The perceived effects of a performance management programme on the professional knowledge attitudes and behaviour of temporary teachers at a metropolitan high school

Shiralee Jayne Donaldson

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THE PERCEIVED EFFECTS OF A PERFORMANCE MANAGEMENT PROGRAMME ON THE PROFESSIONAL KNOWLEDGE ATTITUDES AND BEHAVIOUR OF TEMPORARY TEACHERS AT A METROPOLITAN HIGH SCHOOL.

BY SHIRALEE JAYNE DONALDSON B.ED.

A THESIS SUBMITTED IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE AWARD OF BACHELOR OF EDUCATION WITH HONOURS AT THE SCHOOL OF EDUCATION, EDITH COWAN UNIVERSITY.

DATE OF SUBMISSION: 27 MARCH 1991
USE OF THESIS

The Use of Thesis statement is not included in this version of the thesis.
ABSTRACT

During 1988 the Temporary Teacher Performance Management Programme was introduced in Western Australian State high schools by the Ministry of Education. The purpose of the programme was to provide all temporary teachers with access to a full performance management process, including an induction and appraisal suitable to their background and the amount of time they have spent at the school.

This case study involved eight temporary teachers from a metropolitan high school. It examined their perceptions of the nature, function, determining factors and need for modification of the Temporary Teacher Performance Management Programme.

The major question underlying the research was this: From the metropolitan temporary teacher's point of view, what effect did the programme have on their professional knowledge, attitude and behaviour, and what were their perceptions for its future?

To answer the major research question several subsidiary questions were pursued. These included questions about the variation in what should have taken place during the programme according to Ministry guidelines and what actually did happen; what professional development occurred as a result of the programme; and what factors determined whether the programme had a positive or negative effect.
A qualitative study, using naturalistic data collection methods was undertaken to allow participants freedom of response and to permit insight into reasons for those responses. The main emphasis of the study was on discovery rather than the testing of theory. As a study of eight temporary teachers was not intended to produce generalizations that cover all temporary teachers' thoughts on the programme. Analysis of the data was based on participants' responses rather than a predetermined framework.

Information and feedback from the temporary teachers' point of view has already assisted in further development of the programme both at the school and Central Office level. It will also contribute to theory building in the area of teacher performance management. The exploration of the complexity of the participants' feelings and perceptions of the programme will provide a basis for developing hypotheses about the Temporary Teacher Performance Management Programme. The inquiry also may be considered a pilot study for future research.
DECLARATION

I certify that this thesis does not incorporate, without acknowledgement, any material previously submitted for a degree or diploma in any institution of higher education and that to the best of my knowledge and belief, it does not contain any material previously published or written by another person except where due reference is made in the text.

Signed:

Date: 12/7/91

ACKNOWLEDGEMENT

I would like to sincerely thank Dr Rod Chadbourne for his guidance and assistance with the production of this thesis.

I would also like to thank Ms Babs Helleman for her support during the research stage of this thesis, and Mr Mike Graham for his assistance with computers.
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CHAPTER 1

INTRODUCTION

THE NATURE OF THE PROBLEM

Before 1986 the performance of temporary high school teachers in Western Australia was appraised by subject superintendents in consultation with principals. The recent restructuring of the State education system brought about the demise of subject superintendents and a phasing in of a less centralized style of educational administration. With it came a new appraisal procedure which was developed by the Human Resources Directorate of the Ministry of Education.

Called, the 'Temporary Teacher Performance Management Programme' it was designed,

"To improve job performance and to raise the standard of teaching by building on teachers' strengths and by identifying and overcoming difficulties they may be experiencing" (Ministry of Education 1988:1).

In principle, under the new programme, a school-based advisory performance management group should formulate an induction and appraisal plan in consultation with each temporary teacher. In practice, it is causing concern amongst temporary teachers.
Temporary teachers are dissatisfied with the programme because they believe that there is no guarantee of appraisal comparability within the school let alone on a statewide basis. They are unsure about the extent to which the appraisal affects their job security and they believe that the professional development, which should be offered as a result of undergoing appraisal, has not materialized.

WHY THE PROBLEM IS IMPORTANT

Temporary teachers need to be professionally supportive of the programme if its intended outcomes are to be achieved. Reluctance on their part to constructively participate will impede progress towards a better standard of teaching.

The uncertainty with which the programme is viewed at present by the participants may produce low morale, high resignation rates and poor performance in the classroom. The resentment caused by forcing teachers to undergo what they believe to be an unfair system of appraisal threatens to undermine the programme's objectives. In addition, participation by teachers in a programme they are unhappy with, will adversely affect their motivation to build on strengths and overcome difficulties.
SIGNIFICANCE OF THE STUDY

The 'Temporary Teacher Performance Management Programme' has been in operation in schools since 1968, although it was disrupted considerably by industrial action in 1989.

Given the programme's short but chequered history, the Ministry of Education may need to review and revise current procedures and practices in the interest of improving outcomes for all concerned.

This study has already provided information and feedback from the temporary teacher's point of view to the Ministerial Taskforce Working Party concerned with the conditions and status of temporary teachers. Hopefully, then it has already assisted in the further developments of the programme at the school and Central Office level.

Data from the study can also be used by people developing the theory of performance management for teachers. What this study does is document the participants' perceptions of performance management rather than the system's perspective which is predominant in the available literature. By exploring the complexity of participants' feelings and perceptions, it should provide a basis for developing hypotheses in the future. Since the study is breaking new ground and as such may be considered a pilot study for future research. Also training institutions will be able to use the information to prepare prospective teachers for employment.
CHAPTER 2

LITERATURE REVIEW

INTRODUCTION

The literature on methodology will be discussed in the following chapter entitled 'Research Design'. This review focuses on some of the recent material published on performance management. In particular it is concerned with teacher performance management. The review endeavours to survey Australian, British and American research on the subject. Although some reference is made to important original sources before 1980, the review concentrates predominantly on literature published since 1980. Much of the available literature on teacher appraisal is concerned with the process of appraisal rather than its effect upon those being evaluated.

PURPOSE OF PERFORMANCE MANAGEMENT IN THE CORPORATE SECTOR

The Western Australian Ministry of Education has chosen to adopt performance management as part of the 'Better Schools Programme' which is based on the principles of corporate management. The introduction of this style of management into the public sector has been
largely based on developments in the corporate sector. Thus it is important to investigate the purpose of performance management in the corporate sector.

Baird defines performance management as the "identification, evaluation and development of individual performance" (1990:1). These three processes may serve a variety of purposes: staff development, management selection, salary planning and organizational planning. As desirable as these purposes may be, they can sometimes be in conflict with each other, especially when employees and organizations are looking for different outcomes from the appraisal.

Yager (1981) acknowledges that a performance management system can have a multitude of purposes. He argues that supervisors are often unclear about what purpose they should be pursuing. Uncertainty leads them to avoid appraisal where possible which, in turn, undermines the system of performance management.

Latham and Wexley also comment on the supervisor's reluctance to engage in performance appraisal,

"Performance appraisal systems are a lot like seatbelts. Most people believe they are necessary but do not like to use them. As a result, appraisal systems are often used reluctantly to satisfy some formal organizational or legal requirement... managers are ingenious at finding ways to bypass them" (in Gomez-Mejia 1990:22).
Studies such as the survey of appraisal practices by Frombrun and Laud (1983) suggest that appraisal for the purpose of systematically improving individual and organizational performance is largely underdeveloped. Their data, based on questionnaire returns from 20% of 1,300 large American corporations indicated that 89% linked appraisal to salary increases. They found that appraisal was used to give employees short-term feedback on their current performance but was not used to predict future performance or career planning for individuals. Frombrun and Laud concluded that the purpose of appraisal was narrow and that management had failed to use it as a tool in association with other parts of the human resource system. Corporations in the main had ignored information arising from the appraisals about the value of non-salary satisfactions such as increased job autonomy, learning opportunities and peer support.

Braddick and Smith (1977), who conducted a comparable study in Britain, found that focusing on individual improvement as a purpose for appraisal underestimates the importance of organizational factors over which individuals have no control. They found that organizational factors such as "climate, communications and departmental relationships", had no more effect on individual performance, than did formal appraisal. They also found that none of the documents used for appraisal by the surveyed corporations gave the supervisor the opportunity to explore the relationship between the organization and the individual for the purpose of future improvement. Their research led them to advocate using appraisal for the purpose of investigating the relationship of the individual to the organization as a whole. They believed that this would increase the limited changes which could be expected to result from individually based feedback and training.
According to Brinkerhof and Kanter (1980), performance management should have two purposes, evaluation and development. They believe that organizations are torn between the need to use secretive evaluations for salary purposes and open, negotiated participative goal planning for future development. They support the notion that organizational characteristics can affect the outcome of appraisal for the individual and take it a step further by suggesting that the supervisor's relationship with the organization will decide whether appraisal is used as a motivating exercise or as a punitive measure. On the positive side, the evaluation and development may motivate and improve individual performance and thereby organizational effectiveness. On the negative side, they give supervisors greater control over personnel and justify the withholding of monetary rewards and dismissals.

Whatever the intended purposes of performance management systems, they have been practised in Australia, Britain and the United States for twenty to thirty years and they have become firmly entrenched as part of the 'corporate culture'. In the case of the teaching profession, performance management systems are finding favour with governments struggling to cope with the pressures which are increasingly affecting organizations in the public sector as well as the private sector.

PURPOSE OF TEACHER PERFORMANCE MANAGEMENT

Turning from corporate organizations to schools, it becomes apparent that a variety of purposes are stressed by advocates of performance
management. These include induction, identifying teacher in-service requirements, serving as a means by which schools can improve student outcomes and making schools more accountable to the public. Hancock sees appraisal systems as ensuring that the teaching force is subjected to the same methods of management as those applied in other institutions.

"In the course of their daily work, teachers appraise their pupils continuously ... Yet by comparison with other professions they have been slow to accept the need to appraise each other and themselves ... it would be strange if a profession which is dedicated to drawing out the full potential of the young decided to neglect this means of developing both the individual members and the collective potential of the profession" (in Winter 1987:3).

Moore and Reid (1990) believe that performance management can be used to assist teachers reflect upon their own professional development needs in relation to new policy developments. They believe that teachers need to be prompted to face the impact that new policies will have on their fundamental teaching work load and see performance management as a means of forcing the issue of professional development. Performance appraisal can result in teachers being given a sense of ownership and control over the changes which they implement.

The Australian Schools Council (1990) suggests that an induction process should be the beginning point for all teachers in terms of professional development so that they may develop skills and knowledge necessary to be effective teachers. The Council maintains that an across-the-board model should be adopted for beginning teachers. The model contains four major elements which are, a reduced teaching load, on-going training opportunities, the provision of support by advanced skills teachers and
the provision of avenues for beginning teachers lacking in aptitude or commitment to quit the profession with minimum difficulty.

Improving student outcomes by improving student learning capabilities is the main purpose of teacher performance management according to Gainey (1990). He cites the need for supervisors of teachers to have first-hand knowledge of the teaching which occurs in classrooms and proposes that direct observation is the means by which to gain this knowledge. Analysis must follow observation in order to make judgments about how teachers can best assist students to grow and develop as learners.

During a period of high unemployment such as we are now experiencing a good education is seen as a pathway to employment. Parents who are taxpayers and voters, want the best for their children. Wragg (1987) points out that teacher appraisal is a means by which governments can show the public that the funds being allocated to teachers' salaries are well spent. From this perspective the purpose of performance management is to ensure that teachers are able to deliver the type of education which is acceptable to the local community.

Critics of teacher performance management attack it on the grounds of conflicting purposes. Kyriacou (1985) argues that it is not practical to appraise teacher performance standards for the purpose of linking them to student outcomes. This claim has a parallel in the management literature. For example, Hughes (1982) points out that, if an appraisee's performance is judged solely in terms of what she or he has accomplished
personally the appraisal has failed to take into account the impact of others' work upon the appraisee's achievements.

