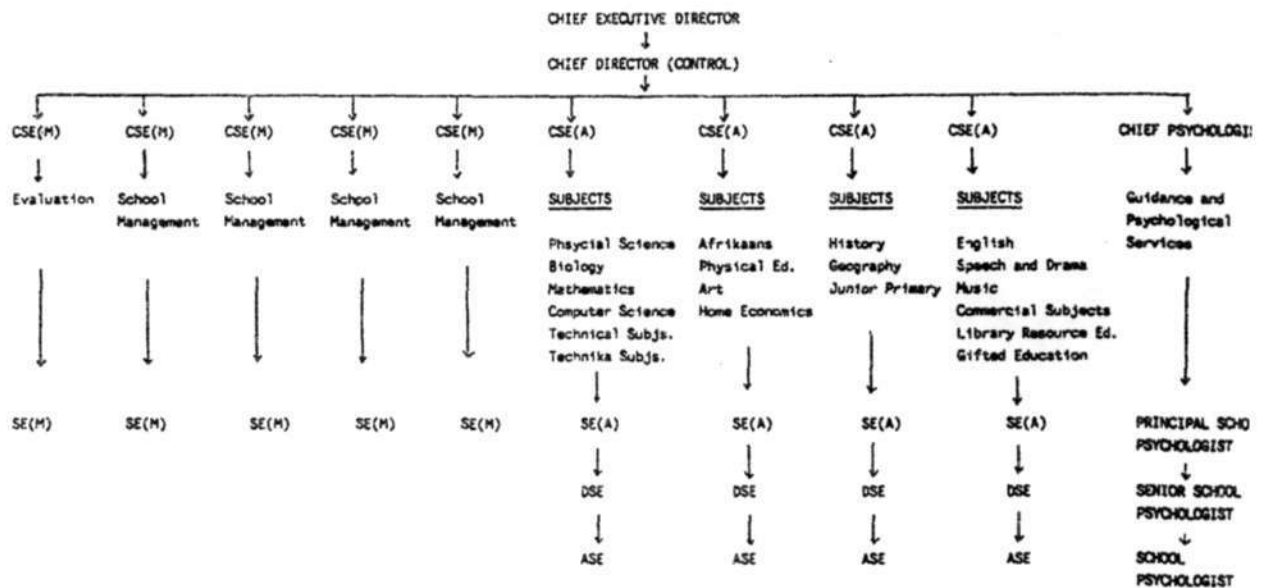
In order to assess the teacher evaluation system in the House of Delegates it is first necessary to examine the administrative structures that are responsible for teacher evaluation.

The Chief Executive Director has overall responsibility, but at Departmental level the following persons are responsible for teacher evaluation namely, the Chief Director (Control), Chief Superintendents of Education (Management and Academic), Superintendents of Education, Deputy Superintendents of Education

and Assistant Superintendents of Education. School Psychologists, who are involved in areas such as Guidance and Counselling, Special Education and Remedial Education, also evaluate teachers. Those in the hierarchy are the Chief Psychologist, Principal School Psychologists, Senior School Psychologists and School Psychologists.

The following illustration provides a diagrammatic representation of the Departmental personnel who are responsible in one way or other for teacher evaluation.

FIGURE 1 : STRUCTURES INVOLVED IN TEACHER EVALUATION IN THE HOUSE OF DELEGATES



KEY

- CSE(M) - Chief Superintendent of Education (Management)
- CSE(A) - Chief Superintendent of Education (Academic)
- SE(M) - Superintendent of Education (Management)
- SE(A) - Superintendent of Education (Academic)
- DSE - Deputy Superintendent of Education
- ASE - Assistant Superintendent of Education



The Chief Superintendents of Education (Management) are responsible for the overall control of schools in specific areas allocated to them by the Chief Director (Control). In addition they assist in the evaluation of principals. However, one Chief Superintendent of Education (Management) is specifically responsible for teacher evaluation, which includes both merit awards and promotions.

School Psychologists are responsible for evaluating teachers, who are guidance counsellors at secondary schools, as well as teachers of 'special' and 'remedial' classes in primary schools. While guidance counsellors provide guidance and vocational tuition to pupils in secondary schools, teachers of 'special' classes provide tuition for pupils who are intellectually 'backward'. In addition school psychologists evaluate teachers in Special Schools. These have been established mainly for children who are physically handicapped for example, deaf or blind. The 'remedial' class teachers, on the other hand, render a special type of service to pupils who are weak at or experience problems in, one or more subjects. These pupils are withdrawn from their usual class at suitable times so that they can attend the 'remedial' class, where attempts are made by the teacher to remedy the pupils' weaknesses or problem areas.

### **3.2.2 School Management Teams**

The following teaching personnel are found in schools:

**TABLE 1 Teaching Personnel in Schools**

<b>Designation</b>	<b>Post Level</b>
<b>'CS' Principal</b>	<b>6</b>
<b>P1 and S1 Principal</b>	<b>5</b>
<b>P2 and S2 Principal; Senior Deputy Principal</b>	<b>4</b>

<b>P3 and S3 Principal; Deputy Principal</b>	<b>3</b>
<b>Head of Department</b>	<b>2</b>
<b>Teacher</b>	<b>1</b>

While S represents secondary schools and P primary schools, 'CS' schools, on the other hand, are known as Complex Schools. Pupil enrolment is used to categorise schools either as P1, P2 or P3 and S1, S2 or S3. 'CS' schools are secondary schools and for schools to be categorised as 'CS' schools, various factors are considered, some of which are plant size, pupil enrolment and range of subjects offered. All secondary schools, classified as 'CS' and S1, have deputy principals, but only primary schools with an enrolment of over 599 pupils and referred to as P1 schools, qualify for deputy principals. Schools under 599 have principals and heads of department on their management teams. Senior deputy principals are found only in 'CS' schools. (House of Delegates, I.E. Circular No. 33 of 1978)

School Management Teams, consisting of principals, senior deputy principals, deputy principals and heads of department are responsible for the 'in-house' evaluation of teachers. According to the House of Delegates Circular Minute AA of 1987, the principal has overall responsibility for evaluating all members of his staff. When evaluating teachers, he consults with his management team. In evaluating heads of department, the principal consults with his deputy principal or senior deputy principal. The principal is the sole evaluator for the senior deputy principal and deputy principal.

### **3.3 CRITERIA USED TO EVALUATE TEACHERS**

#### **3.3.1 Introduction**

In terms of the SANEP document, all education departments in South Africa follow set criteria to evaluate teachers for merit awards. However, each individual department may include one or two additional criteria provided that the assessment in respect of the different categories of criteria is maintained.

#### **3.3.2 Criteria used in Evaluation**

The Department of National Education has provided all education departments with a set of criteria which are to be used when awarding merit to teachers. The House of Delegates does not only use the criteria for awarding merits to teachers, but also uses these as a basis for promoting teachers. The results of such evaluations are also used to provide guidance to teachers.

The Circular Minute AA of 1987 lists the following criteria to be used by the House of Delegates:

##### **A. Curricular Efficiency :**

- 1. Knowledge**
- 2. Planning and Preparation**
- 3. Presentation (x2)**
- 4. Supervision of Pupils' Work**
- 5. Evaluation Programme (x2)**
- 6. Educational Objectives Achieved**
- 7. Organisation and Administration**
- 8. Class Control**
- 9. Language Proficiency**
- 10. Education Preparedness**

**Max. Score : (12x7) = 84 Points**

**B. Co-Curricular Efficiency :**

1. Co-Curricular Involvement
2. Effectiveness of Service (x2)
3. Organisation and Administration

**Max. Score : (4x7) = 28 Points**

**C. Character and Personality Traits :**

1. Human Relations (x2)
2. Personal Image (x2)

**Max. Score : (4x7) = 28 Points**

**D. Professional Disposition :**

1. Professional Pride
2. Professional Attitude
3. Involvement in Professional Activities (x2)

**Max. Score : (4x7) = 28 Points**

**Overall Total = 168 Points**

**The assessment of each criterion is made on a seven point scale represented as follows :**

- 1 - Poor
- 2 - Weak
- 3 - Fair
- 4 - Satisfactory
- 5 - Good
- 6 - Very Good
- 7 - Outstanding

### **3.4 REASONS FOR TEACHER EVALUATION IN HOUSE OF DELEGATES' SCHOOLS**

#### **3.4.1 Introduction**

Teacher evaluation is a complicated process and is not likely to satisfy everyone involved in it. Even teachers have differing views of teacher evaluation. In this regard, Marland (1986:169) states that :

"...for many in teaching it is a threat;...for others it is a fantasy that cannot come to pass; and for some it is a practical part of the anatomy of institutional and individual professionalism."

The House of Delegates conducts teacher evaluation for the following reasons:  
(Handbook for Principals : Chapter B7)

1. Probation
2. Professional Development
3. Merit Awards
4. Promotion

#### **3.4.2 Probation**

Teachers in the employ of the House of Delegates have to serve a probationary period, usually the first year of their teaching. The National Union of Teachers states the following about probation :

"A probationary period on entry to teaching should be recognised both by teachers and by employers as the opportunity for encouragement and helpful initiation of the entrant and for the establishment and maintenance of proper professional standards as well as the teacher's own development of his practical teaching proficiency."  
(Teachers and Probation" (1978:3)

The probationer is assisted in the first instance at school by the principal and his staff, and also by the superintendent of education. In comparison, in England and Wales, the ILEA states that experienced teachers on the staff should assist probationers in many ways including preparing, observing, discussing and analysing lessons. (ILEA, 1984:8). In addition the Handbook for Principals (Chapter B7) produced by the House of Delegates states that every principal is required to report to the Education Department on teachers on probation. Such a report is normally submitted to the Department before the third term of the school year. Before writing the report the principal should conduct his own evaluation of the teacher's work. This normally entails observation of the teacher, including classroom visits, his relationship with pupils, the manner in which he copes with maintaining discipline, how he prepares his work and the manner in which he carries out the extra-curricular duties, that is duties such as sporting and other activities, that are assigned to him in addition to his normal teaching duties.

In the House of Delegates, the principal consults with his management staff, especially the head of department under whose jurisdiction the particular teacher falls. The superintendents of education, on the other hand, make advisory visits to schools to assist and encourage probationers. Usually it is only in the fourth term or the latter part of the third term that the superintendents of education formally evaluate probationers with a view to confirming their appointments. Only upon receipt of a satisfactory report from both the principal and superintendent of education is the probationer's appointment confirmed by the Chief Executive Director. This means that the teacher is now employed in a permanent capacity and therefore will abide by all the regulations laid down by the Department for such teachers. In addition permanent teachers enjoy benefits that include a housing subsidy, an annual bonus and annual salary increments until the maximum salary, on

the particular grade the teacher is on, is reached. However, if the confirmation report is unsatisfactory the probationary period is extended. Should the teacher's work be considered unsatisfactory after the usual period of confirmation, his services can be terminated, although such a practice is rare.