Several writers have warned against trying to make performance management cover the two purposes of evaluation and induction and development which applies as much to the teaching profession as it does any other profession. Wight (1985) argues that the two purposes are incompatible and could lead to a negative effect on job performance. According to Hughes (1982) attempts to judge and support teachers at the same time can have a confusing effect on both the supervisor and the appraisee. Overwhelmingly, advocates agree that if performance management for teachers is to be effective, its purposes need to be made absolutely clear to both the supervisor and the appraisee. Whyte concludes that,

"A precise definition of the purpose of the appraisal system is imperative: failure to do this can be not only inhibitory but also downright disastrous" (in Winter 1987:9).

SEPARATING EVALUATION AND DEVELOPMENT

Meyer et al (1965) researched key differences between the evaluation and development purposes of performance management. Their study of the appraisal process in the American General Electric Company revealed major problems with attempts to simultaneously record a justification for salary action (evaluation) and motivate employees to improve performance (development). Meyer and his colleagues concluded that annual performance appraisals should be dropped in favour of more
frequent and informal discussions of performance where no comments or marks would be recorded. They also recommend that salary action discussions should be held separately with new emphasis placed upon goal setting and problem solving.

The Meyer et al study was influential. Since its publication others have found that performance management is more effective when discussion of evaluative matters such as communication of salary decisions, and discussion of developmental issues, such as career development, are not carried out as part of the same programme. For example, Randall et al (1984) advocate separating not only the purposes of performance appraisal but also the supervisors who carry out the tasks of appraisal for the different purposes. With regard to the separation of the two purposes Kelly and Taylor state that,

"This places the administrator in a potential role conflict situation, for they are often expected to be helpful and non-threatening while supervising instruction. On the other hand, they regularly make judgemental, evaluative statements concerning the teacher's instruction" (1990:103).

After surveying both teachers and supervisors at sixty schools in Colorado they found that both groups agreed that evaluation and development should be kept separate in the performance management process.
SEPARATING PERSONALITY AND JOB PERFORMANCE JUDGEMENTS

Performance management systems have existed in two forms for many years. One system involves the subjective rating of appraisees using intangible criteria such as initiative and ethics, and requires the supervisor to let the appraisee know where his or her deficiencies are. Banner and Cooke refer to this model as a "morale depleting, tension producing exercise in frustration" (1984:327). Performance management based on personality traits has a major flaw: people with serious personality 'defects' may achieve high levels of work performance.

Appraisal based solely on judgements of personality is now largely discredited as behavioural expectations become a more relevant focus for performance management. Stewart and Stewart (1981) and Latham and Wexley (1981) take a similar line in their books on performance management. They divide appraisals into those based on personality traits and those based on behavioural criteria. Both books recommend that organizational goals are best served by assessment of job-related tasks.

McConkie (1983) offered the Management by Objectives approach to appraisal, as a positive approach to appraisal because it was more objectives centred than trait centred. It seemed to be a powerful means of clarifying job requirements and fitting appraisal into the overall system of organizational objectives. The system assumes agreement on objectives by the supervisor and appraisee, which in practice may be difficult to achieve. Cummings and Edwards look at appraisal techniques according
to whether they are "job related, reliable, valid, standardizable and practical" (1984:30). The Management by Objectives system does not rate highly in any of these areas except in that of job related criterion.

METHODS OF APPRAISAL USED IN PERFORMANCE MANAGEMENT

Appraisal schemes may be criterion referenced or norm referenced. Different instruments can be used with each. For example, rating scales or some kind of ranking system.

Rating scales are a widely used form of appraisal according to the literature. They may tap personality or performance qualities or both. Two well known factors affecting the validity of rating scales are the tendency of evaluators to recall the appraisee's most recent performance and a tendency of evaluators to recall the appraisee's best performance. Bazerman and Beekun (1982) believe that either of these two factors can cause errors in appraisal. Murphy et al (1982) tested this theory. They proposed that when judgements are based on recall, the evaluator tends to rely on perceived personality traits rather than actual performance. Graves (1982) distinguishes between appraisals which require ratings and centre upon job objectives for the individual, and comparative methods which require employees to be compared and ranked. There are two major problems with ranking employees. Firstly, it does not signal the difference in performance between employees: For example, there could be a significant difference in performance levels between the employee ranked as number one and the employee ranked as number two.
Secondly, there is no room for individual performance objectives: Ranking can use only a single set of global criteria.

A number of sources of appraisal can be used regardless of whether the appraisal is evaluative or developmental and based on a ranking or rating scale.

Advocates of self-appraisal believe that it ensures commitment on the part of the appraisee. If it cannot be used as the only component of appraisal for reasons of credibility or comparability then it should at least be a major component for those reasons. Bollington and Hopkins state that,

"Opportunities for self-assessment and reference to personal standards of performance strongly influence a teacher's sense of effectiveness and his or her motivation" (1989:172).

In practice it is important that, before any element of self-appraisal is introduced to a system, teachers understand their roles and responsibilities. These must be discussed and agreed upon by the supervisor and the teacher, before any effective self-appraisal can take place. Bednall states that,

"A vital part of evaluation procedures, therefore, is a clearly defined statement by the school of the ethical expectations it has of its teaching staff" (in Lokan and McKenzie 1989:51).

Given their autonomous role in the classroom and the private nature of their preparation and delivery of lessons, many teachers may trust the judgement of colleagues who are subjected to the same conditions rather
than reduced load senior teachers or non-teaching deputies who are their appraisers. Wragg (1967) acknowledges that although immediate supervisors are usually responsible for the appraisal, teachers prefer peer-appraisers who have a comprehensive view of their performance and the conditions under which the performance is given. Peer-appraisal has potential advantages. Darling-Hammond et al noted that peer appraisal,

"Covers a broader spectrum of performance, encompassing not only performance in the classroom, but intentionality (what the teacher intends to have happen) and other teaching behaviour as exhibited by assignment and grading practices" (in Hopkins and Bollington 1989:174).

Student opinion about teacher performance is seldom used for the purpose of appraisal unless the students are at a tertiary institution. Scriven (in Lokan and McKenzie 1989) believes that provided students are given appropriate training in how to assess teacher performance they can be a valuable source of appraisal. When the process of involving students in appraisal is carefully planned in advance, student input about certain aspects of teaching can be useful. Baxter comments,

"Although learning and the evaluation of learning should be a collaborative affair, student opinions should only be sought on matters upon which they are fit to comment" (1987:17).

Whichever combination of referencing system, evaluation instruments and sources of appraisal are used, it is essential that they are accompanied by a realistic level of support. As Reid and Moore point out, "any teacher appraisal scheme has resource implications" (1990:19).
CONCLUSION

Schools are not entirely different from other organizations. If performance management is to become a widespread practice, much can be learned from the available literature on corporate performance management. For example, the system should provide an opportunity for teachers to reflect on their own performance in consultation with their peers, students and supervisors. The school needs to make its directions absolutely clear so that it provides a context in which the teacher can strive to improve performance. Ideally, the elements of evaluation and development should be separate and appraisal should involve an approach where the needs of both the school and the teacher are satisfied.
CHAPTER 3

RESEARCH DESIGN

THE RESEARCH QUESTION

The major research question underlying the study was this:

According to temporary teachers, what effect has the Temporary Teacher Performance Management Programme had on their own professional knowledge, attitudes and behaviour and what are their suggestions for the programme's future?

This question was intended to focus the investigation upon the perceptions, experiences and observations of the participants in relation to induction, appraisal and professional development elements of performance management.

SUBSIDIARY QUESTIONS

To answer the major research question, the following subsidiary questions were pursued. In each case, the questions were intended to seek answers from the participating temporary teacher's point of view.
1 Were there any discrepancies between what should happen in principle (according to the Ministry of Education guidelines), and what did actually happen when the programme was put into practice, and what factors account for any variation?

2 How did the programme affect the temporary teachers:

   a) knowledge of their own teaching ability, level of professionalism and educational practice, as well as their knowledge about the Induction and appraisal procedures of the performance management programme.

   b) attitudes about their own personal worth and professional identity, particularly in relation to teaching, career aspirations, students, colleagues and employer;

   c) behaviour with regard to classroom performance, participation in professional development, school programmes and interpersonal relations with other staff and students.

3 What professional development occurred as a result of the induction or appraisal?

4 What factors determined whether the programme had a positive or negative effect?

5 What modifications, if any, are necessary in order to make the programme a more positive experience for temporary teachers?
CONCEPTUAL FRAMEWORK

A qualitative study using naturalistic, ethnographic data collection methods rather than a quantitative study using positivistic data collection methods was used to allow participants complete freedom of response and to permit insight into the reasons for those responses. The main emphasis of the study was on discovery rather than the testing of predetermined theory.

The relationship between the literature and field data was interactive. Information gained from the ongoing literature review helped to construct the framework for organizing and analysing data collected from participants. It also assisted with the selection of relevant questions, and set a broader context for assessing the significance of the programme.

To find answers to the central and subsidiary questions, a case study strategy was adopted. The school was selected on the basis of the twenty-four temporary teachers working there and the researcher's access to them. With a large number of temporary teachers to choose from, the likelihood of recruiting the participants from a wide range of subject areas, and with a variety of experience was increased. Murphy (1960:79) advocates this approach when advising researchers to seek a variety of perspectives on key issues.

The researcher had previously taught at the school and subsequently made frequent visits in her capacity as a District Office School Development Consultant. This assisted in establishing rapport and open and honest relationships with the participants.
It should be mentioned that prior to commencing the study the researcher formed certain impressions as a result of: speaking with secondary and primary temporary teachers who were not involved in the study; being a member of a Ministerial Taskforce Working Party set up to investigate conditions and status of temporary teachers; and reviewing current literature. These impressions helped construct a preliminary framework for the collection of data. The framework, however, was a starting rather than a finishing point, and was not used to restrict the collection of data. All information given by participants was fully and faithfully recorded and not selected to fit a predetermined framework. Woods advocates this approach when he says,

"Concepts emerge from the field and are checked and re-checked against further data, compared with material, strengthened and perhaps re-formulated" (1986:247).

As a means of ensuring that a comprehensive range of information was collected and that the interviews did focus on key issues, as defined by the participants, a preliminary framework was constructed from literature and pilot interviews with six teachers from another school. It included the following items from which an interview data prompt scheme was devised:

1 The process factors; for example, where when, how and by whom the participant was inducted and appraised.

2 Participants’ feelings about induction and appraisal; for example, how the programme made them feel about their professional identity, performance management and their employer.
3 Any new knowledge which resulted from their experience with the programme; for example, subject content, classroom management and programming.

4 Attitude changes which occurred as a result of new knowledge; for example any changes in their confidence or commitment.

5 Behaviour changes which occurred as a result of attitude; for example, changes in involvement in extra curricula activities.

6 Options and alternatives to the programme and the outcomes and implications of each option and alternative.

Although this tentative framework was used to organize and analyse data initially collected, it was modified to include data which fell outside of it. In accordance with Goode and Hatt (1952:186) the data prompt schedule was devised to allow the interviewer to focus on key issues while phrasing questions in a manner which best enabled each participant to understand the question.

PROCEDURE

To allow for an in-depth exploration of participants' perceptions about what effects the programme has had on their knowledge, attitudes and behaviour, the following procedure was used.
A pilot study was conducted in a similar school to indicate the extent to which the preliminary framework was relevant and what modifications, deletions and additions were necessary.

A sample group of eight teachers was selected from a senior secondary school which had twenty four temporary teachers. Participants from the following categories were included:

1. Teachers with less than three years experience
2. Teachers with more than three years experience
3. Male teachers
4. Female teachers
5. Teachers who had undertaken country service
6. Teachers who had not undertaken country service
7. Teachers from a broad range of subject areas

The backgrounds of the participants and their experience with the Ministry of Education had a bearing on the responses which were given. In the participants' own words, their reasons for being temporary were:

"I am temporary because I do not know how long I will be staying here in WA. I am teaching to support myself studying, so to be permanent and posted somewhere else is not good."

"I might not fit into the normal mould because when I finished teachers' training my husband was in business and he was too busy for me to concentrate on full time teaching so I chose to teach part time. You cannot gain permanency as a 'part timer'."

"I am temporary because I came back from the country early and they made me temporary. There was a mix up; they told me that I would automatically be permanent on probation because I was posted to a remote location. I wanted it and it never came. I rang them and someone else said it was not
automatic. I hated where I was and saw a chance to come back at the end of the year and took it."

"When I applied out of teachers' college, I applied for permanent on probation saying that I would go anywhere but I attached a letter saying that I would prefer not to go to the country for a number of reasons. So they gave me a posting to a city school and said that because of my restricted application I would be temporary. They took the letter as excluding me from country service and appointed me temporary. The next year I was told I would be re-appointed to my present school as a temporary teacher and that I would have to make a decision the following year on country service."

"I am temporary because I cannot do country service and they have used me as a floating resource for eight years. I have not been at the same school for more than a year to allow me to apply for permanent on probation. Although they have sent me back to a couple of schools two and three times it has never been in consecutive years. When I did try to apply for permanency in 1987 I was asked to go to the country. I said I could not go and was sent to another school where I was given 3/5 over five days. I contacted the union and the Ministry gave me another position at another school and I was told to withdraw my application for permanency. I have never applied again. I let it go because I needed to get a job."

"I am temporary because I could not go to the country. I did apply for permanency but I was told to withdraw my application. When I refused I was sent a letter telling me I was not eligible because there are two criteria - experience and availability for country service. I said I am now willing to go to the country. How much longer do I have to teach? I now teach full time and have worked for twelve years part time."

"I just came from studying to here as a temporary."

"I got a city posting, got involved and couldn't go to the country."

Since the majority of temporary teachers at the school are female, there is an Imbalance of the sexes in the sample. There were three males and five females.

All participants were volunteers and not subject to random sampling procedures because the study was exploratory in nature and not an
attempt to establish generalizability across the state. It was important that participants were prepared to willingly describe their experience. Gay (1987:116) explains that the use of volunteers is a major source of bias in any study because the responses of those motivated to participate in the study may not be typical of those made by non-volunteers. Eight participants were selected rather than less, to allow for broad representation and to allow for the possibility of attrition. One participant found employment in the private sector while another withdrew from the interview schedule in anticipation of Interstate employment so their comments were only recorded at an initial formal interview.

The interview format involved the collection of baseline descriptive data and the asking of open-ended questions together with clarifying unstructured questions. Goode and Hatt suggest using clarification questions to ensure the researcher, "...understood the response and that it was actually a response to the question" (1952:201).

The preliminary conceptual framework was used to prompt responses in cases where the participants did not volunteer information.

In the months leading up to the first formal interview, time was spent developing a collegial, non-threatening relationship with each participant. This relationship was characterised by trust and supportive interaction. In Murphy's view this is vital to ensure that questions do not "fall flat" (1980:67).
Two formal interviews were conducted with six participants, one before appraisal and one after appraisal. Summary sheets were made after the first interview to identify the main themes and target issues for the next interview. Interviews were held in term 2, and after appraisal which occurred for some participants in term 3 and for others in term 4.

Responses made at each interview were recorded on tape and the participants were given copies of the transcripts of the first interview to check for accuracy and add any further information.

The information collected included unsolicited as well as solicited comments from the temporary teachers. The participants made the unsolicited comments by telephone or by approaching the researcher who was often in the school on other business.

Duigan's method of reaching conclusions (1981:289) was used to compare the researcher's interpretations with those of the participants. After each participant had been given a copy of the draft thesis chapter which contained their responses they were asked to clarify, modify and verify any of the comments which were contained in the chapter.

The services of an external auditor were used as a final check to ensure validity. A School Development Officer performed the task of checking the accuracy of the recording of participants' comments and the researcher's interpretations. Three participants were randomly selected to be informally interviewed at the school by the external auditor.
ANALYSIS OF DATA

All data collected was subject to what Woods terms 'speculative analysis' (1986:120). This involved the researcher writing reflective comments beside the transcripts of the participants' comments. Carroll describes this technique as,

"...operating in partnership with participants, keeping dual accounts of their own (researcher's) observation alongside participants' comments" (in Goetz and LeCompte 1982:42).

The object here was to link the temporary teachers' comments with points made in the literature and elsewhere and to identify the direction of future enquiries.

Data embodied in the transcripts was ordered in a systematic way by identifying major categories or issues which in turn fell into groups. The object of this ordering of data was to organize material in a manner which was conducive to concept formation. The formation of concepts involved the identifying of several pieces of data or issues which seemed to have certain commonalities about them. Patterns emerged from the data and were not imposed on the data by a rigid framework.
VALIDITY OF DATA

The following steps were taken to ensure that the participants' perceptions were accurately collected and presented and not distorted by interviewer bias and misconception: rapport was established to elicit open and honest responses; interviews were taped; transcriptions of interviews were discussed with participants to give an opportunity for verification; drafts of the thesis were presented to the participants for comment; an external auditor was used to verify the transcripts and the researcher's comments after the final interview.

ETHICAL CONSIDERATIONS

As is the case with all research, ethical considerations were made. The researcher made every effort to ensure that the participants were completely informed about the nature and purpose of the study. The principal, who gave permission for the research to be conducted, was also made aware of the nature and purpose of the research. Anonymity was preserved on a number of levels: the school remains anonymous and the participants remain anonymous. In order to ensure anonymity within the school, bearing in mind the small sample, the researcher has recorded the participants comments in such a way that no one participant can be identified by their responses. Participants were given the opportunity to delete their own comments from the draft thesis.
CHAPTER 4

FINDINGS

INTRODUCTION

Since 1988 all temporary teachers have been subjected to a performance appraisal on a yearly basis at a metropolitan Senior High School, which for the purpose of this study will be known as 'Fandale'. Fandale produced a document of its own which showed that it would endeavour to adhere to the format outlined in the document 'Performance Management: Temporary Teachers' which was issued by the Human Resources Directorate of the Ministry of Education. This Central Office document describes in detail who should be appraised, who should do the appraisal, how it should be done, and how to complete the relevant forms. It also distinguishes between appraisal and induction as parts of the performance management process. Judging from information gathered from the participants, there were a number of discrepancies between what should have happened according to the Central Office document, and what actually took place at Fandale.

Induction was not provided for any of the participants, many of whom were either new to the school, qualified as beginning teachers (those with less than three years experience) or were seeking permanent on probation status. Appraisal interviews were not conducted at the end of each semester to examine teachers' strengths and weaknesses and plan
strategies for the next semester. Instead, the participants were required to attend an interview with the principal where they were given their performance appraisal form (see Appendix 1). This form had been completed by their senior teacher and the principal had filled in the temporary teacher appraisal section of the form. Teachers applying for permanent on probation status were simply informed that their appraisal had been completed and that the documentation, including their temporary teacher appraisal had been sent to Central Office.

Several factors may have contributed to the discrepancy between what should have happened and the events which were described by participants. Industrial action by senior teachers, taken in order to gain access to level 4 salaries in the new broadbanning system, curtailed the induction process. The withdrawal of their 'goodwill services' meant that administrative duties were only performed during periods allocated for that purpose. The senior teachers as a group made a priority list of tasks to be completed during administration periods and performance appraisal ranked lower than discipline on the list. Discipline takes up a very large proportion of senior teachers' time at Fandale. The senior teachers' order of priority signals a reluctance to engage in performance management. It represents what Latham and Wexley refer to as a supervisor's strategy to avoid carrying out appraisal (in Gomez-Mejia 1990).

Another factor which contributed to the principles and practices of performance management at Fandale was a change in administrative staff. Midway through the programme the incumbent principal took leave and a deputy principal became acting principal. As a result, duties and roles were significantly changed for members of the administration team.
This reduced the amount of time which members of the administrative staff could devote to temporary teacher performance management in terms of advisory group meetings and other meetings with the participants.

A third factor which accounted for the discrepancy was the climate of the school at the time. Performance management was introduced hot on the heels of Unit Curriculum and in the middle of changes to upper-school subjects. During 1989 all new Central Office initiated programmes were beset by industrial action. Fandale had already undergone a number of significant changes and performance management was viewed as yet another change to be implemented before sufficient time had been allowed to consolidate those which preceded it. Marland (1986) and Baxter (1987) both argue that schools need to be ready for appraisal before it is introduced. As part of this readiness,

"Appraisers should process or develop the necessary observation, interview and human relations skills, and have their roles clarified in detail"(Baxter 1987:19).

Although Fandale was used to looking critically at the processes it employed to improve student outcomes prior to 1988 it had never judged teacher effectiveness in carrying out these processes in a formal way. Those involved in the appraisal of the participants had not received any specific training to assist them with the new performance management procedures.

The system of performance management upon which the participants based their comments was the one they experienced, not the one the Ministry's Human Resource Directorate would see as being ideal. The
The temporary teachers' responses to the Fandale programme was one of opposition to its existence. However, as the study progressed it became evident that they were opposed to any programme of performance management administered exclusively to temporary teachers.

OPPOSITION TO THE SCHOOL PERFORMANCE MANAGEMENT PROGRAMME

The overwhelming response which emerged from the interviews with participants was their negative feeling towards the programme as they perceived it. Despite being given every opportunity, participants made very few positive comments about the programme. Therefore it is important that the reasons for their opposition to the school performance management programme be analysed in conjunction with the effect the programme has had on their professional knowledge, attitudes and behaviour.

All the participants saw the performance management programme as discriminatory and unjustified. They felt singled out and confused as to why they should be appraised any more than other teachers. Those who
were temporary by circumstance and not choice were extremely unhappy about being forced to undergo appraisal. As one experienced participant put it,

"I do not think that temporary teacher means 'lesser professional' and I feel quite strongly that we should not be singled out after a certain point, say two years, for appraisal."

Other factors which participants identified as producing opposition were the programme's hidden agenda, its mandatory and threatening nature, and its uselessness. Although the published aim of the programme is concerned with teacher improvement, the programme ratings from the temporary teacher returns are used by staffing officers for the purpose of re-employment. This lack of openness with regard to the purpose of appraisal has contributed to what Marland describes as,

"The threat, as it is seen, of appraisal as a chimera, looming threateningly and foully over our shoulders" (1986:169).

Temporary teachers at Fandale were given no choice in whether or not they wished to take part in the performance management programme. It was clear in a statement issued by the principal that any temporary teacher wishing to be re-employed by the Ministry in 1991 must undergo appraisal. This produced opposition because as Baxter says,

"Imposed evaluation implies criticism and dissatisfaction" (1986:19).

The system's failure to provide any special resources to assist temporary teachers improve their performance as a result of appraisal made the
programme an exercise in futility for many of the participants. Support was already available in the school for teachers who wished to access inservicing or senior teacher assistance. A formal performance management programme appeared to be unnecessary because it offered initially nothing extra in this area. Montgomery maintains that “Evaluation without enhancement is sterile” (in Marland 1986:169).

Opposition to the programme seriously undermined the achievement of its stated aim, particularly in relation to professional knowledge, attitudes and behaviours of the temporary teachers.

THE PROGRAMME’S EFFECT ON TEACHER KNOWLEDGE

Since the aim of the performance management programme is to improve job performance and raise the standard of teaching, it stands to reason that teacher knowledge must be increased in order for that to happen. Teacher knowledge can be defined as all that an individual knows and understands about the theory and practice of teaching.

During the interviews, participants were asked questions which sought to clarify what they had learned, what they expected to learn and what they did not learn as a result of the programme. Their responses fell into seven categories, namely knowledge of: Central Office views on professionalism; their own teaching ability; their colleagues’ teaching
ability; the induction process; the final appraisal; the purpose and functions of the programme; school and Central Office politics.

Perceptions of Central Office Views on Professionalism

The temporary teachers believed that participating in the programme gave them knowledge of how the school and Central Office viewed their professionalism. The fact that the programme for improvement was not confined to beginning teachers who could have been reasonably expected to require assistance in adjusting to the school environment, and yet did not encompass all teachers was significant to the participants. It indicated that they were not viewed as being as professionally competent as their permanent colleagues. All participants saw themselves as competent and no more in need of a programme for improvement than permanent staff members.

Self-evaluation, to the majority of participants, was an activity in which they were constantly engaged in order to ensure a high level of learning took place in the classroom. It was deemed to be a very important component of professionalism. According to one participant,

"As a professional I think you modify your behaviour automatically without someone else having to write it down for you. This system is possibly thought up by some people who have been dealing with children for too long."
Roe and McDonald support the participant's comment by stating that,

"A professional teacher is one who is constantly engaged in self-appraisal through the modification of teaching practice as a result of marking student's work" (in Baxter 1987:20).