### **3.4.3 Professional Development**

#### **3.4.3.1 Introduction**

Writers like Glasman et al (1988), Wragg (1987), Trethowan (1987), Selmes (1986), Marland (1986) and Montgomery (1984) share the view that the main reason for teacher evaluation should be for the professional development of the teacher.

The term 'professional development of teachers' is viewed as the growth of individual teachers throughout their working lives, the strengthening of their confidence, the sharpening of their skills, the continuous updating, widening and deepening of their knowledge of subject matter and a heightened awareness of why they are doing whatever it is they do in the classroom. (Rameshur, (1987:18)

Marland (1986:173) stresses that appraisal and evaluation are a necessary and encouraging part of one's personal professional development. Montgomery (1984) and Lewis (1983) are also of the view that evaluation should show the way to improvement. Johnson et al (1980) and Redfern and Hersey (1980) note that evaluation assists the teacher to become aware of his weaknesses. Since continued improvement in performance is the prime objective of professionals, evaluation should take place. They are also of the view that teachers being assessed should have the opportunity to comment on criteria used in their evaluation. The House of Delegates has not offered teachers any opportunity to express their views in this

regard. Only recently when problems were experienced did the authorities seek the views of the Teachers Association of South Africa (TASA), which represents the majority of the teachers of the House of Delegates.

In the House of Delegates professional development courses are conducted by the school management teams as well as by superintendents of education in charge of the various subjects, as will be elaborated below.

#### **3.4.3.2 School Management Teams**

In the first instance, the heads of department who are responsible for their subjects or subject fields, conduct workshops on a regular basis to assist teachers who are experiencing problems. These workshops focus on areas specific to the subject, that require improvement. Heads of department in the first line of evaluation do encounter problems. One such, as Rameshur (1987:30) cites, is that while the head of department is required to promote the professional development of teachers, he is also required to perform the control functions that form part of the regulations of the House of Delegates. This he maintains leads to "...tensions between the professional and bureaucratic aspects of any educational management position". Another problem concerns the evaluation scores of teachers. If the head of department is to conduct professional development courses, he should be aware of the ratings of his teachers. As will be explained in Chapter Four, principals, for the sake of secrecy, usually do not reveal scores of teachers to heads of department.

In addition the other members of the school management team, namely, the principal, senior deputy principal and deputy principal, also initiate courses that cover other aspects such as testing, discipline, leadership and sports.



### **3.4.3.3 Superintendents of Education**

The superintendents of education also hold professional development courses in their subjects. These, of a day or two in duration, take place on a regional basis. As superintendents of education are also involved in the evaluation of teachers, the time available to hold professional development courses is limited.

Professional development courses are also conducted by the Education Department of the House of Delegates in the form of in-service training of teachers (INSET). These courses normally last for a school term or for a period of five weeks. These courses are arranged in the subjects in which teachers are found to be most in need of help. Over a period of time as many teachers as possible are given an opportunity to attend such courses.

### **3.4.4 Merit Awards**

Since there are those who support merit awards and others who do not, the controversy with regard to merit awards has raged for a long time. Merit awards are normally in the form of a salary increment.

Supporters of merit pay maintain that the system can work. Cramer (1984:12) states that "the reason many merit pay plans fail in public schools is that the most important component - evaluation of teachers - has been weak or unfair." He maintains that much of the pressure for merit pay for teachers has come from individuals or groups who resent incompetent teachers. To rid the system of poor teachers, it is best to institute some type of merit pay plan that rewards superior teachers. Sutcliffe (TES,13:5:88) supports the view that people should be rewarded on merit.

Shaw (1985:52) expresses the very important view that:

"the success or failure of the public school system is in large measure dependent on the skills and talents of its teachers. The awarding of increased compensation on the basis of performance is popularly conceived as a means of both improving the performance of the educational profession and making the profession more competitive with other professions offering substantially greater monetary awards."

He adds that the education authorities are faced with the formidable task of developing a system of evaluation that can be used to determine who will receive merit increases. Another important aspect raised by Shaw, which has great bearing on teachers in South Africa in general, is the fact that merit pay programmes should be designed in such a way that they provide pay increases for all teachers meeting the evaluative criteria. There cannot be arbitrary limits to the number of teachers eligible for merit increases.

Much dissatisfaction among teachers in South Africa appears to centre around the fact that too few teachers are recipients of merit awards.

Notwithstanding the above, writers like Murnane and Cohen (1986), Johnson (1984), Seiler (1984), Calhoun (1983) and Porwoll (1979) believe that merit pay for teachers will not achieve its objective of really motivating teachers. Murnane and Cohen (1986:1) state that "the promise of merit pay is dimmed by knowledge of its history; most attempts to implement merit pay for public school teachers over the last seventy-five years have failed". This is evident in the fact that not all education departments have merit pay in their system. Sutcliffe (TES, 6:5:88) in this regard states categorically that:

"We are in favour of assessment or appraisal linked to the professional development of teachers, backed by a thorough in-service training

programme. But we are opposed to appraisal being used as a cover for introducing merit pay".

It would appear that teachers in South Africa have rejected the merit system when it was imposed on them in 1979. Jarvis (1982:177) says that when it became known that merit was to be awarded to teachers, the Natal Teachers' Society "vociferously rejected the step once the full implications of the scheme became known". With regard to the feelings of teachers in the House of Delegates, it has already been mentioned in this study that they had reacted negatively to the merit award scheme.

#### **3.4.5 Promotion**

It is necessary for organisations to have information on employees available so that when the occasion arises promotion posts can be filled. Evaluation assists organisations to obtain this information.

Employees also should be fully aware of the promotion opportunities available in the organisation. Biesheuval (1985:183) states that "it is imperative that staff members should know that promotability appraisals are part of the company's personnel management policy, that they are regularly carried out, what procedures are involved, and that they can participate in these procedures". Only with this knowledge will employees accept appraisals and prepare for them if they want to be promoted.

Experience has shown that almost every year when promotions are announced by the House of Delegates, there are many who express dissatisfaction. This is mainly because of the fact that in the House of Delegates there exists a situation where there are less vacancies for promotions than there are applicants. In this regard, the Minister of Budget and Auxiliary Services in the House of Delegates in his Budget

Speech 1987/1988 stated that in 1986 the number of vacant promotion posts advertised was 344 and the total number of applications for these posts was 8914. On average, this means that there were 25 to 26 applicants for every advertised post!

Teachers in the House of Delegates are allowed to apply for as many posts as they wish. Those teachers who apply for promotion are evaluated by the principal, with the help of his management team, and the teachers' ratings are moderated by the superintendents of education of the particular subject. The actual evaluation procedure and the involvement of both the principal and superintendent of education in the evaluation of the teacher will be discussed later in this Chapter.

### **3.5           ROLE OF PRINCIPALS IN TEACHER EVALUATION**

Since principals are in charge of schools, they assume overall responsibility for everything that happens at school, including the evaluation of teachers.

Principals play vital roles in the evaluation of teachers in all education departments. In the Natal Education Department and House of Delegates, principals play a major role in implementing the evaluation procedure decided by the 'authorities'. Principals have to face criticism or teachers' wrath when teachers are not promoted or given merit awards.

Today in England and Wales, following the introduction of the National Framework for Appraisal of Teachers, the role of the principal in evaluation has changed, and therefore there is a fear, as expressed by Cox, writing in the National Union of Teacher's publication, that principals :

"will be asked to fill a role which will be strange to most of them and which

could lead to alienation from the rest of the staff. The head will increasingly be seen as part of the bureaucracy governing teaching and as such may well lose the confidence of colleagues". (NUT, 1988:46)

In the New South Wales Education Department the ultimate responsibility of evaluating teachers lies with the principal, who is expected to complete the Teacher Assessment Review Schedule (TARS) each year for teachers whose efficiency is 'causing concern'. The principal implements professional development programmes to assist teachers overcome individual problems or weaknesses.

Teachers in the House of Delegates schools are evaluated in a two-year cycle until they earn three merit awards. Thereafter they are evaluated in a four-year cycle. (House of Delegates, E.C. Circular Minute AA of 1987). Principals are responsible for the evaluation of all members on their staff. In this regard they are assisted by the management teams. After discussion with the members of his management team, the principal ranks teachers on his staff and a merit order is established. A merit order ranks teachers from the most competent to the least competent. The scores given to teachers against the criteria, mentioned earlier in this Chapter, will therefore range from the highest to the lowest. In a majority of cases even the heads of department are not aware of the rankings. The principal is required to maintain secrecy with regard to both the scores given to teachers and the ranking of teachers on his staff. All evaluation forms are then submitted to the Department.

Principals are advised to exercise objectivity in their assessment of teachers, but it has been found that while some principals are stringent in their assessments, others are too liberal. Despite orientation courses held by the Department for principals to discuss the evaluation instrument and the procedure to be adopted, discrepancies in the principals' scoring of teachers have been observed. Therefore the scores given

by principals have to be moderated in order to achieve uniformity in assessments. The superintendents of education are entrusted with this task of moderation.

### **3.6 ROLE OF SUPERINTENDENTS OF EDUCATION IN TEACHER EVALUATION**

#### **3.6.1 Introduction**

From 1987 teachers in primary schools were required to teach specific subjects, as in secondary schools. Superintendents of education (Academic) were required to visit teachers in primary schools as well.

The main function of the superintendent of education (Academic) "is to supervise the instructional programmes in all its aspects in his subject-field and assigned circuit with the aim of developing his team, the teaching staff, pupils and the curriculum". (House of Delegates publication: Role Functions (1988:1). In addition to the development of teachers in his subject, the superintendent of education is also involved in subject development and the evaluation of teachers. Superintendents of education find it difficult to accomplish all the above functions, as they spend much of their time on the evaluation of teachers, mainly for promotion and merit award purposes.

#### **3.6.2 Professional Development**

As was pointed out in Chapter Two of this study, the evaluation of teachers in England and Wales, after the introduction of the Education Reform Act of 1988, is solely for professional development. Both headteachers and local education authority inspectors, as well as Her Majesty's inspectors, are constantly engaged in in-service courses with a view to assisting teachers. The superintendents of

education in the Natal Education Department, besides evaluating for merit awards and promotion, spend some time instituting professional development courses to assist teachers. However, there are too few in-service courses in the Natal Education Department because of the lack of finance to hold such courses, as well as superintendents of education having little time for such courses, as much of their time is spent on the evaluation of teachers. Inspectors in New South Wales also play an important role in the professional development of teachers. The inspector, with the help of the principal, assists the teacher with special programmes, which are developed specifically to help individual teachers.

The superintendents of education in the House of Delegates during their visits to classrooms for the purpose of moderating the scores given by the principal to teachers, as well as "for the purpose of gathering information on applicants for promotion" (Singh, 1989:11), detect areas of weakness. Once the weaknesses of teachers are established, in-service courses and workshops are organised for the professional development of teachers.

### **3.6.3 Moderation**

Principals evaluate teachers on their staff and give them scores against the criteria stated earlier in this Chapter. To obtain uniformity, the superintendents of education evaluate some of the teachers independently of the principal, after which the scores given by the principal and superintendent of education are compared. Appropriate adjustments are made. In this manner the scores are moderated.