The imposition of a programme which requires others to evaluate what takes place in the classroom was seen by the temporary teachers as a Central Office and school criticism of their self-evaluative abilities and professionalism.

**Knowledge of Teaching Ability**

The participants also saw the teacher's ability to assist students to learn as an aspect of professionalism. They agreed that the categories on the Personnel Appraisal Form focused on tasks which would help teachers to improve, except those which were not relevant to particular subject areas. However, most of the participants believed that they were already aware of areas where they needed to improve. For example, one said,

"I think you know personally whether you are doing a good job or whether you could improve."

The participants identified three specific areas of teaching where a change in knowledge could enhance teaching ability. These areas could be defined broadly as subject content, methodology and classroom performance.
In the area of subject content one participant indicated a willingness to seek further knowledge for appraisal purposes,

"If they give me notice about when I am going to be assessed then I probably will do some extra research on my content because I want to give 100% effort in this day and age when it is hard to get a position in my subject area."

Another participant indicated a willingness to seek extra knowledge in a subject area but not as a result of the programme,

"I do not do any extra reading or anything in my free. I try to get my school work done at school. I subscribe to journals but I read them at home. It has nothing to do with being assessed. I do not get enough time off to browse through journals (at school)."

Since the programme did not involve an Induction component and the scope of the appraisal was limited to the tasks set out on the appraisal sheets, most of the participants agreed that their knowledge of methodology was not significantly extended as a result of the programme. Their knowledge of alternative procedures for teaching particular aspects of courses, remained largely unchanged because these things were not listed as items for appraisal. One said,

"This will make no difference to my knowledge, it has not given me a knowledge of methods or anything."

According to the participants the programme had virtually no effect on their knowledge of teaching practice until the final appraisal took place because of the way in which it was conducted. They defined teaching
practice as the tasks set out on the appraisal form. One teacher represented colleagues' views by saying,

"I do not think my knowledge about my teaching practice will change but I will have to wait until I am appraised to find out."

Knowledge of Colleagues' Teaching Ability

"If a teacher who is seeking improvement is made aware of the overall rating for his or her colleagues participating in the programme, the teacher may perceive a need for improvement and will try to achieve it" (Centra in Baxter 1987:21).

In contrast to what Centra states the participants did not place great value on the ratings of others as a measure of their own teaching ability. Comparability within the school was almost impossible to ensure and therefore participants did not think their knowledge of their colleagues' teaching abilities could be altered on the basis of what they considered to be a subjective appraisal. In the words of one temporary teacher,

"I do not think that the different ratings give me a greater knowledge about what is going on in other classrooms. It is just too subjective. I guess really that the only thing you can do is have a look yourself."

The participants found it difficult to compare themselves with others due to different circumstances they found themselves in, that is different
appraisers, subject areas, timetables, classes, extra curricula activities and interpersonal relationships. Thus,

“To give someone a rating of 1, 2, 3, 4 or 5 is subjective. It must incorporate interpersonal relationships. To say, they got a 5 and I got a 3, I will have to lift my game, is not right.”

Since the participants had limited knowledge of their temporary colleagues’ teaching abilities and little confidence in the programme as an indicator or those abilities, they did not believe the rating allocated to others could be used as a means by which to measure their own abilities. Nor did they think that knowledge of their colleagues’ teaching abilities should be used a basis for comparison. A common view was,

“I see ourselves as equals rather than putting ourselves above each other.”

Waldman and Kennett (1990) warn of the dangers of appraisees competing for and comparing ratings. They believe that competition within the workforce must be minimized in order to ensure that performance management concentrates primarily on development for the teacher.

Knowledge of the Induction Process

The temporary teachers at Fanadale received no real consultative Induction. As part of the programme some were involved with their senior teachers in planning and induction but the meetings consisted of being
told what the senior teacher expected and how appraisal would be conducted.

In the document 'Guidelines to Performance Management' produced by the Ministry of Education's Human Resources Directorate, the process of performance management is defined as having three phases, 'the preliminary interview, review interview and the appraisal interview' (1988:1). The following points are made in this document: During the preliminary interview an induction plan is agreed upon by the teacher and supervisor and is an important goal setting stage. The goals should be restricted to areas of highest need, as agreed upon by the teacher and the supervisor. Experienced teachers or high achieving teachers are not excluded, they can work towards maintaining high standards. And according to the document induction plans should include,

"What is to be achieved, when it is to be achieved, how it is to be achieved, standards to be met and measurement criteria" (1988:2).

Some participants were not given any opportunity to engage in discussion about these aspects of performance management. This lack of co-operative planning was typified by these comments,

"I have not been involved in an induction plan and I was not asked if I wanted one either."

"There is no induction, just photocopied stuff in your pigeon hole. It just said this is what happens... there will be a person to appraise you."
As far as the participants were concerned, the advisory group did not assist them to increase their knowledge of the induction process. The group did arrange an 8.00 am meeting, possibly to explain the induction process to all temporary teachers. However, none of the participants were able or willing to attend for a variety of reasons: disinterest, Industrial action, transport arrangements, family commitments and other school commitments. As a result,

"There is no induction plan that I am aware of. Perhaps there could be? It could have been explained at a meeting that was held last week. I could not attend at 8.00am."

Blake and Jaques point out that the process of induction, a negotiated setting of goals, is of paramount importance in any performance management when they say,

"The impetus for appraisal or the identification of developmental needs should be those of the individual him/herself" (1990:36).

**Knowledge of the Final Appraisal**

The management group did assist the participants to increase their knowledge about the appraisal itself by documenting how ratings would be allocated and distributing it to participants. As described by the participants,

"The ranking criteria were defined by the deputies, principal and senior staff. Temporary teachers had no say in deciding. I think temporary teachers could have gone to the meeting where the criteria were decided but we were not aware if we could
have for sure. Other people involved in giving an appraisal on temporary teachers also attended.

"As it is now I had something shoved in my pigeon hole yesterday which says this is what a 5 is, this is what a 4 is etc. That is what they came up with that is all we know so far."

One temporary teacher attended a meeting which was advertised in the 'Senior Staff Notices' and found,

"There were no other temporary teachers there but I sat down. It sort of hamstrung them a bit because there were some things they wanted to say about temporary staff but could not. It was good for me to see the types of things that they were looking for but I think everyone should have been invited."

Knowledge of the Purpose and Functions of the Programme

The participants had different understandings about what the programme was supposed to be used for and what it was actually used for. Several factors account for this variation such as the type of communication the temporary teachers had with staffing officers, senior teachers, administrative staff and teachers from other schools, and the type of experiences they had with the programme in others schools. All participants were aware of the stated purpose of the programme and most had a knowledge of the programme's function as a staffing mechanism, but there were different opinions on its primary purpose. Most participants rejected the objectives outlined on the front of their performance management form as true statements of the programme's purpose,
“This appraisal is not for improvement. If it were then we would have been part of the appraisal planning. Professional development has never happened and I cannot see it happening this year either.”

“The aim that is stated on the front of the form is not the understanding with most teachers and if it is the case then they really need to look at it again. I do not think it has anything to do with professional development.”

The participants saw the programme as serving three major purposes: the allocation of employment in various subject areas; the allocation of schools; and the allocation of permanent on probation status. One temporary teacher summed up the views of colleagues by saying,

“I reject the statement that it is for improvement. It is not. It is for establishing numbers for jobs. It gives teachers a rating which helps Central Office make their decisions.”

The programme was also used to determine placement in particular schools, according to some participants,

“So much emphasis is placed on it. If I do not get a reasonable score it may be ..........(an outback school). I only found out through my senior teacher. I did not know about any of this at all. I was not concerned about appraisal until my senior teacher told me. I have read through all the forms and it does not say anything about that here.”

“There have been a lot of people playing games with temporary teacher returns to manipulate staffing.”
Another participant said that there may be a direct link between the attainment of permanent on probation status and the appraisal rating,

"I do not know for sure that the appraisals were used for allocating permanent on probation but I do know that the other two people in the department who received different ratings last year received permanent on probation and I did not."

Only one participant thought that the appraisal rating resulting from the programme did not serve as a staffing mechanism,

"No one has officially told me what appraisal is for. I do not think it has any bearing on the way jobs are given out. I think there is a list and you are given the jobs that are available."

It is difficult for the participants to acquire knowledge from a programme whose purpose is unclear. At Fandale lack of clarity may have resulted from mixed messages given by the school and Central Office. A staffing officer did visit the school during a staff meeting and pointed out that most temporary teachers should expect a 3 (satisfactory rating). It was not explained that teachers who received a 5 (outstanding) or 4 (highly satisfactory) were given preference in employment placements. This information was available by telephoning any staffing officer but the temporary teachers were not told that during the staff meeting.

The Central Office documents which outline the Induction and appraisal processes state that the aim of the programme is to improve teacher
performance. If this is the case then why should a teacher who has attained an outstanding rating need to be appraised every year? A Central Office spokesperson stated on 19 September 1990 that,

"They do not need to be, in fact, no temporary teacher needs to be appraised every year. They can elect to use their appraisals from as far back as 1988."

The Acting Senior Consultant of Staffing confirmed that statement on 17 October 1990 and added a qualifier,

"Staff who have remained at the same school since 1988 can elect to keep their final appraisal from as far back as 1988. Those staff who have changed schools since then must undergo an appraisal in their new school. Staff cannot elect to undergo appraisal and then ask to keep a previous appraisal rating if the current one is lower."

Fandale did not give temporary teachers the option of appraisal when it released its own document on 11 May (see Appendix 2). On the contrary, it made appraisal mandatory for all temporary teachers seeking re-employment with the Ministry of Education in 1991. From all indications, none of the temporary teachers knew they could use ratings from previous years rather than be appraised in 1990.

Knowledge of School and Central Office Politics

An unintended outcome of the programme was an increase in the temporary teacher's understanding of school and Central Office politics.
Many of the participants indicated that they now had a greater knowledge of the school and Central Office operations and intentions.

"I suppose some knowledge has been gained as a result, a greater knowledge of being outside the system."

"I do not think that what they say they are trying to do is what they are doing. I am concerned that there is a hidden agenda. There is more involved in this temporary teacher thing than is indicated."

"It has given me a greater knowledge about the ins and outs of the system."

"I suppose it has made me more aware of power and how it can be misused, of how people can take shortcuts and not take into consideration those being assessed. It has given me an insight into how one needs to be aware and the avenues there are to say no in certain circumstances, so I suppose it has been of benefit in that way."

This increased knowledge of the school power base and the Central Office system may well be of use to the temporary teacher in the future. The Taskforce, set up to investigate the conditions and status of teachers and situated in Central Office, was contacted by some of the temporary teachers at Fandale. Others either contacted staffing officers directly or enlisted the help of a senior teacher to try to establish their employment prospects and avenues for 1991. It is likely that none of the participants would have made this contact with Central Office had it not been for their involvement in the programme.

Teachers were also prepared to question and take action on the advisory committee's decisions if they did not receive what they considered a fair rating. In some cases this represented a digression from the deference which would normally be shown to senior and administration staff. For
those teachers who had applied for permanent on probation status it would have been impossible to take any action regarding their rating because it was sent to Central Office without their knowledge.

In summary, the programme affected the participants' knowledge in the areas of final appraisal procedure and purposes, professionalism, school and Central Office operations as well as subject content. Areas where the programme had little or no effect on participants' knowledge included awareness of a need for improvement, teaching methodology, teaching practice and induction processes. Ironically the areas where the programme had least effect were those central to the process of teacher improvement.

THE PROGRAMME'S EFFECT ON TEACHER ATTITUDES

This section examines the effect of the programme upon temporary teachers' outlooks and stances towards the value of the programme itself, the appraisal content, the validity of the appraisal, the use of ratings, appraisal related stress, professional status, appraisers, colleagues and students. Most of the participants based their attitudes towards the programme on their knowledge of how it operated at Fandale. A few had experience with the programme in other schools. As a consequence of being subjected to a five point scale and a deficit model of appraisal which was summative rather than formative, the participants' attitudes towards the programme, themselves and others were adversely affected.
That their attitudes were negative should not be surprising according to Nicholson,

"The word appraisal will have some fairly sinister connotations in the minds of some teachers, threatening assessment on a five point scale or reminding them of their teaching practise days when someone sat at the back of the lesson to 'criticise' or worse still, assisting in the process of weeding out the much talked about section of the profession"(1986:170).