The principal's assessments of his teachers for merit awards and promotion are sent directly to the Chief Superintendent of Education (Management). For the purposes of moderation, it has been ascertained that three to five teachers are selected per school. The superintendent of education is not aware of the scores given by

principals to teachers he is to visit. The Chief Superintendent of Education (Management) chooses the schools where moderation is to be undertaken. The superintendent of education is required to assess the teacher independently of the principal. Class visits are made for this purpose. The Chief Superintendent of Education (Management) compares the assessments of both the principal and superintendent of education.

If the scores given by the principal and superintendent of education differ by more than five points, a visit is made by the superintendent of education to the school to discuss the issue with the principal and arrive at a decision. From informal interviews held with

superintendents of education the writer has gleaned information about the procedure that is followed.

- If a principal is found to have been too liberal in his assessments, with the result that scores appear to be somewhat inflated, a decision is taken to reduce the scores of all teachers in that particular school by a certain margin. This is done in such a way that the principal's rank order of his teachers is still maintained.
- If, on the other hand, the principal is found to have been too stringent in his assessments with the result that the scores are depressed, a decision is taken to increase the scores of all teachers by a certain margin. However, the principal's rank order is still maintained.

### **3.7 SUMMARY**

In this Chapter an outline of teacher evaluation in the Department of Education and Culture in the House of Delegates was presented. A description of the structures involved in teacher evaluation as well as the criteria used in evaluation



were also given. A detailed account of the reasons why the House of Delegates conducts teacher evaluation was also outlined.

In tracing the role of both the principal and superintendent of education in the evaluation of teachers, some problem areas were uncovered. Some of these included the problem of independent evaluations conducted by principal and superintendent of education and the process of moderation.

In Chapter Four, a critical analysis of the teacher evaluation procedure of the House of Delegates will be undertaken.

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## **CHAPTER FOUR**

### **CRITICAL ANALYSIS OF THE TEACHER EVALUATION PROCEDURE IN THE EDUCATION DEPARTMENT OF THE HOUSE OF DELEGATES.**

#### **4.1 INTRODUCTION**

Structured, but informal, interviews with teachers and principals have revealed certain weaknesses in the present teacher evaluation procedure of the House of Delegates. Opinions expressed by both teachers and principals appear to centre around specific areas of the evaluation instrument. These, together with other aspects will be analysed in this Chapter.

It should be emphasized that all aspects of evaluation and assessment should be considered in teacher evaluation if the goals of the organisation are to be achieved, that is, achieve the objectives for which the organisation was originally established. In the House of Delegates, although the goals are not specified, from discussions with officials of the Education Department, the writer has ascertained that some of the goals are:

- \* To develop the pupil both academically and socially so that he may take his place in society;
- \* The achieving and maintaining of a good standard of education at its schools;
- \* The development of the teacher in the profession. In addition, the manner in which the evaluation procedure is managed is also important.

The main problem in the teacher evaluation procedure of the House of Delegates appears to be in the manner in which the evaluation instrument is managed and applied.

## **4.2 VIEWS OF TEACHERS:**

Teachers in the main expressed opinions on the following aspects of the evaluation procedure:

### **4.2.1 Consultation**

Organisational theory supports the participation of employees in decisions that affect them. According to Luthans et al (1979:183):

"Organisational development depends heavily on a participative effort requiring the combined energy and support of the total organisation".

They continue that members of the work group must be consulted in those aspects that concern them.

Teachers in the House of Delegates are dissatisfied as they were not involved in the development of the evaluation instrument introduced in schools in 1987. They say that the procedure was 'foisted' upon them by 'higher authorities'. Because of the position of the 'higher authorities' in relation to the teachers, they assume 'power'. This requires teachers to follow the decisions taken by the 'higher authorities'. Hersey et al (1988:203) maintain that 'power' is

"legitimised by virtue of an individual's formal role in a social organisation".

In a similar way the House of Delegates also assumes 'power' over teachers.

Evaluation of employees takes place in almost all organisations. In most of the organisations an hierarchical relationship exists, and evaluation of employees seems to work successfully. However, teacher appraisal differs from such forms of appraisal. Selmes (1986:191) also makes mention of the hierarchical relationship in teaching when he says that:

"Any appraisal system which implies an hierarchical relationship, that someone knows 'best', seems inappropriate for teaching, however successful it is claimed to be elsewhere."

In addition, Jack (TES,20:5:88) states that "an imposition of a bureaucratic system of appraisal would be catastrophic" and with regard to teacher appraisal he maintains that "it would be doubly bad because it could only benefit the education system if all those involved are committed to it".

Therefore, in any hierarchical relationship it would be difficult to maintain a procedure for teacher evaluation. This appears to be the case in the House of Delegates.

The superintendents of education in the House of Delegates are specialists in particular fields in which they have been employed. It is therefore necessary for them to be up to date with information in their subjects. However, the House of Delegates' teachers appear to be docile and not benefitting from the expertise of the superintendents of education.

Teachers in the House of Delegates, however, feel that they are not committed to the system since they were not involved in working out the evaluation procedures with their evaluators. This exclusion they feel shows a lack of respect for their professional status. Their professional teachers' body, Teachers Association of South Africa (TASA), has also supported their claim. In TASA NEWS (May,1987:1) it stated that:

"...(its) only involvement has been at the level of formulation of the new instrument for evaluation and nothing more. The Department must accept complete responsibility for the implementation of its policies/systems".

Consultation with all parties, including TASA, should have taken place. It would be beneficial to the House of Delegates to make greater use of the subject committees of TASA, especially with regard to the professional development of teachers.

In the formulation of a teacher evaluation instrument, opinions of teachers should be considered. As it is teachers who are to be evaluated, it is only proper that they should be given an opportunity to participate in its development. In interviews of House of Delegates' teachers the writer has ascertained that at no stage were they afforded the opportunity to participate in the development of either the evaluation instrument or procedures.

After development, an evaluation device should be tested in a pilot run to discover if there are any problems with it. Once again, teachers in the House of Delegates maintained that no such pilot testing was done before the evaluation instrument was introduced in 1987. In fact, it was introduced without any prior warning.

In contrast, as described in Chapter Two of this study, it has been shown that, before the new evaluation system in England and Wales was introduced in 1990, the opinion of teachers was both elicited and considered in the development of the evaluation procedures and moreover the evaluation instrument itself was subjected to pilot testing.

#### **4.2.2 Secrecy**

In the literature surveyed in Chapter Two of this study, it is clear that the Education Departments in England and Wales and New South Wales, as well as the Natal Education Department, all practise an 'open' system, in that teachers are informed verbally of their performance and their assessment is fully discussed with them.



In England and Wales the system is even more 'open' as appraiser and appraisee have an initial meeting at which the purpose of the appraisal and the exact current duties of the appraisee are discussed. (Metcalf, 1989:26). Throughout evaluation the appraisee is given the opportunity to inquire into every aspect of the procedure, while the appraiser is always ready to clarify issues raised by the teacher.

Finally teachers are given the opportunity to seek an explanation concerning their assessment. Aspects arising out of this interaction between appraiser and teacher are generally discussed in professional development courses held by inspectors. Inspectors usually note those areas that appear to be a problem among many teachers. These areas then become the main thrust of professional development courses that inspectors often hold to assist teachers.

Before assessment takes place in New South Wales there is always a preliminary discussion between the appraiser and appraisee. It is during this stage that the teacher can seek clarification on the reasons for evaluation. The results of the evaluation are also made known to teachers. With regard to promotions, teachers are told verbally that their assessments were either outstanding, above-average, suitable or unsuitable. Those teachers needing assistance, especially those whose efficiency is causing concern or is in question, will themselves assist a principal in drawing up professional development courses to help overcome their own problems.

In the Natal Education Department teachers are informed as to why they are being evaluated. Teachers are also informed of their scores on the global report and, although their ratings on the analytical report are not shown to them by the district inspector, these are revealed to teachers when their reports are returned by the Education Department to the schools. After evaluations for promotions are

completed, teachers who applied for promotion are told whether they were assessed as being either excellent, highly suitable, suitable or unsuitable.

Teachers, in the Education Department of the House of Delegates, feel strongly about the secret manner in which the evaluation of teachers is conducted. They believe that the whole evaluation procedure, including all assessments and ratings, should be revealed. Principals are sworn to secrecy since, it is believed, that revealing scores could lead to problems at schools. The officials of the House of Delegates argue that to reveal scores to teachers would also cause problems at schools, since teachers would know how they had been ranked by their principals. A rank order in a school is prepared by the principal after the teachers are evaluated. With teachers knowing their scores they could easily work out the principal's rank order, even if this is not divulged by him. Those, dissatisfied with their position on the rank order, would then most likely confront the principal and query the results. This would place him in an invidious position. (TASA NEWS, May 1987:1).

Teachers, on the other hand, feel that if scores are moderated by superintendents of education, then the final score is a joint effort by the principal and superintendent of education concerned and therefore cannot be ascribed to any one party. Therefore the claim of the evaluators is unjustified.

In the House of Delegates teachers are not given an opportunity to discuss their ratings with principals or superintendents of education, the result being that the whole evaluation process is treated with suspicion. On the matter of giving an employee an opportunity to discuss his ratings, Biesheuval (1985:227) says:

"There will be no need to do so if the ratings are no more than a synthesis of material with which the employee is familiar either because he has been a party to setting objectives and the discussion of results; or because his

supervisor has made a point of regularly discussing progress with him. If this has not happened, the employee will want to know on what basis he is being judged, and it would then not be equitable to deny him an opportunity to see the ratings".

Since teachers in the House of Delegates are not given the opportunity to discuss their assessments, they should at least be told of their ratings. Therefore the claim teachers make that the evaluation is being carried out in a secret manner seems to be legitimate.

#### **4.2.3 Competence of Evaluators**

Teachers have mentioned that some principals and superintendents of education lack the necessary expertise to evaluate teaching personnel. The shortcomings of principals in this respect is illustrated by the fact that the writer during his interviews with principals found that while one principal might rate 90% of his staff with a score of above 144, another would rate only 15% of his staff above 144. Some teachers blame this on 'bias'. A score of 144 and above, it should be noted, generally qualifies a teacher for a merit award.

Discrepancies of this nature seem to be common, as one principal quite openly indicated that many of his colleagues generally rate most of their teachers on their staff 144+, with the hope that, after moderation, at least some of them would receive merit awards. He maintained further that if he rated only a few teachers above 144, then the chances of some of them obtaining merit awards will be slim. This illustrates the lack of competence of some principals.

With regard to biased assessments, Castetter (1979:313) explains that some assessors have a tendency to rate everyone quite 'strictly' and 'harshly'. A person

with such a bias would tend to rate good employees as only average and average employees as poor. Others have a 'leniency' bias. In these cases the assessor would tend to rate employees more positively than their performance actually warrants. Thus employees will be made to appear more competent than they actually are. With regard to 'central tendency' bias, the ratings of individuals will all converge towards the midpoint of the rating scale.