Several factors influenced the participants' attitudes towards the programme. These include the value of the programme, the appraisal process and the validity of the appraisal process.

**Value of the Programme**

The participants did not believe that the programme would be able to achieve the purpose of helping them to improve. Consequently, they perceived it to be useless and unnecessary. Put simply, in the words of one temporary teacher,

"I think this (programme) is a waste of time because it does not change anything."

The programme became resented and devalued in the eyes of the temporary teachers because it singled them out on the basis of an unwillingness to do country service rather than because they needed to
Improve. Their resentment was directed not only towards the programme itself but also toward the employer who instigated it. There were many comments which expressed this sentiment,

"What I find difficult is that I cannot get onto permanent staff until I go to the country and as a married lady that is impossible for me. Yet I classify myself as a good teacher with a lot of skills. I topped my course at college and yet I am at the whim of the Ministry."

"It is very difficult to find that if you are limited to the city that you are put under the microscope all the time."

"I guess it is annoying for me because if I had done a few years' country service and gotten it out of the way I would not have to be appraised. Those who were in a personal situation where they were able to go now have permanency. I guess I feel resentful that they have permanency and I do not."

Baxter (1986) believes that appraisal can be perceived as a device for manipulation. One participant saw value in the programme for the Ministry, because it could be used to lower a temporary teacher's self-esteem, thus making him/her open to direction from Central Office. This person commented that,

"The system is discriminatory, it is holding a third of the staff at this school in limbo, it is a controlling mechanism. Not only do people have no power but they can be controlled, they can be shifted, they can be sacked, they can be told they are not going to get a job and that they have no prospects."
Appraisal Content

At Fandale neither the appraisers nor the temporary teachers had any control over the areas of ability which were appraised. This lack of control gave participants a sense of having 'appraisal done to them' rather than a feeling of involvement in a process designed to improve performance. All temporary teachers in the state are supposed to be appraised on a standard set of skills. Gomez-Mejia (1990) would argue that this is not satisfactory because it does not allow an individual appraisal to occur; therefore, the individual's contribution to the goals of the school cannot be assessed. Improvement in a set of skills which do little to achieve the goals of the school seemed irrelevant to some of the participants. As one of them said,

"What has this got to do with 'knowing, caring and sharing'"?(1)

Assessing all temporary teachers on a uniform set of skills prevents teachers of difficult subjects being evaluated in terms of skills specific to their subject. Marland supports the notion of placing appraisal within the context of subject areas when he says,

"Each individual appraisal, therefore, should ideally be embedded in our appraisal of the aims, syllabus and procedures within which the teacher works and the materials, equipment and learning resources at his disposal"(1976:176).

(1) 'Knowing, Caring and Sharing' are the headings under which the school goals are listed.
The temporary teachers at Fandale were critical of programme criteria which did not apply to their particular subject area. As two participants commented,

"The criteria needs to be more specific to cater for subject areas. Many of the categories are not applicable to me anyway. In a practical subject such as ours more emphasis needs to be placed on those skills."

"Some of the things are not relevant in all subject areas. Rather than being assessed on things you have not done you should be able to have your appraiser say that is not applicable."

**Validity of the Appraisal**

Most temporary teachers at Fandale expressed concern about the possibility of personality entering the appraisal. All of them believed that the subjective nature of the appraisal left the way open for ratings based on subjective feelings rather than objective assessment of skill. Indicative remarks included,

"It is all very subjective and depends on how well you get on with the person quite often."

"I cannot see any problems, I get on well with them, (senior teachers), play golf with them do a bit of greasing."

"My opinion is that the people the senior teacher got on best with got higher marks than the people with whom there had not been much contact."
Blum acknowledges the role of personality when he says that appraisers,

"...project into the classroom the personality they are familiar
with from shared cups of coffee" (1990:31).

The lack of appraisal validity was of great importance to the participants in forming the basis for their attitudes. Since they had not undergone an induction or, in most cases, had the benefit of review interviews, they were only able to judge the programme on what happened during the appraisal. One participant was convinced that the programme was of little value and adopted an attitude of indifference. As this comment shows,

"You cannot take the subjectivity out of it when it is just someone's opinion. Being appraised does not really worry me. I realize that I am here this year and will probably not be next year. If I go to another system they are not going to look at my rating, they are going to look at me as a person."

The Use of Ratings

Improving ratings and improving teaching are not necessarily the same thing. As long as temporary teachers are given employment on the basis of a rating they will seek to score a high rating rather than improve their teaching. All of the participants expected to be rated as either a 4 or a 5 and some were prepared to take action if they were not given what they considered to be a fair rating.

"I do not know when I will be appraised but I think I will be disappointed if I get a 3 because I try to put everything into a position."
"I am confident of getting a 4 and I feel my record speaks for itself and if I do not get one I will be asking some questions."

"Either I get a 5 or I leave."

"Having heard a lot of gossip about the way schools allocate grades I would not be disappointed with a highly satisfactory but I would like outstanding. So many things hinge upon the outstanding."

"I will accept a 4 but if someone is given a 5 for their performance in the classroom and I am given a 4 then I will fight it."

Participants were not prepared to tell supervisors of any areas where they needed help. Nearly all temporary teachers acknowledged they had room for improvement in some of the assessment categories. However, they would not admit it to their appraiser in case it was to their disadvantage when ratings were allocated. Typically, one commented,

"If I pointed out my weaknesses to my supervisor it would probably work against me."

Some participants used a 5 rating as a means to affirm their attitude about their worth as a teacher. Those who received the outstanding rating accepted it as a true measure of their contribution. and felt that it was a fitting assessment. One temporary teacher summed it up by saying,

"I do not 'want' to get a 5, I expect to get a 5, it is the level at which I teach, my level of professionalism."

It was difficult to establish whether their claims to outstanding performance were genuine or a ploy to set a self-fulfilling prophesy in play. One thing
Is certain, they could not all have received the ratings they expected without making a mockery of the appraisal system.

**Appraisal Related Stress**

Overall the participants felt the programme was threatening. They saw it as yet another unpleasant working condition they must cope with. For them, the appraisal loomed as an exercise requiring extra effort. The programme was cause for concern and they expressed this opinion,

"It is a lot of pressure, it is a lot of stress, wondering what is coming up, what is going on, what will be done with it."

"People who feel they have inadequacies may feel stressed by the appraisal."

"I would feel uneasy if someone came into my classroom to assess me."

"I think the programme is geared to make you feel a little uneasy, a little afraid and insecure."

**Professional Status**

The rigour of the programme at Fandale varied with the supervisor but the areas for appraisal were the same for everyone. This type of appraisal reminded some participants of the assessment they received as student teachers. Their professional identity changed as a result of the appraisal. For some participants the fact that they were singled out
for appraisal made them feel they were regarded as less professional in the eyes of others. Diminishing employment prospects for some temporary teachers intensified that feeling, because, in the words of one participant,

"I had no idea until this year that temporary teachers could not apply for advertised positions in the Ministry. I suppose that I have to look at the rest of my life because right now I would rather go on the dole than not have any choice about where I am, what I am doing or what happens to me."

The programme, in conjunction with the current conditions of employment for temporary teachers, affected some participants' professional identities to such an extent that it reduced their level of professionalism. For example, participants questioned whether or not extra efforts were justified since they felt unrecognised. Marland (1986) believes that praise and recognition of a job well done should be important outcomes of appraisal. Under the current system, appraisal occurs no matter how skilled teachers are, as long as they are on temporary staff. The absence of real praise at Fandale led one participant to comment,

"If you think you are going to get somewhere you are hopeful and you are always trying to achieve more and more. If you know that you are stuck somewhere and you look at the people around you who are not being assessed, who are treading water, babysitting, then you begin to wonder at the energy that you are putting in and taking away from your social life, family or studies."

As a result of the way the programme affected their perceptions of professional status, one participant withdrew services and another resigned from the school during the period of research.
Appraisers as Supporters and Judges

The changed attitude towards professional identity also impacted upon the participants' attitudes towards their appraisers. Where the senior teacher may have once been looked upon as a colleague who could assist with any educational difficulties, this was no longer the case. Not one of the participants was prepared to point out areas of weakness in order to gain help. The reluctance to share this knowledge stemmed partly from a fear that asking for assistance would be seen as self-designated weakness and therefore, grounds for a reduction in ratings as previously mentioned. It also arose from the temporary teachers' awareness that they are already viewed as lesser professionals and their wish not to have this view confirmed by their supervisors. All temporary teachers articulated their reticence in comments like these,

“I have enough experience in life to know that you do not ever admit your weaknesses unless they can respond positively and not hold them against you.”

“I think it would disadvantage me to admit any deficiencies to a supervisor. In my early years I had problems with discipline and I admitted them to my supervisor and I can see how that could have been interpreted as a weakness more than something which needed to be improved.”

“If I did have any weaknesses I would be disadvantaged by admitting them to my senior teachers. It would depend on whether they were supportive or whether there is a personality clash.”

In most cases senior teachers were perceived by the participants to be an appropriate supervisor and appraiser because of their ability to observe the temporary teachers' work on a daily basis and in an unobtrusive manner. Senior teachers were perceived as able to construct an overall picture of the temporary teachers' work. An
awareness of progress and improvement was deemed to be important by one participant,

“This year the senior teacher is qualified, has been my mentor since I came to the school, had input into my lessons, my problems with behaviour management and my on going development.”

However, the attitude of the temporary teachers towards the advisory committee was one of disdain. Most regarded the committee as inappropriate. Consisting of the principal, a deputy and an optional peer as well as the senior teacher, the advisory committee was seen not only as unnecessary, but also unqualified by some participants. As they said,

“I do not think the deputies or the principal should be appraising people because they do not know what is going on in classes.”

“The deputy and the principal are not qualified to assess me because they do not know anything about our content.”

“I have not seen anything of the advisory committee. Last year I did not really think it was necessary. I was amazed that there was someone besides my senior teacher doing the assessment. I guess deputies are qualified but they do not know much about me really and never see me in action.”

In a number of cases the relationship between the appraiser and the participants changed as a result of the participants' attitude towards the programme. Some temporary teachers were involved in an initial appraisal interview where they were told what would be expected of them. Gitlin and Smyth (1990) refer to this as a dominant form of evaluation. They point out that it may result in the teacher seeking ways to satisfy the requirements of the assessor rather than improve their
understanding of their own teaching practice. Several participants commented on their relationship with senior teachers,

"Making sure you do everything the way your assessor wants seems to be very important but does it make you a better teacher?"

"I feel very bitter towards the person who assessed me."

Those teachers who indicated a change in relationship with their senior teachers as a result of the programme also indicated that they had not necessarily always enjoyed an easygoing and friendly relationship with their senior teachers. That is not to say that the relationship was not cordial or professional, it was simply confined to work related matters. Those teachers who believed that the programme had not changed their relationship indicated that they enjoyed a closer relationship with their senior teachers. As one participant put it,

"I get on will the teacher who will assess me. I feel I will get as fair a go as I would anywhere."

Peer Appraisers

Most temporary teachers did not consider peer representation on the advisory committee necessary. However, in one instance a reciprocal agreement was made by two participants. They both planned to make supportive comments for one another at the final advisory meeting where they believed that the rating would be discussed and allocated. They were not given the opportunity to attend any such meeting. One participant actually refused to be a peer representative for a fellow
temporary teacher, not wishing to make comments about a colleague without first ensuring that the comments were sound. As there was no desire by either participant to perpetuate the system of appraisal by conducting classroom observation the participant declined to be a peer representative. This refusal was indicative of the negative attitude held by temporary teachers at Fandale towards the programme. It is consistent with the work of Gitlin and Smyth (1990). They see peer appraisal as another form of dictatorial appraisal where one person is deemed to have more expertise than another, still excluding the appraisee from the process of determining educational goals.