Depending on the nature of the individual assessor, according to Castetter, a certain amount of bias will be evident in evaluations. While this may exist in all evaluations, the assessments of both principals and superintendents of education in the House of Delegates will depend to a large extent on their training to evaluate and their knowledge of the procedure used in the evaluation. Proper training to evaluate can reduce the effect of 'bias' among evaluators.

The evaluators should be given some guidance with regard to evaluations, so that assessments are as objective as possible. In this regard, Moore and Neal (1973:251) suggest that a guide be drawn up for inspectors with regard to assessing teachers, since they maintain that:

"At present it seems to be impossible to divorce the image of a good teacher from the value judgements of the inspector, and therefore attempts at this stage to derive completely objective measuring instruments seem to be impracticable."

The introduction of a guide seems to be a good idea, as it will assist evaluators to be as objective as possible in their assessment of teachers.

#### **4.2.4 Professional Development**

Organisational theory emphasises the need to train and develop individuals.

Ivancevich et al (1986:42) say that:

"Performance measures form the basis on which strengths and weaknesses can be analysed and against which programmes for improvement can be made".

The term professional development includes,inter alia, the following:

- Expansion of existing knowledge and skills, thus keeping abreast with the subject. There is a knowledge explosion taking place at present and teachers need to keep pace. Children in the classroom are becoming more sophisticated as they are being exposed to wide media coverage, for example, TV, newspapers and radio. There is therefore a need to update knowledge.
- Methodology. Children want a more sophisticated approach to motivate them.
- The psychological factor. Teachers may experience personality problems, discipline or such like problems, which may not have been dealt with in their pre-training.
- New methods of testing or the evaluation of the subject matter are always being evolved. Teachers need to keep abreast of these new methods.
- The pupil of today, especially in South Africa, is being exposed to a great deal of politicization, and teachers should be prepared to handle this type of behaviour.
- The advent of multi-cultural education in South Africa has seen more and more Blacks gaining entry to House of Delegates' schools. Many problems are being experienced such as that of ethnicity, culture, language and gaps in learning to name a few. Teachers need to be informed of how to cope with this new experience.

The professional development of teachers cannot be over-emphasized. Evaluation of teachers should be performed to assist them in the profession. The specific purpose of evaluation is to identify the weaknesses of the teacher so that effective action could be taken to overcome them. The Education Reform Act of 1988 in England and Wales states that all evaluation of teachers will be solely for professional development purposes.

As scores are not revealed to House of Delegates teachers, most of those interviewed feel that they are left uninformed about their specific weaknesses. As a result they argue that they cannot improve or develop professionally. Principals and superintendents of education, on the other hand, indicate that although scores are not revealed to individual teachers, they do consider the weaknesses of teachers when they structure professional development courses. Teachers feel that as individuals in a profession and in a free, democratic society, they should be made aware of any weaknesses in, for example, preparation, presentation of lessons, methodology, questioning of pupils, discipline and class control.

Unlike the situation in New South Wales, where the 'weak' teacher works with the principal to develop courses for professional development purposes, House of Delegates' teachers often complain of the high-handed approach of the officials to in-service education of teachers. Teachers are not given the opportunity to plan professional development courses.

As has been observed in Chapter Two of this study, in England and Wales and New South Wales there are frank discussions in private between the assessor and teacher on the teacher's shortcomings. This frequently leads to a genuine attempt by the teacher to eliminate his weaknesses. Moreover, during the post-appraisal interviews

in England and Wales and New South Wales, a teacher is given the opportunity to fully discuss his assessment with his assessor. This allows the teacher to express his point of view and defend himself with regard to some of the observations made about him. Teachers in the House of Delegates do not have such opportunities. Since the procedure is such that the results of evaluations are not divulged to teachers, discussions between evaluators and teachers hardly take place.

#### **4.2.5 Merit Awards**

The influence of an extrinsic award, such as increased salary or promotion, is determined by just how important it is to the recipient. Usually an extrinsic award helps to motivate workers. Lawler (1973:112) says that "giving or withholding of these awards can have a tremendous influence on motivation and satisfaction".

Biesheuval (1985:185) concurs with this view and states that appraisal for compensation purposes is a key element in motivating workers. While merit awards are used to motivate teachers to better their performance, there are many who criticize the system, mainly because those teachers, usually in the majority, not receiving the awards, become de-motivated and dissatisfied.

As explained in Chapter Three, usually only 25% of the teachers in the House of Delegates qualify for merit awards. This results in many not receiving these incentives, with the result that, these teachers already dissatisfied with the evaluation procedures, now become disillusioned and are therefore demotivated. This makes the teacher perform only the basic functions that are required of him. His enthusiasm and interest in school work dwindles.

The question arises whether it is, from a management point of view, useful to have merit awards. One wonders whether it is wise to introduce merit awards, if they lead



to majority of teachers being dissatisfied. However, if they are to be used then much thought should be given to the manner in which they are used, so that they do not lead to others being disenchanting. Nadler et al (1979:74) suggest:

"Rewards have the power to influence some very important behaviours. Thus, they can be a powerful management tool. Using them effectively, however, is difficult and requires careful analysis and planning. This is especially true when using pay as a motivator of performance".

In the House of Delegates, many teachers interviewed by the writer have indicated that they are dissatisfied with the way in which merit awards are granted. The system, as it is presently being followed, gives the principal too much opportunity of being biased in his assessment of teachers. Because of the secrecy, where the evaluation scores are not revealed, principals can be subjective and assess teachers unfairly. Teachers, interviewed by the writer, also state strongly that the system of merit awards should be withdrawn because it does not achieve its objective of motivating teachers.

The New South Wales Education Department has not introduced the system of merit awards into its education system as it maintains that no useful purpose can be gained by such an introduction. The Education Department of England and Wales and the Natal Education Department introduced merit awards for their teachers. The writer is of the view that, if used properly, merit awards can be beneficial in motivating teachers.

From the survey of literature as well as interviews with officials of the Natal Education Department, the writer has come to realise that the merit award system does have problems, especially if the evaluation procedure is not determined with the co-operation of teachers. The other problem mentioned concerned the number



of recipients of these awards, which usually results in majority of teachers becoming disillusioned.

#### **4.2.6 Promotions**

As explained in Chapter Three of this study, after teachers are evaluated in the House of Delegates, their assessments are sent to the Department. For promotion purposes, the Evaluations Committee, under the chairmanship of the Chief Superintendent of Education (Evaluations), arranges candidates in merit order for each post. The other members of this Committee are Chief Superintendents of Education and Superintendents of Education (Management). Finally candidates are placed in their promotion posts by a Placement Committee, which is chaired by the Chief Executive Director. The other members of this Committee are Chief Director (Control), Chief Director (Planning) and Chief Superintendent of Education (Evaluations).

Teachers, interviewed by the writer, have also expressed dissatisfaction with the manner in which promotions take place in the House of Delegates. There appears to be confusion among teachers in respect of the criteria used and their relative importance in the process. Teachers feel that, in some instances seniority was used as the main criterion for promotion, in other instances it was suitability for the post. This resulted in teachers being confused in respect of the relative importance of each of the criteria used. Many are of the view that promotion should be based on seniority alone. Perhaps on compassionate grounds this seems to be favoured. However, one wonders whether, from an efficient management point of view, people should be promoted on seniority alone. The question that arises often when a senior person, who is a few years from retirement, gets a promotion, is whether it is just to get his pension topped up!

Jarvis (1982:149) maintains that in the Natal Education Department the criterion of seniority used in promotion is based on the number of years the teacher has been in the profession. If teachers have the same number of years of service, then other factors are considered in determining seniority, such as, the grade the teacher is on, his salary scale and number of merit awards received.

In the education departments of England and Wales and New South Wales, as well as the Natal Education Department studied in Chapter Two, short-lists of candidates were drawn up and those on the short-lists were interviewed. This procedure is not followed in the House of Delegates. Short-lists assist in pruning candidates with a view to interviewing only the best. It is time consuming and costly to interview all applicants. The interview itself helps to finally choose the right candidate for the post. Since the process of short-listing and interviewing for promotion purposes is used widely by many organisations, the House of Delegates should consider introducing this aspect into its system. This would assist it to evolve a procedure for promotion that would be more acceptable to teachers.

#### **4.2.7 Structures for Appeal**

A teacher in the House of Delegates can complain in writing to the Chief Executive Director concerning any grievance. In these instances, the Chief Executive Director usually sends a Chief Superintendent of Education (Management) to the school to meet with the teacher and resolve the issue. However, there is no set procedure for appeal against a decision for promotion or merit award as is found, for example, in England and Wales and New South Wales.

In England and Wales the procedure for teacher evaluation is based on an open relationship between appraiser and appraisee. Even the report prepared by the appraiser on the teacher is done in close consultation with the teacher. Because of

this open relationship appeals are minimal.

In the Education Department of New South Wales a teacher, whose efficiency is 'causing concern', is first given the opportunity to read the principal's report. If he wishes he may submit a written reply to the report. (Manual of Advice,1988). Even after inspectors have assessed him as 'inefficient', he can still appeal against the assessment to the Regional Director, who may grant the teacher an interview to settle the matter. In addition, teachers who are not promoted and feel that they have been unfairly treated can appeal to the Regional Director, providing reasons why the assessment should be modified or withdrawn.

#### **4.2.8 Conclusion**

The high-handed approach to teacher evaluation in the House of Delegates seems to be the major problem according to teachers. In addition teachers raised other pertinent issues relating to the teacher evaluation system, some of which concerned their non-consultation in drawing up the evaluation procedures, the secrecy that surrounds the evaluation procedures, which involves the non-disclosure of evaluation scores and the withholding of the NATED document concerning evaluation from teachers, lack of an 'open' relationship between principal and teacher, as well as between superintendent of education and teacher, confusion in the application of criteria for promotion purposes, the incompetence of evaluators and absence of an appeal structure for teachers who feel like appealing against a decision.

### **4.3 VIEWS OF PRINCIPALS**

Principals expressed opinions on the following aspects of the evaluation procedure:

#### 4.3.1 Secrecy

As already indicated, according to the evaluation procedure, principals are required to maintain secrecy. They are not allowed to divulge scores and assessments to teachers. Principals interviewed by the writer say that, because of the secrecy surrounding the whole evaluation procedure, they are referred to by the teachers as the 'perpetrators of the system'. Since the scores and assessments are not revealed, principals are the persons most criticised and blamed by teachers, who are unsuccessful in seeking merit awards and promotions. The relationship between principal and teachers is adversely affected by this. In some instances, principals have indicated that the relationship between teachers, who are recipients of merit awards, and others who are unsuccessful on the staff, is also affected, since unsuccessful teachers suspect 'collusion' between the principal and those teachers who receive merit awards.

Principals generally are responsible for all aspects of the school. Lusty (1987:157) writing on England and Wales believes that a head is legally accountable both to the local education authority, and to the national authority, that is the Department of Education and Science.

Principals in the House of Delegates are similarly responsible and accountable for all aspects of the school, be it pupils, pupil results, teachers, parents, and also school capital equipment. Since parental involvement in education is gaining momentum in South Africa, principals need to consider the views and opinions of parents in matters related to the school.

Principals maintain that they would welcome an 'open' system, as in other education departments. They feel that an open discussion on a one-to-one basis with the teacher on the teacher's evaluation, as in England and Wales, would benefit both

parties. This would also help to build a healthy relationship between principal and teacher.

In any system, where secrecy prevails, people become suspicious. Since the principal is responsible for evaluating teachers in his school in a covert way, he is regarded with suspicion, especially by teachers who are unsuccessful in gaining promotions or receiving merit awards.

Jarvis (1982:224) sums up the situation succinctly when he writes:

"(The) principal seems to be the target where the assessments are not made known to the teacher".

#### **4.3.2 Moderation**

From the literature surveyed in Chapter Two of this study, the writer notes that no other education department has a 'moderation' procedure similar to that followed by the House of Delegates. The assessment of the teacher is left mainly to the principal, who, as mentioned earlier, is not trained for this task, and although the inspector independently evaluates the teacher, he always consults with the principal.

While evaluation in England and Wales is done only for professional development (DES publication 'School Teacher Appraisal : A National Framework' (1989) and Metcalfe (1989), evaluation of teachers in South Africa is not only for professional development, but also for promotion and merit awards. Moreover, quantitative scores are obtained by using criteria, given in Chapter Three, for the purposes of awarding merit awards and promotion. The scoring of a teacher against each criterion attempts to reduce the element of subjectivity in the evaluation process. However, the manner in which the scoring is done, the competence of the evaluators and the attainment of a uniform standard of scoring appears to be the problem.

**In England and Wales the broad criteria are stated in the National Framework (1989). However, the details under each broad criterion are not given, and therefore left to the schools to formulate for themselves. There appears to be much support for this procedure mainly because the details under each criterion can be arrived at by discussion and agreement between the appraiser and teacher. In this regard, the Council of Cultural Co- operation at its recent seminar on the 'Role of Appraisal in the Professional Development of Teachers' held on 18,19 September 1989, stated:**

**"For those countries which seek to introduce a system of appraisal it would be wise, following the United Kingdom, to have only broad criteria so that it leaves the details to be formulated by the schools, thus leaving discussion about criteria at a very abstract and general level (at the centre), but making more detailed discussion occur at school level. Appraisers and appraisees should agree on criteria themselves."**

**This would, to some extent, reduce the dissatisfaction that teachers usually express about the evaluation procedure. For, it has often been mentioned that by making teachers participants in the development of the criteria for evaluation, many of the problems that arise during evaluation can be resolved.**

**Principals interviewed by the writer have indicated that, inspite of the fact that they are inadequately trained to evaluate teachers, they are in the best position to evaluate their teachers, and therefore feel that their assessment is the most realistic. Principals feel that their knowledge of the teacher is sound, because of the fact that they spend so much time with the teacher. However, principals can be subjective in their evaluation of the teacher and, perhaps as a result of being biased, reflect an untrue assessment on the teacher. They believe that the superintendent of education does not possess the information required by all eighteen aspects or criteria of**

Circular Minute AA of 1987 (as given in Chapter Three) and therefore cannot assess a teacher accurately.

The process of moderation calls for the superintendent of education to make an independent evaluation of the teacher. While the principal knows his own teachers well, he has no knowledge of teachers in other schools. To grant merit awards to teachers and promote them fairly, a thorough knowledge of all teachers is necessary. This knowledge, because of the nature of his work, is possessed by the superintendent of education. The subject superintendent of education generally assesses the work of all teachers of his subject. In this way it is possible for him to rank all teachers of his subject.

The writer concurs with the view expressed by principals that there should be open consultation between superintendents of education and themselves to decide the overall assessment of teachers. In this way, at least, a single assessment, achieved by agreement between principal and superintendent of education, can be realised.

#### **4.3.3 Training of Principals**

Writers like Wragg (1987), Glasman et al (1988), Clift and Turner (1988) and Trethowan (1987) aver that appraisal is the most demanding and controversial of all management functions. Appraisal itself, which involves interaction between appraiser and appraisee is not generally acceptable to employees. If the requirements and criteria for evaluation are not made known to employees, evaluators find it difficult to conduct evaluation. The evaluators also need to be thoroughly trained for the task of evaluation.

Principals, interviewed by the writer, indicate that in many instances they themselves are inadequately trained to evaluate teaching personnel. They feel that the one

course, organised by the Education Department of the House of Delegates, that they attended on the evaluation instrument did not do enough to assist them in evaluating teachers properly.

At these evaluation courses for principals, chief superintendents of education usually explain in detail both the measuring device and its criteria, but fail to elaborate on the actual procedure used, especially with regard to the ratings of teachers. It would seem that the one course given to principals is insufficient and more courses are needed so that more time could be spent on the actual procedure. According to principals, what was required was the practical application of the instrument, perhaps in the form of workshop sessions, which would provide 'hands on' experience. This may be the reason why the ratings of teachers by some principals are so 'wayward'-'wayward', in the sense that, some principals give their teachers high ratings, while other principals give their teachers low ratings.

For any evaluation procedure to be successful, appropriate training of evaluators is necessary. Thus Dean (1986:49) writes in this regard:

"Heads ... need to receive appropriate training for their roles and actually put this into practice at school level".

Because principals in the House of Delegates do not receive adequate training, they appear to be applying the evaluation instrument arbitrarily, that is, according to individual interpretation. Since principals are generally not trained to evaluate teachers, some, being altruistic and benevolent, give all teachers high scores. The reason for this, as revealed by some principals during interviews, is that, even if the scores are moderated and reduced, some of their teachers on top of the rank order, would still receive merit awards.



Since the superintendent of education forms a 'link' between the school and the education department, his main task should be to render all possible assistance and guidance to principals and teachers. (Edmonds, 1963:47). Superintendents of education should have a thorough knowledge of the evaluation instrument so as to assist principals in evaluating teachers. Some House of Delegates principals have indicated that, in certain cases, superintendents of education themselves do not have appropriate knowledge and expertise, with the result that they cannot proffer the necessary advice to principals.

It would seem that the evaluation procedure, introduced by the House of Delegates in 1987, was set in motion without the evaluators, be they heads of department, principals or superintendents of education, being adequately trained.

#### 4.4 CONCLUSION

The evaluation of teachers is generally regarded as a sensitive and controversial topic. There is much debate in many countries whether to introduce formal teacher evaluation systems or not. At a recent seminar on the "Role of Appraisal in Teachers' Professional Development" held by the Council for Cultural Co-operation at Strasbourg, 18-19 September 1989, it is interesting to note that while some countries, like England and Wales, France and Iceland had formal evaluation systems, others like Cyprus, Denmark and Norway did not.

Formal teacher evaluation is necessary for the development of teachers in their careers, for the promotion of teachers and the granting of merit awards. Selmes (1986:192) comments:

"...no single form of staff appraisal can satisfy all requirements, but it is possible to devise a system which supplies both information to the employing authority and to the individual teacher".

It would seem that there is no one evaluation system that is suitable for all purposes, such as professional development, merit awards and promotion. The House of Delegates has attempted to use one evaluation procedure for the above three purposes and it appears that it has not been successful. The Natal Education Department, on the other hand, has separate evaluation procedures for promotion and merit awards.

In scrutinising the views expressed in interviews by both teachers and principals in House of Delegates schools, the writer has come to realise that there do appear to be 'problem areas' in the evaluation instrument used, especially in the following areas:

#### **4.4.1 Secrecy**

Secrecy in itself breeds suspicion and may lead to dishonesty. Because of the secret manner in which evaluation is carried out, some teachers feel that principals and superintendents of education in certain cases have not been honest.

In the Natal Education Department there is consultation between principal and superintendent of education in arriving at assessments of teachers. However, in the House of Delegates the evaluation process is conducted in secrecy.

In contrast there is no such secrecy in the teacher evaluation procedure in England and Wales. The teacher is kept fully informed of the evaluation at each stage, from the start to the end of the evaluation. Also it would seem that the teacher evaluation procedure adopted in England and Wales is a sound one, since the appraiser has an 'open' relationship with the appraisee, which means that the appraiser keeps the appraisee fully informed of the evaluation. The initial interview assists both the

appraiser and appraisee to create the right atmosphere for the evaluation to take place.

In the House of Delegates an 'open' relationship between superintendent of education and teacher, as in England and Wales, should be created. This can only happen if the evaluation instrument is made known to all. In the House of Delegates, teachers interviewed by the writer have indicated that they do not have knowledge of the measuring device as much of it is kept secret. Moreover, the relationship should be based on trust. Each one in the relationship should be honest and 'open' and there must be no need for any one to keep things from the other. As Jack (TES, 20:5:88) states:

"... appraisal must take place in an atmosphere of openness, trust and confidentiality".

#### **4.4.2 Consultation**

Management theorists such as Fink et al (1983), Luthans et al (1979), Ivancevich et al (1986) and French (1987) all believe that there should be consultation and mutual agreement between appraiser and appraisee. Fink et al (1983:255) writes that:

"Appraisal systems are more effective if they are based on a mutual agreement between manager and employee as to performance expectations and job requirements".

It would seem that the introduction of appraisal should be the subject of the widest possible consultation. Besides teachers, other participants should include principals, deputy principals, heads of department, superintendents of education and the professional teachers' associations. Writers like Selmes (1986), Lusty (1987) and Dean (1985) express the view that since the most important participants of an appraisal scheme are teachers, it is only right and proper to consult with them

before formulating new appraisal schemes.

#### **4.4.3 Merit Awards**

Writers such as Sutcliffe (1988), Metcalfe (1989) and Lawler (1983) agree that teachers tend to support evaluation for professional development purposes. However, appraisal for compensation is frequently subject to criticism. (Biesheuval, 1985). If appraisal is to be used for compensation, it must be kept separate from appraisal for professional development purposes.

There is some merit, it would seem, in teachers being evaluated for merit awards. The procedure in the Natal Education Department, where teachers are required to apply for merit awards, seems to be a sound one. In addition, the evaluation procedure should be made known to teachers. All the available information concerning evaluation from the education department should be handed to teachers. Principals should not treat any such information as secret. Teachers who do not qualify for merit awards should be given reasons as to why they do not qualify. Principals should reveal to teachers the areas where they fall short of the required points and therefore do not qualify for merit awards. This awareness would assist teachers to improve and thereby qualify for merit awards in the future.

#### **4.4.4 Promotions**

Dean (1986) and Marland (1986) agree that matching the individual to the post is important and therefore it is necessary to know the candidates well. Once candidates have been evaluated for promotion, they should be interviewed as this can be useful. Teachers should be made aware of how they have fared in their application for promotion. In the House of Delegates, unsuccessful candidates are not told why they were unsuccessful.

In education departments, such as the House of Delegates, where there are more applications than there are posts, unsuccessful candidates are frequently disappointed. However, an 'open' system, where everything is known about evaluation procedures and where there is an appeal procedure for the unsuccessful, should be considered.

The criteria used to evaluate teachers for promotion should be made known to all. Teachers should also be informed of the weighting attached to the criteria of seniority, qualifications, efficiency and suitability.