Since all of the participants agreed that deputies do not qualify to appraise teachers, on the grounds of lack of classroom knowledge about the teacher, and few believed the principal had such knowledge, it would seem sensible to have a colleague who is familiar with the participant's work on the advisory committee. Provided peers were confident enough to be outspoken, they could supply the evidence necessary to ensure outstanding or highly satisfactory ratings were given. Participants applying for permanent on probation, or concerned about the subjective nature of the appraisal, could be well served by an ally on the advisory committee to champion their cause. Paradoxically, however, most of the participants did not see a peer evaluator as being important.
Collegial Support

The participants' attitudes to their colleagues in general contributed to their refusal, in most cases, to have a peer assessor on the advisory committee. They saw the concept of a peer evaluator in the same light as Gitlin and Smyth (1990), that is, as a colleague deemed to be qualified by the system to pass judgement on their work. They themselves did not believe this to be so, as they viewed colleagues as equals.

Some participants felt resentment towards colleagues who were not being assessed, especially when they thought that they were doing a better job than some of those teachers. Moreover, there was an attitude of bravado with regard to teachers not being assessed, and an unwillingness to play the part of a lesser professional by having an equal judge them. Participants readily commented,

"It is difficult when others are not assessed. There are teachers who have been teaching for many years and who have become complacent or have never been assessed and are actually incorporating destructive teaching practices. Any teacher in the school who talks to the kids will know which teachers are the most effective."

"It is demeaning to have to be assessed when others are not. It gives me a feeling of, why me?"

"I felt as if I had to try harder than others in my department who did less and who would continue to do so but who would retain their jobs."

"I do not think it is fair that after two years some teachers who have been to the country are permanent and never assessed again."
While one participant was not concerned about the assessment of permanent teachers, others saw their attitude as one of non-support and indifference.

"I do not concern myself with what happens to other teachers. It does not worry me whether they are assessed or not."

"Permanent teachers have no sympathy and generally do not offer much support."

The ambivalence of permanent teachers affected the participants' attitudes towards them. They wondered whether the permanent teachers' complacent attitudes towards performance management would remain if they were subjected to the same procedure each year. If not, then the participants wondered why their colleagues, who were in a much better position tenure-wise, to voice their objections, remained mute.

**Beginning Teachers**

Temporary staff at Fandale supported the notion that, within the temporary ranks, performance management should be provided for beginning teachers. Novice and experienced teachers took the attitude that at the beginning of their teaching career, they needed greater guidance than those who were experienced. They expressed the view that there should be a separate system for beginning teachers in a number of ways.
"I do not think beginning teachers can be compared with other teachers because they do not have the experience."

"The principal said I will be assessed as an experienced teacher and I do not think that is fair because I am not."

"Teachers who have been teaching for eight or nine years are still being assessed with teachers who have only been teaching for one or two years. I do not know about the rating but the same process is used, my appraisal form is exactly the same as another teacher's who has only been teaching for two years. How is that right?"

**Divisive Potential**

The performance management programme at Fandale was seen to assist teachers socialize outside the confines of their subject areas and support networks. However it was also seen to have the potential for setting one temporary staff member against another. Several participants shared this view. According to one,

"It causes ill feeling between temporary teacher and temporary teacher. For example, why did they get a better mark than me?"

**Student Benefits**

The participants' attitudes towards students were not affected in any way by the programme. In fact, there may have been some short term gains for the students of teachers who were appraised and were willing to make an extra effort to improve their ranking. On the other hand, some
participants felt those gains were offset by the time they had to spend out of their classrooms, and away from lesson preparation and extra curricula activities because of the need to perform tasks in connection with the appraisal. As they said,

“This programme has had no effect on the kids and it has not changed my attitude towards them in any way.”

“My long term behaviour in the classroom will not change in any way.”

“The only effect it might have on the kids is the time teachers spend chasing documentation required for permanent on probation or the time that needs to be taken from their own classrooms by senior teachers to assess temporary teachers.”

Overall the temporary teachers were sceptical about the programme’s capacity to improve student learning outcomes. They questioned the use of appraisal of teacher tasks rather than student learning to judge effectiveness and commented on the futility of the exercise,

“The students have not been affected in any way by this appraisal. The emphasis seems to be on classroom management skills and communication techniques rather than what students actually learn.”

“You could be getting the kids in rows, giving out grammar books and making them fill them up. You could do that really well and the kids could have them piled up, you could do a fantastic job at that but the minute the kids go out the door it is all gone. There has been no communication with the students, you have not really imparted knowledge and you are not contributing to their development as individuals.”
One temporary teacher's comment epitomises the attitudes of all the participants,

"If you are happy with the way your classes are going and receiving positive feedback from them and good results, then why should you change?"

In summary, the programme affected the attitudes of participants towards their colleagues, senior teachers and administration staff as well as their employer. The programme had no effect on the participants' attitudes towards the students. Once again the programme failed to make any impact on an area critical to the process of teacher improvement.

THE PROGRAMME'S EFFECT ON TEACHER BEHAVIOUR

Raising the standard of teaching requires not only a change in teachers' knowledge and attitudes, but also a change in their behaviour. The temporary teachers at Fandale identified two major factors which could contribute to a change in behaviour. These were professional development and incentives to gain high ratings.

Professional Development

Generally the temporary teachers regarded the performance management programme as making no contribution to their professional
development, and therefore, making no impact on their behaviour. They pointed out that no professional development was offered during, or as a result of the programme. Furthermore, they indicated that even if development were to be offered it may well be a pointless exercise because of their negativity and adamant stance in relation to the programme. Their comments indicated a reticence to change,

"I do not think I will ever change, this is me and this is the way I am. I think you need a lot of time to be orderly and I prefer to spend it on being productive."

"I do not think professional development will be offered anyway. It never has been in the past and I doubt whether it will now with the squeeze on money."

However, some of them intimated that the mere fact they were being appraised mildly affected their behaviour in the short term. For example,

"It has not changed my behaviour, the only thing would be that if a confrontation with someone came up I would say my piece and then find a solution quickly. I would tend to back down a little bit because it would be used against me on the report. If I were a permanent teacher I could go further."

Incentive to Gain High Ratings

Some participants acknowledged that there may have been a superficial change in their classroom behaviour while undergoing assessment. Others maintained that no special effort was made to change behaviour for the purpose of appraisal. This indicated a level of confidence with regard to remaining in their current position in 1991. The main reason
for such confidence seemed to be the small number of teachers who actually requested a transfer to the school. The varying extent of behavioural change which occurred was reflected in their comments,

"I do not do anything like the paperwork that is required, I will probably write out more detailed lesson plans for the appraisal time."

"I have not changed. I think last year my behaviour changed a bit when I was being assessed and obviously you put a lot of time and effort into lesson when you know the senior teacher is coming in. And you have it together for a whole couple of weeks. You try to get your lessons all sparkley for when your senior teacher just drops in."

"I do not think my behaviour will change for good as a result of the appraisal."

"Maybe I organized my programmes a little better and made sure I was at school on time during the appraisal period but that was the only difference it made to how I behaved."

"My behaviour has not changed in any way as a result of the appraisal but I can imagine that other teachers may change theirs for the appraisal."

"I do not think I will change my behaviour now because my job is secure but if I were in an area where there were lots of temps and I was not sure of getting a job then, yes, I would probably attempt to do all the things to improve."

Some unintended changes in behaviour resulted from the programme. For example, teachers who were given what they considered to be an unfair rating chose to withdraw services to the level of the rating they received. For example,

"My behaviour did change after the appraisal because I felt very resentful. I thought, right grade me as that and that is what I will give you. I had a lovely time, did not take home marking, did not prepare all of my lessons; I was not conscientious about doing my duty. It was fine. There was a slight problem in that I have always been a high achiever, and to actually work less than to capacity caused conflict for me."
In summary, all participants confirmed that any observable change in behaviour which resulted from their involvement with the programme was cosmetic. They saw professional development and competition for jobs at Fandale as nonexistent, and thus the programme's capacity to change their behaviour as negligible. Some did acknowledge that a short term change in behaviour had occurred for the appraisal period. However, such change was regarded as having a minimal long term effect. It appeared that the programme was unable to encourage the participants to make any significant behavioural changes which are essential for teacher improvement.

FUTURE DIRECTIONS

All participants were unanimous in their opinion that the Temporary Teacher Performance Management Programme should be stopped, but failing that, steps should be taken to make it a more positive experience. They conceded that performance management could be beneficial for all teachers but not in its current format. Making the appraisal an across-the-board assessment for all teachers and administrators was considered to be of the utmost importance. As they said,

"It should be all or none."

"I think other teachers should be appraised as well, even if it is just a department appraisal."
"I think the appraisal should be performed to weed out a lot of the dead wood but I think it should be for the principal, deputies, senior teachers and all teachers."

The temporary teachers also held common views on the number of appraisals which should take place. They felt that beginning teachers needed two or three years of guidance in the form of performance management; however, after successfully completing that, these teachers should be assessed along with the rest of the staff on a five yearly basis, or if none of the other staff were being assessed, not at all. Their suggestions were,

"If You have been successfully appraised for two years then you do not have to go through it again."

"From a beginning point of view for the first couple of years this appraisal is OK, then after that I cannot see any point in it apart from once every five years or so for all teachers."

"Unless there is a reasonable purpose for appraisal you should not do it, otherwise you could just go on appraising for ever and a day."

If appraisal is to take place, the participants agreed that a rating should not be given. To do so, they claimed, only created divisiveness between the staff. Furthermore, they felt that ratings can be easily influenced by factors such as: popularity with other staff; the relationship between the appraisers and the temporary teacher; ability to engage in extra curricula activities; and the appraiser’s interpretation of the requirements for attainment of the five ratings. The temporary teachers also pointed out that a basic level of competence is required in order to be a classroom practitioner in the first place,

"There should not be a ranking system because they should not be teaching in the first place if they cannot do the job."
"I do not like the idea of a rating. I think you are either doing the job or not. It just seems to create divisions that are not really necessary. If you are not good enough to have a job then you should not be hired in the first place or continue to be hired."

"The grading system has to go."

"Get rid of the grading system. You are not eligible for promotion so either you are doing what you should be or you are not."

Some temporary teachers made another recommendation. In the event of the ratings system being retained, the subjectivity issue could be alleviated by an independent or neutral person from Central Office conducting appraisals on a statewide basis. This would give teachers the opportunity to be judged on a less subjective basis and would help standardize the interpretation of what was required to attain each of the ratings. The participants commented,

"It has struck me that the old subject superintendent system was pretty good, where the person came out and discussed with the whole faculty and then with each teacher in turn."

"If we are going to be assessed then there should be people who do it all the time either from schools or Central Office."

"Have one neutral person assess the whole school."

"There is no consensus in the school let alone the whole state."

Other participants were happy to have their senior teacher continue to appraise them because in the interests of fairness, they wanted a more than 'one off' appraisal. They qualified this by stipulating a need for the senior teachers' judgements and efforts to be recognized. This recognition needed to come in the form of extra time for senior teachers to undertake the duties of appraisal and a recognition that the assessment
given by the senior teacher should not be altered by the advisory committee unless the temporary teacher requested an investigation. This gave some temporary teachers a sense of power because they felt they could discuss decisions and had a chance to put forward a point of view when ratings were given by senior teachers. Whatever the rating given this group perceived that they should be party to its allocation. They were concerned that this would not be the case if a senior teacher had to argue on their behalf with a principal and deputy. They said,

"Rely on the senior teachers' assessments and their informal judgements for classroom assessment. They will suggest how to improve as part of their job without the rigmarole."

"Leave it to the senior teacher because they see your good days and your bad days."

"Recognize that senior teachers need to have their professionalism recognized, that the mark allocated by the senior teacher can be discussed but not necessarily changed by the principal."

"Deputies should not have a say because they do not know anything about you."

The participants held varied opinions on the method of appraisal. Some were happy not to have classroom observation take place, while others wanted observation to occur on several occasions. All agreed that appraisal should be done on an informal basis with the temporary teacher being given the opportunity to nominate what would be appraised. That was seen as giving the appraisal relevance and paving the way for changes in behaviour to occur because once individuals had ownership of decisions they would be more likely to be supportive of the decisions.
"I think the teacher, in consultation with the senior teacher should sit down and decide on the assessment. They should set goals and work towards them."