#### **4.4.5 Criteria for Evaluation**

The use of criteria in evaluation is believed to make the process as objective as possible. Studies in the United Kingdom by Wilson et al (1989) and Morgan et al (1983) indicate that those managing assessments use criteria for assessments and in this way obtain objective evaluations.

An editorial comment in USA Today (1984:1) states:

"...criteria provide teachers with advance notice about the meaning of competent performance, so that they will know where to direct their efforts and skills".

Following the introduction of the Education Reform Act of 1988 in England and Wales, criteria are now used to assess teachers. Scores are not attached to each criterion, as is done in the House of Delegates. In England and Wales only the broad criteria are supplied to schools. Schools are expected to work out the details of the criteria for themselves.

Criteria for evaluation should be developed by eliciting opinions of all participants in the evaluation process namely, teachers, principals, deputy principals, heads of

department, teachers' professional society officers and superintendents of education.

Although, in the House of Delegates, the same criteria are used by both principal and superintendent of education to evaluate the teacher, their knowledge of the teacher may differ. The principal should have more knowledge of the teacher as he sees him everyday of the school year and in various capacities, some of which are, as a teacher in the classroom, his carrying out of extra-curricular duties, his character traits and his involvement in the community. The superintendent of education, on the other hand, only visits a teacher when he applies for promotion or he is to be evaluated for a merit award. Therefore the assessment of the principal and the superintendent of education would possibly differ. The writer is of the opinion that there should be consultation between principal and superintendent of education with a view to arriving at a realistic assessment of the teacher.

#### **4.5 SUMMARY**

In Chapter Three the teacher evaluation procedure in the Department of Education and Culture in the House of Delegates was presented. It does appear that the procedure for evaluation adopted by the House of Delegates (Management) seems to be the problem. This Chapter has highlighted some aspects of the evaluation procedure, which are causing teaching personnel in Indian schools concern. Some of these concerns should be taken seriously by the House of Delegates, because an education department, like any organisation, functions best if it has a satisfied work force.

Evaluation should be undertaken primarily for professional development purposes, as has been indicated in this Chapter. Teachers will readily welcome evaluation if it leads to the improvement of their teaching and to their professional development.

In the Education Department of the House of Delegates separate evaluation procedures should be developed for merit awards and promotions.

This study has shown that it is not wise to use one evaluation procedure for merit awards and promotion. These are different aspects of reward to teachers and therefore they should be treated differently. The criteria to assess a teacher for merit award will be different to that for promotion. While a merit award is given to a teacher for the very efficient manner in which he carries out all that is demanded of him as a teacher, the promotion of a teacher to the post of, for example, head of department, requires that, besides being efficient, he should be projected in the post of head of department, to determine whether he could cope with the demands of such a promotion post.

In the next Chapter, the writer will draw some general conclusions from this study and then make some recommendations to the House of Delegates, which, it is hoped, may help to improve the present evaluation procedures.

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## **CHAPTER FIVE**

### **CONCLUSIONS AND RECOMMENDATIONS**

#### **5.1 INTRODUCTION**

This study has identified a number of problem areas in the teacher evaluation procedure used in Indian schools in South Africa. Conclusions have been arrived at not only through interviews held with teachers and principals, but also through interaction with superintendents of education, as well as from information contained in the news media, especially the local newspapers. It has to be mentioned that the Education Department of the House of Delegates has also recently become aware of problems and is currently engaged in revising its teacher evaluation procedure.

There are as many evaluation procedures the world over as there are education departments, and it may be virtually impossible to evolve a system that is ideal. In addition, this study has shown that the use of one evaluation procedure for different purposes such as professional development, merit awards and promotions can lead to problems. The present evaluation procedure of the House of Delegates has attempted to do this, it seems, with unsatisfactory results.

Chapter Four highlighted some specific problem areas. These will be examined below:

##### **5.1.1 Criteria used in Evaluation**

Since teachers and principals were not consulted when the criteria were evolved, many do not support the criteria in use. In terms of greater acceptability, it would have been wise to have included the viewpoints of both teachers and principals in

the evolvement of the criteria. Only after considering the opinions of all participants will a system have a chance of succeeding. When teachers are given an opportunity to participate in the development of criteria, they assume joint responsibility and therefore the chances of the criteria being accepted are greater. As discussed in Chapter Four of this study, teachers want to contribute to the evaluation instrument especially if that particular instrument is to be used to evaluate them.

### **5.1.2 Evaluation Instrument**

The practice of using one measuring device for the purposes of professional development, merit awards and promotions does not appear to be most appropriate. As explained in Chapter Four, the purpose for evaluation in each of the above cases is different and therefore there should be different evaluation procedures for each. Teachers seem to be in agreement with this approach. The writer is of the view that the procedure adopted by the Natal Education Department, where separate evaluations are conducted for merit awards and promotions should, perhaps, be considered in the House of Delegates.

### **5.1.3 Problems with the Application of the Evaluation Instrument**

Discrepancies in the interpretation of criteria by superintendents of education and principals seem to be common. In interviews with principals the writer has ascertained that, after moderating the scores given to teachers by principals, superintendents of education had to re-visit many schools because of the discrepancy between the ratings of principals and superintendents of education of the same teachers. This has increased the complaint of subjectivity in the evaluation of teachers. As mentioned in Chapter Four, sometimes evaluators are inconsistent in their evaluation of teachers. Some principals are too stringent in their assessments, while others are too lenient, with the result that teachers' scores should always be moderated.

As discussed in Chapter Four, in some cases evaluators do not seem to be adequately trained. Many teachers also expressed concern about the competence of some evaluators. This points to a need for a well-thought out training programme for evaluators, that is, principals and superintendents of education.

The secret manner in which the evaluation device is applied frequently causes suspicion among teachers. This may result in a reduced acceptability of the evaluation instrument. Since most teachers expressed concern about the secret manner in which evaluation is done, it would perhaps be wise to give this aspect serious consideration when a new procedure is developed by the House of Delegates.

#### **5.1.4 Grievance Procedure**

The lack of a proper grievance or appeal procedure about the granting of merit awards and filling of promotion posts seems to have led to a great deal of frustration among teachers, especially among those who feel they have legitimate grievances against decisions taken. As mentioned in Chapter Four, in any evaluation procedure, irrespective of whatever purpose for which it is carried out, there are bound to be teachers who are dissatisfied. These teachers should have recourse to a fair hearing.

## **5.2 RECOMMENDATIONS**

### **5.2.1 Introduction**

Investigation of the management of teacher evaluation in the House of Delegates has revealed certain problem areas. These, which have been described above, have resulted in much dissatisfaction among teachers. In analysing critically the teacher

evaluation procedure in use in Indian schools in South Africa, the procedures adopted by other education departments were also studied, and relevant literature reviewed. The writer, on the basis of his study of the Education Department of the House of Delegates, as well as other education departments, and general knowledge of education management, makes the following recommendations which the House of Delegates may wish to consider with regard to its present evaluation procedure.

## **5.2.2 Recommendations to the House of Delegates**

From the analysis in Chapter Four, the writer suggests the following recommendations to the House of Delegates in respect of its present evaluation procedure:

### **5.2.2.1 Consultation**

As the introduction of a teacher evaluation system should be the subject of the widest possible consultation, teachers also should be given every opportunity to voice their concern about the evaluation instrument and have their questions about specific aspects of the measuring device answered. Decisions arrived at by consensus is the ideal. These decisions on evaluation should be arrived at by the participation of all concerned with evaluation, including principals, deputy principals, heads of department, teachers, superintendents of education and officers of the professional teachers'society.

### **5.2.2.2 Secrecy**

Evaluation should be as non-threatening as possible. Those involved should try to be open-minded. An atmosphere of trust should prevail. Everything about the evaluation should be made known. The evaluator should be honest with the teacher and nothing must be kept as secret. The purpose of the appraisal should be made clear to all involved in it.

The Education Department of the House of Delegates should attempt to structure an 'open' system of teacher evaluation. The evaluation procedure should also be made known to all teachers. There should be no reasons for secrecy.

During evaluation the teacher has the opportunity to perform and show how well he is carrying out duties assigned to him. He should, therefore, know how well he is doing. Trethewen (1987:12) maintains that evaluation creates that special occasion when time is devoted to the teacher and his performance. Therefore it is imperative that the evaluation of the teacher by the superintendent of education in particular, should not be confined to only one period and a short interview thereafter. More time should be spent with the teacher by both the principal and superintendent of education to assess him accurately.

The final outcome of the evaluation, both the overall assessment and the scores obtained under each criterion, should be revealed to the teacher concerned by the principal. This practice would help remove any suspicion that the appraisee might have about the evaluation procedure. Teachers should then be given an opportunity to discuss their evaluations with the principal. If some teachers are still dissatisfied, they should be able to follow a procedure for appeal, important in any evaluation system.

### **5.2.2.3 Evaluation for Professional Development**

Evaluation should be an integral part of the process of professional development. As explained in Chapter Four of this study, teachers in the House of Delegates have several shortcomings, for example, keeping abreast of the knowledge explosion and learning to cope with the advent of multi-cultural education, which necessitate professional development.

Hellriegel (1989:757) states that evaluation not only describes the strengths and weaknesses of employees, but determines ways to develop employees and improve performance. French (1987:319) also maintains that while evaluation of employees is carried out to gather data on each employee for purposes of promotion, pay or transfer, the main reason is to feed back information to the employee so that he could improve his performance and thereby develop in his work.

The House of Delegates should devise appropriate evaluation instruments for the purposes of professional development, merit awards and promotion. It is not wise, as is being done presently in the House of Delegates, to use one instrument to evaluate for professional development, merit awards and promotion. As the reasons for carrying out evaluation is different in each of the above cases, different evaluation devices should be used in each case.

The House of Delegates should consider the introduction of a system of evaluation similar to the one in England and Wales, where the participation of teachers is considered essential. As outlined above, the first stage is the initial meeting held between appraiser and appraisee, and as Metcalfe (1989:26) comments, it is at this stage that the purpose of the appraisal and the present duties of the teacher are discussed. The classroom observation is conducted in an 'open' atmosphere, with any notes taken by the evaluator being shown to the teacher. In the post appraisal interview problem areas are essentially discussed with a view to overcoming them. The report that is to be written is arrived at in close consultation with the teacher. Professional development activities generally flow from the findings of these evaluations as the teacher's weaknesses and inadequacies come to light.



#### **5.2.2.4 Training of Evaluators**

Evaluators require appropriate training to competently fulfil their role in the evaluation process. To evaluate teachers is not an easy task and therefore evaluators should be adequately trained to perform such a task. Teachers prefer to be evaluated by well trained evaluators, as evidence cited above as shown.

Although courses have been held for principals in the House of Delegates with regard to the evaluation of teachers, it has become apparent from the uneven assessments made by principals, that many lack the necessary expertise. Since the courses held by the House of Delegates do not seem to meet the training needs of principals and superintendents of education adequately, it would perhaps be helpful for more intensive courses to be introduced for them, so that they could develop and refine their skills in evaluating teachers. More workshop sessions for evaluators to obtain 'hands-on' experience could be useful providing evaluators experience, so that they could be as objective as possible. In this regard a guide could prove useful. It could set out exactly what is expected of an evaluator and how he should proceed with evaluation.

#### **5.2.2.5 Structure for Appeal**

The evaluation process should have a built-in procedure so that teachers could appeal against the final decision and also be assured of a fair hearing. There should be a set procedure for such appeals, which should be made known to all teachers. An example could be learnt from the New South Wales Education Department's pattern for appeal. Initially the teacher is shown his report by the principal. If he does not agree with it, he may submit a written reply with the accompanying report if he wishes. The teacher is then formally evaluated by the inspector. If his assessment remains the same, the teacher can still appeal against the decision to the Regional Director and is generally granted an interview to resolve the issue.

This study has shown that a system of 'due process' exists in the education departments of England and Wales, New South Wales and the Natal Education Department. Teachers who are dissatisfied should have recourse to a fair hearing. If the House of Delegates is to have an 'open' system of evaluation, then it may be necessary to introduce a grievance procedure which will form an integral aspect of the evaluation procedure.

#### **5.2.2.6 Merit Awards**

It is evident from this study that the merit award system is a bone of contention among teachers and principals in the House of Delegates. The present structure of the merit award system makes it difficult to satisfy all teachers. It appears that too few teachers are receiving merit awards. One way to address this problem may be to increase the twenty-five percent cut-off point, which follows the suggestions in the SANEP document. Representations may have to be made to the Department of National Education with a view to increasing this percentage or perhaps removing it completely from the system. In other words, it is suggested that all teachers, who qualify for the award according to their assessments, should be granted a merit.

In the short term, the House of Delegates should perhaps seriously consider the procedure followed by the Natal Education Department, by which individual teachers who feel they are 'merit worthy' apply for an award. It may be imprudent for all teachers to participate in this scheme if they are unwilling. Some House of Delegates' teachers are of the view, as revealed in the writer's interviews with them, that they are not interested in merit awards or they are not ready for them as yet. It is wrong, they feel, that they should participate in the system if they are unwilling.

In the long term the House of Delegates should perhaps consider the introduction of a 'service bonus' in place of the merit award. A possible procedure for this is for a teacher to receive one 'service bonus' for every five years of service, up to a maximum of three awards. For a teacher to qualify for this 'service bonus' he would have to satisfy certain basic conditions, among which may be satisfactory service and possession of the minimum qualifications for the post he holds.

#### **5.2.3.7 Promotion**

The House of Delegates may have to decide on a specific procedure to evaluate teachers for promotion. This procedure should be made known to all. Of vital importance in this regard are the criteria used and their relative importance. At the conclusion of the evaluation a merit list could be drawn up. Depending on the number of promotion posts available, a concomitant number of persons on the merit list should be interviewed. Promotion interviews, according to Rae (1988:149), are conducted by the organisation either to affirm suitability of the applicants or to select an applicant for promotion to a specific post. Interviews are held basically to 'know' the candidate. Firstly it is necessary to determine if the candidate is suitable for promotion. If this is established, then the interview helps to select an applicant for promotion.

In the House of Delegates, promotion interviews should be conducted to affirm suitability of applicants and thereafter select applicants for promotion. After the interviews are completed, a short-list for each post should be drawn up. Thereafter it should be the responsibility of the Placement Committee to fill the posts.

### **5.3 CONCLUSION**

The general conclusion that can be drawn from this study is that there is no single

evaluation procedure that is suitable for all purposes and that the present teacher evaluation procedure of the House of Delegates appears to have several limitations. The House of Delegates should consider adapting its evaluation procedure to suit present circumstances. Education departments that follow evaluation procedures, frequently review these in order to adapt them to their particular needs and circumstances, and so improve them.

Whatever evaluation procedure is adopted by the House of Delegates, an 'open' approach, based on trust, is of the utmost importance. As Selmes (1986:195) writes:

"A chosen procedure is not a panacea to make teacher evaluation painless and comforting - - - it should have the potential to increase trust and confidence in fellow teachers".

This seems particularly relevant to Indian education at present when commitment among teachers is at a low ebb. Indian teachers by their negative reaction to the evaluation procedure, appear to be less committed to their teaching. There seems to be much uneasiness and tension among teachers. This the writer has been able to gauge from interviews held with teachers and principals.

The House of Delegates should attempt to regain the trust and support of its teachers. Warnock (1988:104) has this to say about trust and teachers:

"We must learn to think of the teaching profession as a body of people in whom we can trust, and on whom we place great responsibilities".

#### **5.4 SUMMARY**

This Chapter began with a brief summary of the major conclusions of this study. It is apparent that the evaluation procedure in the House of Delegates has several

defects and should receive attention. Recommendations with regard to specific areas in respect of the evaluation instrument have been made with the hope that these will be given attention in time.

As this study has shown, teachers in the House of Delegates, in no small measure, have reacted negatively to the evaluation procedures adopted by the education department. It is perhaps not wise to continue with procedures that appear to be problematic. As Wragg (1987:76) says in this regard that:

"It is a pity if procedures known to be inadequate or lacking credibility are allowed to persist unaltered".

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## **APPENDIX 1**

**Letter of authorisation to utilise relevant information concerning teacher evaluation in the Department of Education and Culture of the House of Delegates.**

Republic of South Africa  
Republiek van Suid-Afrika



ADMINISTRATION: HOUSE OF DELEGATES  
ADMINISTRASIE: RAAD VAN AFGEVAARDIGDES

**Department of Education and Culture  
Departement van Onderwys en Kultuur**

☎ (031) 3606911

Fax: (031) 374261

Truro House  
Trurohuis  
17 Victoria Embankment  
Victoria Embankment 17  
Private Bag X54323  
Privaatsak X54323  
DURBAN  
4000

Ref. No.  
Verw. No. A10/29/2/36

Enquiries  
Navrae

Mr S. Pillay  
44 Falcon Street  
Kharwastan  
DURBAN  
4092

Sir

**REQUEST FOR PERMISSION TO USE DEPARTMENTAL INFORMATION**

1. Your letter dated 1 December 1988 has reference.
2. Permission is hereby granted to you to use the information as requested provided that :
  - 2.1 All information obtained is treated confidentially;
  - 2.2 the information is used for academic purposes only; and
  - 2.3 the prior permission of the Chief Executive Director is obtained before any of your findings are published.
3. The Department wishes you every success in your research and looks forward to receiving a copy of the findings.

Yours faithfully

CHIEF EXECUTIVE DIRECTOR

## **APPENDIX 2**

**Interview Schedule used in the interview of Teachers and Principals of the House of Delegates.**

## INTERVIEW SCHEDULE

Interview of Teachers and Principals on the Teacher Evaluation Procedures in Indian Schools.

### A. MERIT AWARDS

1. Why do you think that the merit award system was introduced?
2. Is it presently serving any purpose?
3. Are you in favour of the merit award system? Yes/No. Why?
4. If you are against the merit award system, what do you suggest as its alternative?
5. Are you happy with the present merit assessment procedures followed by the Department? Yes/No. Why?
6. What are your views on the assessors?
  - 6.1 Principal
  - 6.2 Superintendent of Education
7. Would you like to know your ratings/scores obtained in the evaluation? Yes/No. Why?
8. Are you happy with the criteria being used to evaluate teachers? Yes/No. Why?



9. How would you explain the relationship between the following persons in the process of evaluation?

9.1 Principal and Teacher

9.2 Superintendent of Education and Teacher

#### B. PROMOTION

1. Are you fully conversant with the procedures used in promotion? Yes/No. If No, Why?

2. Are you happy with the procedure? Yes/No. If No, Why?

3. Do you think that the system promotes persons who are most deserving of promotion? Yes/No. If No, Why?

#### C. PROFESSIONAL DEVELOPMENT

1. Do you feel that you require courses to develop in your profession?

2. Do you think that the principal is doing enough with regard to the professional development of his staff?

3. Do you think that the Superintendent of Education is doing enough, by holding seminars, in-service courses, talks, conferences, etc. for the professional development of teachers?

**APPENDIX 3**

Analytical Report of the Natal Education Department.



CONFIDENTIAL

VERTROULIK

**MERIT ASSESSMENT FOR TEACHERS  
MERIETEAAANSLAG VIR ONDERWYSERS**

ANALYTICAL REPORT/ANALITIESE VERSLAG

SURNAME: VAN: _____	INITIALS: VOORLETTERS: _____
IDENTITY NUMBER: IDENTITEITSNOMMER: <input type="text"/>	SALARY NUMBER: SALARISNOMMER: <input type="text"/>
RANK: RANG: _____	
NAME OF SCHOOL/INSTITUTION: NAAM VAN SKOOL/INRIGTING: _____	

**FOR COMPLETION BY THE DISTRICT INSPECTOR:  
VIR VOLTOOIING DEUR DIE WYKSINSPEKTEUR:**

NUMERICAL EVALUATION FOR EACH COMPONENT OF THE ANALYTICAL REPORT NUMERIESE EVALUERING VAN ELKE KOMPONENT VAN DIE ANALITIESE VERSLAG	
	BILINGUALITY: TWEETALIGHEID: <input type="text"/>
1. THE TEACHER IN THE CLASSROOM SITUATION DIE ONDERWYSER IN DIE KLASKAMERSITUASIE	<input type="text"/>
2. THE EXTRA-CURRICULAR COMPONENT DIE BUIITE-KURRIKULÊRE KOMPONENT	<input type="text"/>
3. THE TEACHER AS A PERSON DIE ONDERWYSER AS PERSOON	<input type="text"/>
4. THE PROFESSIONAL IMAGE DIE PROFESSIONELE BEELD	<input type="text"/>
	MERIT ASSESSMENT (TOTAL): MERIETEAAANSLAG (TOTAAL): <input type="text"/>
SIGNATURE OF THE DISTRICT INSPECTOR: HANDTEKENING VAN DIE WYKSINSPEKTEUR: _____	DATE: DATUM: 19 / /

\*NOTE: THE SCALE FOR THE NUMERICAL EVALUATION OF THE CRITERIA APPEARS IMMEDIATELY AFTER THE DESCRIPTION OF EACH CRITERION IN THE GUIDE FOR THE EVALUATION OF TEACHERS.

\*OPMERKING: DIE SKAAL VIR DIE NUMERIESE EVALUERING VAN DIE KRITERIA VERSKYN ONMIDDELLIK NA DIE BESKRYWING VAN ELKE KRITERIUM IN DIE TOEPASLIKE GIDS.

SURNAME VAN	INITIALS VOORLETTERS	IDENTITY NUMBER IDENTITEITSNOMMER
NAME OF SCHOOL/INSTITUTION NAAM VAN SKOOL/INRIGTING		

**FOR COMPLETION BY THE SCHOOL/INSTITUTION  
VIR VOLTOOIING DEUR DIE SKOOL/INRIGTING**

DATES OF VISITS:

DATUMS VAN BESOEKE: (1) 19 / / ; (2) 19 / / ; (3) 19 / / .