"I think that all the senior teacher needs to do is ask you what you hope to achieve and ask what you need help in. It should happen in an informal setting and for all teachers."

"Appraisal should be informal. At the moment it is too subjective to be rated. I cannot see how they can reach a consensus here among appraisers."

"There should be a discussion between the temporary teacher and the senior teacher. A time limit should be set in order to organize the induction and everything which is discussed should be put into practice."

Those teachers who were seeking to gain permanent on probation status commented on the procedure which applied to them. They felt that a secretive rating with no opportunity to view comments about themselves made it difficult to improve. Most of the participants were expecting to view their mark and discuss the comments with the principal. Instead they were told by their senior teacher what happened between them and the principal. The whole process came to them as a shock.

"The principal and my senior teacher discussed my progress and sent off the appraisal without letting me see. I should be able to comment on what was actually written about me on the temporary teacher form I think?"

"I should have been told what my mark would be. It was allocated by the committee without consultation with me and supposedly without my knowing. My senior teacher 'leaked' my mark to me."

"The whole thing seems ridiculous because I have been told I will be appraised, but no one has told me how I need to change my behaviour so how can I? The committee to assess me certainly has not met with me and to my knowledge with each other. How are they going to decide on my mark?"
"I cannot see why permanent on probation has to be confidential."

"How can I improve if I do not know what was said about me?"

Every participant found the Temporary Teacher Performance Management Programme a negative experience. When the eight participants were asked to identify the positive aspects of the programme, the response was limited to a single comment from one participant,

"It was recognition for doing a good job. It gave me confidence when I got a 5, though it would have been different if I had gotten a 4. But none of the positive aspects were worth going through appraisal for."

The statewide industrial action taken by senior teachers during 1990 played a part in making the Temporary Teacher Performance Management Programme at Fandale a negative experience for the participants. It worked this way; participants were not aware until it was too late, that as teachers seeking permanent on probation status, they had to have their forms filled in by a certain date. When they did find out the date, they became concerned that their chances of gaining permanent on probation status would be hindered by a late application. To make matters worse some participants had to actually chase up their appraisals - appraisals which they were opposed to in the first place, and yet without which they may be unemployed next year. They did not wish to seem unsympathetic to the senior teachers in their cause, and yet they did want to give themselves the best opportunity for employment or permanent on probation status the following year. Their comments indicated their concerns,
"I was worried that because mine was late that I would not be considered for permanent on probation status."

"The people who assess me were not on the original list I had been given. Maybe because they ran out of time?"

"The industrial action that happens every time is not good. It (appraisal) is postponed and there is always a chance that it will not happen."

"Every time this (appraisal) has been done it has been done incorrectly either because of a lack of direction or industrial action. There is not only uncertainty about when I will be assessed but also about my job for next year."

"My appraisers had not met as a group and may not have met in time had I not reminded them about my form. It was a rushed meeting to assess me, I was not present."

"I am concerned about the procedure that was followed, nothing eventuated from above and I had to get things moving to get my assessment done and the.forms sent off."

In summary, the participants believed that the current programme should be suspended and if teacher appraisal was indeed necessary, it should be extended to include all school personnel, with more frequent appraisal for beginning teachers. The ranking system should be replaced by a satisfactory or unsatisfactory rating which had statewide comparability. They thought that the rating should be based on informal appraisal conducted by the senior teacher. The senior teacher and the temporary teacher would need to discuss what would be appraised and how it would be done. They were clear that the final appraisal comments should not come as a surprise to anyone involved and most importantly, they should be seen by the appraisee, whether they were seeking permanent on probation status or not.
CHAPTER 5

CONCLUSION

The participants' opposition to the Temporary Teacher Performance Management Programme meant that its intended aim had little chance of being achieved. Many of the effects of the programme on the participants' professional knowledge, attitudes and behaviours were not those desired by the Human Resources Directorate, that is those which improve teaching.

The participants felt that the programme increased their understanding in the areas of professionalism, subject content, final appraisal procedures and Central Office workings. The areas of knowledge they identified as being least effected by the programme were those centrally related to the process of improving their classroom performance. Had an induction process been instituted, these areas may well have been covered as a matter of course.

The Temporary Teacher Performance Management Programme created an attitude of resentment within the participants. Generally they suffered the performance management programme under duress and responded to it by seeking to increase their ratings and employment prospects rather than improve their teaching.
Any changes in behaviour which resulted from the participants’ involvement with the programme were seen to be superficial and short term. As such, the changes were not regarded as contributing to an improvement in teaching.

A number of discrepancies developed between what should have happened in principle, according to the Ministry of Education’s guidelines and what actually happened to the participants at Fandale. The absence of induction and professional development meant that the Temporary Teacher Performance Management Programme lacked credibility for the participants. Had these two factors been present the programme would have made a significant impact on knowledge, attitude and behaviour.

Overwhelmingly, the participants indicated that the Temporary Teacher Performance Management Programme had a negative effect upon them. In their view the factors responsible for that negative effect included: being singled out for appraisal, being rated, lack of consistency between appraisals, industrial action taken by senior teachers, lack of clarity with regard to the purpose of appraisal, lack of induction and lack of professional development.

In order to make the Temporary Teacher Performance Management Programme a more positive experience for the participants it would appear that a whole school approach to performance management should be taken. All staff, at all levels, would be exposed to performance management and given the opportunity to undertake
professional development as an incentive to improve at teaching and non-teaching tasks.

These findings have implications both at the school and Central Office levels. Although not generalizable across the state, the findings of this study clearly show that in at least one school in Western Australia, the Temporary Teacher Performance Management Programme has been unable to achieve its stated aim. Instead, it has created a great deal of tension. The Human Resources Directorate may wish to investigate the possibility of the same outcome occurring in other schools. It may wish to take action to ensure that adequate information and training be given to those responsible for carrying out performance management in all schools. This may involve liaison with training institutions, subject associations and collegial support networks.

In November 1990 some of the findings of this study were presented to a meeting of the 'Working Party for the Improvement of Status and Conditions for Temporary Teachers' and members of the Human Resources Directorate. At the meeting it was requested that more detailed information be made available to temporary teachers via the 'Education Circular' (see Appendix 3). Also a number of recommendations based on the findings were considered (see Appendix 4).

The Human Resources Directorate may also wish to investigate the role of Central Office and its responsibilities towards the temporary teacher in a system of self determining schools. For example, if performance
management is to be used as a Central Office staffing function, should Central Office provide the personnel to conduct the appraisals? Can Central Office deny temporary teachers access to the permanent on probation induction and appraisal process on the basis of a quota system irrespective of the quality of the teacher? These are the types of questions which need to be addressed if Central Office is to clearly establish its role and responsibilities in a de-centralized system.

The findings of this study have implications for some of the broader issues of education which currently concern the Ministry of Education. Since the completion of this thesis, the Ministry has begun to release material relating to accountability, social justice and the Chief Executive Officer's position on a Ministry ethos. At this stage it is not clear what the implications of the study are for these recent developments.

At the school level the findings will be used at Fandale to modify the performance management system so that it becomes a more positive experience and provides the means by which teaching can be improved.

For the purpose of future research this study could be used as a pilot upon which to base an investigation of the performance management system which would best suit the needs of the Western Australian Ministry of Education and the temporary teachers for which it is intended.
APPENDIX 1

The following information was given to all temporary teachers at Fandale during May 1990. It was produced by the Human Resources Directorate for the purpose of standardizing appraisal in Western Australian Schools.

MINISTRY OF EDUCATION
151 Royal Street, East Perth, Western Australia 6000
Telephone: (09) 420 4111 Fax: (09) 420 5050
Telegrams: EDWA PERTH; EDHONA 9166

PERSONNEL APPRAISAL

The following ratings should be used when considering levels of competence expected at this stage of the teacher's professional development. Insert one numeral in each box beside each area of ability in the sections below. At the end of each section a space is provided for detailed comments about areas of special strength and/or specific skills which require further practice. If space is insufficient, please attach additional sheets.

1. Outstanding
2. Highly satisfactory
3. Satisfactory

Areas of weakness: further help needed
Unsatisfactory: intensive help needed

Personal Details

ID number
Surname
Given names
School
Term
Subjects taught
Year(s) taught
Appraiser's name

Planning and Preparation

Detail in programmes. Includes the following in teaching unit plans (programmes, lesson series):

- clearly identified long-range goals and short-term objectives which relate directly to the syllabus objectives;
- methods to be used to achieve objectives (including a time scale); these methods should include varied teaching strategies which take into account:
  - knowledge of learning theory
  - needs, interests and abilities of students
- resources to be used (including personnel); and
- methods to be used in determining student achievement of objectives.

Detail in lesson planning. Prepares lessons in sufficient detail for the teacher to work effectively with students.

Knowledge of subject matter. Shows sufficient knowledge of subject being taught.

Organization. Shows logical relationships between the individual parts in programmes and lesson plans.

Special groups. Takes into account the needs of special groups

Comments (strengths and weaknesses)
<table>
<thead>
<tr>
<th>Student Assessment</th>
</tr>
</thead>
<tbody>
<tr>
<td>Appropriateness of evaluation tasks. Aligns evaluation exercises or tasks to the course objectives and the students' capacities.</td>
</tr>
<tr>
<td>Variety of evaluation procedures. Uses a variety of appropriate formative and summative evaluation procedures. These will include a range of informal and formal methods (including short and long answer responses, multiple choice, oral responses, production of models etc.).</td>
</tr>
<tr>
<td>Validity. Uses appropriate evaluation procedures. These will include written and verbal comments, peer and self evaluation, tests, marks, grades etc.</td>
</tr>
<tr>
<td>Feedback. Gives appropriate feedback to students and takes appropriate action when necessary.</td>
</tr>
<tr>
<td>Recording. Uses appropriate marking or grading procedures and systematically records students' results.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Teaching Skills</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lesson presentation. Presents explanations, demonstrations, practice and feedback so that students can comprehend and retain what is being taught. I.e., students' interest is aroused and maintained, and students' understandings are adequately monitored.</td>
</tr>
<tr>
<td>Variety of approaches. Uses whatever variety of approaches students need, e.g., group and individual work, role-play, field work, laboratory work etc.</td>
</tr>
<tr>
<td>Use of Instructional materials. Selects and successfully uses varied teaching materials based on students' needs and lesson objectives.</td>
</tr>
<tr>
<td>Student participation. Ensures a high level of student engagement in the learning process. Responds in a relevant and appropriate manner.</td>
</tr>
<tr>
<td>Praise for achievement. Praises effort and accomplishment, emphasizing positive features rather than only noting errors.</td>
</tr>
</tbody>
</table>

Comments (strengths and weaknesses)
### Classroom Management Skills

- **Classroom behaviour.** Controls classroom behaviour so that learning is possible for all, i.e., communicates limits of behaviour to students and consistently monitors these limits.
- **Group Management.** Effectively manages the class as a group, or as several groups, including movement, distribution and use of materials.
- **Conflict resolution.** Knows what is going on in the classroom and can anticipate and deal effectively with potential problems.
- **Treatment of students.** Treats students fairly, consistently and responsibly. Focuses on student behaviour rather than on personality. Acknowledges equity (race, gender etc.).
- **Classroom appearance.** Maintains the classroom as an attractive, interesting, vital environment for students.

#### Comments (strengths and weaknesses)

### Communication Skills

- **Scope of communication.** Communicates effectively in speech and writing with students, other teachers, parents and administrators.
- **Communication about performance.** Provides timely and appropriate information about student performance to those who have a right to know, including students, other teachers, parents and administrators.
- **Rapport with students.** Responds positively to students and students respond positively to teacher. Mutual respect is evident.

#### Comments (strengths and weaknesses)

### Professional Characteristics

- **Involvement.** Demonstrates active involvement and is a co-operative and enthusiastic teacher in the school.
- **Reaction.** Seeks, accepts and acts on advice about job performance.
- **Ethics.** Deals ethically with job responsibilities and personnel.
- **Reaction to others.** Reacts helpfully to students, parents, other teachers and administrators.
- **Self-evaluation.** Evaluates and modifies own performance. Shows written evidence of plans for self-improvement.