**1. THE ASSESSMENT OF THE TEACHER IN THE CLASSROOM SITUATION  
DIE EVALUERING VAN DIE ONDERWYSER IN DIE KLASKAMERSITUASIE**

\* NUMERICAL EVALUATION  
\* NUMERIESE EVALUERING

**1.1 DISCIPLINE AND CLASS CONTROL:  
DISSIPLINE EN KLASSBEHEER:**

**1.2 GENERAL PLANNING AND LESSON PREPARATION:  
ALGEMENE BEPLANNING EN LESVOORBEREIDING:**

**1.3 LESSON PRESENTATION:  
LESAANBIEDING:**

**1.4 TEACHING SKILLS AND TECHNIQUES:  
ONDERRIGVAARDIGHEDE EN -TEGNIEKE:**

SURNAME VAN	INITIALS VOORLETTERS	IDENTITY NUMBER IDENTITEITSNOMMER
NAME OF SCHOOL/INSTITUTION NAAM VAN SKOOL/INRICHTING		

THE CLASSROOM SITUATION (Continued)  
DIE KLASKAMERSITUASIE (Vervolg)

1.5 CONTROL AND SUPERVISION OF PUPILS WORK:  
TOESIG EN KONTROLE OOR LEERLINGE SE WERK:

1.6 EVALUATION AND FOLLOW-UP OF PUPILS WORK:  
EVALUERING EN OPVOLGWERK:

1.7 ORGANISATION AND ADMINISTRATION:  
ORGANISASIE EN ADMINISTRASIE:

1.8 SUBJECT KNOWLEDGE AND INSIGHT AND USE OF DEPARTMENTAL GUIDANCE AND FACILITIES:  
VAKKENNIS EN INSIG EN BENUTTING VAN DEPARTEMENTELE VOORLICHTING EN FASILITEITE:

1.9 LANGUAGE COMPETENCE:  
TAALBEDREWENHEID:

TOTAL FOR 1:  
TOTAAL VIR 1:

SIGNATURE OF EVALUATOR:

HANDTEKENING VAN EVALUEERDER: \_\_\_\_\_

DATE:

DATUM: 19 / /

RANK:

RANG: \_\_\_\_\_

SURNAME VAN	INITIALS VOORLETTERS	IDENTITY NUMBER IDENTITEITSNOMMER
NAME OF SCHOOL/INSTITUTION NAAM VAN SKOOL/INRIGTING		

2 THE ASSESSMENT OF THE TEACHER IN THE EXTRA CURRICULAR SITUATION  
DIE EVALUERING VAN DIE ONDERWYSER IN DIE BUIE-KURRIKULÊRE SITUASIE

\* NUMERICAL EVALUATION  
\* NUMERIESE EVALUERING

2.1 INVOLVEMENT IN THE EXTRA-CURRICULAR PROGRAMME :  
BETROKKEHEID BY DIE BUIE-KURRIKULÊRE PROGRAM :

2.2 DISCIPLINE, LEADERSHIP AND INITIATIVE :  
DISSIPLINE, LEIERSKAP EN INISIATIEF :

2.3 ORGANISATION AND ADMINISTRATION :  
ORGANISASIE EN ADMINISTRASIE :

TOTAAL PUNTE  
TOTAAL VIR 2:

SIGNATURE OF EVALUATOR:  
HANDTEKENING VAN EVALUEERDER: \_\_\_\_\_

DATE:  
DATUM: 19 / /

RANK :  
RANG : \_\_\_\_\_

SURNAME VAN	INITIALS VOORLETTERS	IDENTITY NUMBER IDENTITEITSNOMMER
NAME OF SCHOOL/INSTITUTION NAAM VAN SKOOL/INRIGTING		

4. THE ASSESSMENT OF THE TEACHER  
AS A MEMBER OF THE TEACHING PROFESSION  
DIE EVALUERING VAN DIE ONDERWYSER  
AS 'N LID VAN DIE ONDERWYSBEROEP

THE PROFESSIONAL IMAGE :  
DIE PROFESSIONELE BEELD :

\* NUMERICAL EVALUATION  
\* NUMERIESE EVALUERING

4.1 PROFESSIONAL CONDUCT TOWARDS PUPILS, COLLEAGUES, EMPLOYER AND COMMUNITY :  
PROFESSIONELE GEDRAG TEENOOR LEERLINGE, KOLLEGAS, WERKGEWER EN DIE GEMEENSAP :

4.2 CONTRIBUTION TO THE BETTERMENT OF THE IMAGE OF THE PROFESSION :  
BYDRAE TOT DIE BEVORDERING VAN DIE BEELD VAN DIE PROFESSIE :

4.3 THE TEACHER AS A PROFESSIONAL EDUCATIONIST :  
DIE ONDERWYSER AS PROFESSIONELE OPVOEDER :

TOTAL FOR 4 :  
TOTAAL VIR 4 :

SIGNATURE OF EVALUATOR :

HANDEKENING VAN EVALUEERDER: \_\_\_\_\_

DATE:

DATUM : 19 / /

RANK :

RANG : \_\_\_\_\_

SURNAME VAN	INITIALS VOORLETTERS	IDENTITY NUMBER IDENTITEITSNOMMER
NAME OF SCHOOL/INSTITUTION NAAM VAN SKOOL/INRIGTING		

3. THE ASSESSMENT OF THE TEACHER AS A PERSON :  
DIE EVALUERING VAN DIE ONDERWYSER AS PERSOON :

\* NUMERICAL EVALUATION  
\* NUMERIESE EVALUERING

3.1 CHARACTER :  
KARAKTER :

3.2 PERSONALITY :  
PERSOONLIKHEID :

3.3 HUMAN RELATIONS :  
MENSEVERHOUDINGE:

TOTAL FOR 3:  
TOTAAL VIR 3:

SIGNATURE OF EVALUATOR:  
HANDTEKENING VAN EVALUEERDER: \_\_\_\_\_

DATE:  
DATUM: 19 / /

RANK :  
RANG : \_\_\_\_\_



**APPENDIX 4**

**Global Report of the Natal Education Department.**



**APPENDIX 5**

**HDE Form 400B : Evaluation of Teachers and Heads of Department  
in the House of Delegates.**

DEPARTMENT OF EDUCATION AND CULTURE

EVALUATION OF TEACHERS AND HEADS OF DEPARTMENT

PERSONAL PARTICULARS

Name _____	Nominal date of Appt. _____
Ref. No. _____	Date of Appt. to present post _____
Designation & Grade _____	Professional Qualification _____
Present Institution _____	Special Subjects _____
	Acad. Qualif. _____
	Relevant courses _____

SUPERINTENDENT OF EDUCATION (MANAGEMENT) :

1. CURRICULAR EFFICIENCY		2. CO-CURRICULAR EFFICIENCY	
1.1 Knowledge	<input type="checkbox"/>	2.1 Co-curricular Involvement	<input type="checkbox"/>
1.2 Planning and preparation	<input type="checkbox"/>	2.2 Effectiveness of Service (x2)	<input type="checkbox"/>
1.3 Presentation (x2)	<input type="checkbox"/>	2.3 Organisation and Admin.	<input type="checkbox"/>
1.4 Supervision of pupils' work	<input type="checkbox"/>	TOTAL	<input type="checkbox"/>
1.5 Evaluation Programme (x2)	<input type="checkbox"/>	3. CHARACTER AND PERSONALITY TRAITS	
1.6 Educ. objectives achieved	<input type="checkbox"/>	3.1 Human Relations (x2)	<input type="checkbox"/>
1.7 Organisation and Admin.	<input type="checkbox"/>	3.2 Personal Image (x2)	<input type="checkbox"/>
1.8 Class Control	<input type="checkbox"/>	TOTAL	<input type="checkbox"/>
1.9 Language Proficiency	<input type="checkbox"/>	4. PROFESSIONAL DISPOSITION	
1.10 Education Preparedness	<input type="checkbox"/>	4.1 Professional Pride	<input type="checkbox"/>
		4.2 Professional Attitude	<input type="checkbox"/>
		4.3 Involvement in Professional Activities (x2)	<input type="checkbox"/>
		TOTAL	<input type="checkbox"/>
		TOTAL SCORE	<input type="checkbox"/>

Assessment of each criterion is made on a seven-point scale.

1 - poor; 2 - weak; 3 - fair; 4 - satisfactory; 5 - good; 6 - very good; 7 - outstanding.

REMARKS (if any) \_\_\_\_\_

PRINCIPAL/SUPERINTENDENT OF EDUCATION

DATE: \_\_\_\_\_  
P.T.O.

## **Appendix 6**

**HDE Form 400A : Evaluation of Principals, Senior Deputy Principals,  
and Deputy Principals in the House of Delegates.**

ADMINISTRATION : HOUSE OF DELEGATES

DEPARTMENT OF EDUCATION AND CULTURE

EVALUATION OF PRINCIPALS, SENIOR DEPUTY PRINCIPALS AND DEPUTY PRINCIPALS

PERSONAL PARTICULARS :

Name \_\_\_\_\_ Nominal date of Appt. \_\_\_\_\_  
Ref. No. \_\_\_\_\_ Date of Appt. to  
present post. \_\_\_\_\_  
Designation \_\_\_\_\_ Prof. Qualification. \_\_\_\_\_  
Grade \_\_\_\_\_ Acad. Qualification \_\_\_\_\_  
Present Institution \_\_\_\_\_  
SUPERINTENDENT OF EDUCATION (MANAGEMENT) : \_\_\_\_\_

**1. CURRICULAR EFFICIENCY**

- 1.1 Planning
- 1.2 Organisation
- 1.3 Utilisation of Resources
- 1.4 Supervision
- 1.5 Evaluation of Staff (x2)
- 1.6 Evaluation of Pupils (x2)
- 1.7 School Atmosphere
- 1.8 Administrative Ability
- 1.9 Initiative and Resourcefulness
- 1.10 Professional Self development

TOTAL

**2. CO-CURRICULAR EFFICIENCY**

- 2.1 Co-curricular Involvement
- 2.2 Effectiveness of Service (x2)
- 2.3 Organisation of Activities

TOTAL

**3. CHARACTER AND PERSONALITY TRAITS**

- 3.1 Human Relations (x2)
- 3.2 Personal Image (x2)

TOTAL

**4. PROFESSIONAL DISPOSITION**

- 4.1 Professional Pride
- 4.2 Professional Attitude
- 4.3 Involvement in Professional Activities (x2)

TOTAL

TOTAL SCORE

Assessment of each criterion is made on a seven-point scale.

The respective scale values are :

1 - poor; 2 - weak; 3 - fair; 4 - satisfactory; 5 - good; 6 - very good; 7 - outstanding.

REMARKS (if any) \_\_\_\_\_

PRINCIPAL/SUPERINTENDENT OF EDUCATION

DATE : \_\_\_\_\_

RELEVANT EXPERIENCE :

POST HELD	PERIOD		INSTITUTION
	FROM	TO	

\_\_\_\_\_  
PRINCIPAL/SUPERINTENDENT OF EDUCATION

\_\_\_\_\_  
DATE