#### Comments (strengths and weaknesses)
APPENDIX 2

The following information was placed in temporary teachers' pigeon holes during May 1990. It was written by the principal and all temporary teachers received a copy.

PERFORMANCE MANAGEMENT

APPRAISAL OF TEMPORARY TEACHERS 1990

Continued employment of temporary teachers is contingent upon receipt by the Ministry of a 'Temporary Teacher Return'.

Temporary Teacher Returns will be available during next term and are to be completed by all Temporary Teachers desiring employment in 1991. One section of the Temporary Teacher Return, to be completed by the Principal, is an appraisal based on feedback from an appraisal group, of the Temporary Teacher's performance in the school.

Temporary Teachers in the school fall into a number of categories:

a. Beginning Teachers - those in their first two years of teaching. These teachers should be subject to an induction and appraisal process in each semester.

b. Experienced Temporary Teachers - due to the industrial action of last year we did not carry through the process of formally appraising
Temporary Teachers. All Temporary Teachers desirous of working in MOE schools in 1991 should be appraised. These teachers will be subject to one induction and appraisal process.

c. Temporary Teachers who will not be seeking employment in MOE schools in 1991. They need not be subject to the appraisal process.

THE PROCESS

An APPRAISAL GROUP will be formed for each Temporary Teacher requiring appraisal. This group will consist of:

1 A peer - nominated by the Temporary Teacher (this is optional)
2 A Senior Teacher (or Teacher-in-Charge subject area)

The above will be responsible for the formal induction and completion of the performance appraisal form.

3 A Deputy Principal to act as a reference point for the Temporary Teacher and the appraisers.
4 The Principal will meet with the above to determine the level of performance to be reported on the Temporary Teacher Return appraisal. Principal will then interview the Temporary Teacher to complete the Temporary Teacher return.
THE INDUCTION meeting, at which the plan on the back of the appraisal form is worked out, may focus on:

1 Importance of sound preparation to effective teachers. The need for sound long term planning in the form of daily lesson plans and detailed working programmes. The need for some evidence of prior planning before entering a class.

2 Use of a variety of lesson formats, techniques and aids to make lessons interesting and effective.

3 Class control. Maintaining good order with personal rapport and interest in the students as people. Being on time to class and gaining order before students file into classroom. Familiarity with and use of MSB policy. Techniques to maintain control, seating plan, questioning to involve inattentive students. The MSB policy suggests a number of techniques.

4 Assessments, testing and recording. Analysis of tests results to reteach and revise.

5 Teacher manner. Movement around class. Desk supervision.

6 Other areas where it is felt that the Temporary Teacher can improve performance.

THE APPRAISAL should take place over time, mainly by informal observation and contact, but there should be some formal visits by either or both appraisers to the Temporary Teacher's class to observe performance before the meeting to complete the personnel appraisal form.

When this process is completed the APPRAISAL GROUP MEETING will consider the level of performance to be reported on the Temporary Teacher Return.

When the Principal receives completed Temporary Teacher Return an interview is held to complete appraisal section and discuss professional matters with Temporary Teacher.

Principal
11 May 1990
APPENDIX 3

The following information was contained in the March 1991 'Education Circular'. It was written by Human Resources Directorate personnel and incorporates the suggestions which were made by the researcher in November 1990. It is intended to clarify the procedures for performance management for temporary teachers and to ensure that all temporary teachers have the opportunity to access the information.

Relevant knowledge

Essential: an understanding of one or more of the following areas:
- computer-assisted timekeeping
- school organisation and procedures
- school administrative procedures
- professional development processes
- computerised administrative support systems

Duties

1. Leads project teams established in schools and colleges to develop and implement hardware and software facilities in schools and colleges within strict timeframes to meet the requirements of individual schools and colleges and the overall requirements of the Ministry.

2. Prepares training materials and conducts professional development programs to assist schools and colleges to maximise the use of their administrative computer systems.

3. Monitors the implementation and initial use of administrative computer systems and assists schools and colleges to resolve issues and concerns as required.

4. Develops printed materials and tests computerised software for administrative systems in schools and colleges.

5. Represents the Coordinator on working parties and committees as required.

6. Undertakes responsibility for such areas as may be allocated by the Manager, Schools Administrative Systems Branch.

Location: East Perth

General: These are temporary positions from about 15 April 1991 until 31 December 1993. For further information, please contact Mr Terry March, Manager, Schools Administrative Systems (telephone (09) 420 4422).

Temporary and permanent-on-probation teachers

A. Criteria for appointment

The Ministry employs three categories of teachers: permanent, permanent-on-probation and temporary. In the staffing of schools, once permanent teachers have been placed, the remaining vacancies are filled according to the following criteria:

1. Suitability

Consideration is given to the type of vacancy (e.g., primary, primary education support or secondary subject area) and the pool of applicants suitable for that type of vacancy established. Qualifications and experience are used in determining whether a teacher is suitable for a position in a particular teaching area.

2. Availability

Teachers who make themselves available statewide are considered for all positions for which they are suitable. Those who indicate that they are available in particular districts only are considered for vacancies in those districts. Teachers who do restrict their availability should take care to nominate all districts in which they are willing to work, as appointment decisions are based on lists provided by teachers. The wider a teacher's availability, the greater the likelihood that he or she will gain an appointment.

3. Merit

Once the pool of suitable applicants available for a position has been determined, merit criteria are applied as follows:

a. For graduates, merit is determined by aggregating ratings in the following areas:
   - academic qualifications;
   - results of teaching practice; and
   - interview and professional references.

b. For temporary teachers, merit is determined by aggregating ratings recorded in the Temporary Teachers Register.

c. For teachers from outside the Western Australian Government school system, merit is determined by qualifications, references and interviews.
8. Permanent-on-probation and temporary appointments

1. Availability of permanent-on-probation positions

The availability of permanent-on-probation positions is totally dependent on the establishment figures. These figures refer to the numbers of permanent positions available in each teaching area, e.g., primary, pre-primary, education support, and subject-by-subject for secondary areas. The number of vacancies will be influenced by factors such as resignations, retirements, maternity leave and leave without pay. Consequently, it is expected that numbers will fluctuate year by year within a particular teaching area. If the establishment numbers cannot accommodate additional permanent staff, applicants are advised to apply for permanent-on-probation status the following year.

2. Gaining permanent-on-probation status

Methods of gaining permanent-on-probation status:

a. There are two methods by which teachers can apply for permanent-on-probation status.

(1) Statewide availability - this is open to new entrants graduates or experienced teachers from other education systems; teachers re-entering service with the Ministry and current temporary teachers. Applicants must state that they are prepared to teach anywhere in Western Australia. This is indicated by numbering all districts in order of preference on the Application for Employment form or the Temporary Teacher Return.

(2) Special conditions for long serving temporary teachers - new conditions were introduced in 1990 for temporary teachers with three or more years continuous service with the Ministry to enable them to retain permanent-on-probation without making themselves available for appointment. Statewide. Teachers may wish to refer to the procedure used last year which were published in The Education Circular of July 1990. These may, however, be some revision to these conditions.

3. Allocation of permanent-on-probation appointments

a. Permanent-on-probation appointments are usually made at the beginning of each year. Some final adjustments may be made early in the school year once establishment figures are confirmed.

b. The Ministry attempts to balance permanent-on-probation appointments between experienced and beginning teachers.

4. Temporary teachers seeking permanent-on-probation appointments

Temporary teachers must apply for, and be granted, permanent-on-probation status before gaining permanency. Temporary teachers seeking permanent-on-probation status must:

a. meet the criteria outlined in Section B above; and

b. apply on the Temporary Teacher Return, which is issued directly to temporary teachers each year. It is the teacher's responsibility to ensure that this form is completed and forwarded to the Human Resources Services Branch in Central Office.

Note: at present, all permanent-on-probation appointments are full-time. A part-time temporary teacher may apply for permanent-on-probation status with the understanding that the teacher will accept a full-time position if permanent-on-probation status is awarded.

5. Temporary teachers seeking re-employment as a temporary teacher

a. Temporary teacher appointments are available for a set period of one to one year. The end date of the appointment appears on the appointment notice.

b. Temporary teachers may apply for re-employment in the following year on the Temporary Teacher Return.

Teachers will be considered for re-appointment on the basis of availability for particular locations, suitability for the position to be filled, and time served as indicated on the Temporary Teacher Return.

6. Statement of country service
Previous country service is taken into account in considering appointments of re-entry or temporary teachers to permanency-on-probation. While teachers seeking permanency-on-probation appointments are still required to declare that they are available statewide, those with a completed period of country service will be treated in the same way as permanent teachers with such service. This means that a metropolitan teacher with previous country service who declares statewide availability will not be appointed to the country providing a suitable metropolitan vacancy is available.

C. Performance management for permanent-on-probation and temporary teachers

1. Teachers involved in performance management

Performance management is required for:
- permanent-on-probation teachers (both beginning and experienced teachers); and
- temporary teachers (both beginning and experienced teachers).

Temporary teachers have been able to carry over their performance ratings from year to year since 1988. In 1991, however, it will be necessary for temporary teachers who were last formally appraised in 1988 to undergo a performance assessment to provide a more up-to-date rating if they are seeking re-appointment in 1992. Teachers who received an appraisal in 1985 or 1990 may carry the rating forward for one or two more years as appropriate. (See Section C.5 below for further details.)

The extent of the procedures adopted will vary between individual teachers depending on their level of experience.

2. General principles of performance management

The precise nature of an individual teacher’s performance management program should be determined by the teacher’s level of experience. There are, however, a number of general principles which apply regardless of the teacher's situation:

a. A performance management (or induction and appraisal) group should be established for each teacher involved in a performance management program. The performance management group should consist of all or some of the following:
- a peer nominated by the teacher concerned;
- All teachers undergoing performance management are required to complete a minimum of an initial planning session and at least one formal review during the year before the final assessment. Additional formal reviews can be conducted for less-experienced teachers. At each formal review, the form Personnel Appraisal (ED 38-072) should be completed, discussed with and a copy provided to the teacher.
- To maximise the benefits to the teacher, an induction or performance management plan should be designed specifically for and with the teacher.
- A final appraisal is completed for each teacher— a Temporary Teacher Return or Report on Probationary Teacher as appropriate.
- Various forms are used in the Ministry’s performance management system for teachers and teachers who are involved in the system should receive copies of the relevant forms from their principals.

The forms are:

- Guidelines to Performance Management: relevant to all teachers;
- Performance Management: Permanent-on-Probation Teachers—designed specifically for permanent-on-probation teachers;
- Performance Management: Temporary Teachers—designed specifically for temporary teachers;
- Personnel Appraisal (ED 38-072): relevant to all teachers and should be completed at each formal review (overview for each teacher);
- Temporary Teacher Return—distributed to temporary teachers later in the year; and
- Report on Probationary Teacher—distributed to permanent-on-probation teachers later in the year.

3. Permanent-on-probation teachers

For these teachers, the induction process lasts two years for beginning teachers and one year for experienced teachers, and culminates in a recommendation for permanency for permanent-on-probation teachers.
Once having opted for reappointment, however, a teacher's new rating must be recorded on the Temporary Teacher Return event if it is lower than the previous year's rating. There is space for recording previous ratings on the Temporary Teacher Return in these circumstances.

The nature of an experienced teacher's performance management program depends on such factors as whether the teacher:

– is new to the Western Australian Government school system;
– has interrupted service with the Ministry after a significant absence from teaching;
– is new to her or his school in 1991; or
– is continuing in the school in which she or he taught in 1990.

A more intensive program would be required in the first two of the above groups, with those continuing in a school likely to require a less-structured approach. An experienced teacher new to the Western Australian Government school system should undergo full formal performance management in at least his or her first year. Experienced teachers already established in Western Australian Government school system should participate in full formal performance management at least once every three years thereafter.

Nevertheless, as a performance rating is required in each reappointment, all temporary teachers should have an initial planning meeting, at least one review meeting during the year and a final meeting to discuss their assessment.

Notification of change of name/address

Any teacher who has recently changed his/her name or address and who has not yet advised the Ministry of the change is required to do so as soon as possible using a copy of the Notification of Change of Name/Address form which appears elsewhere in this Circular.
APPENDIX 4

The following is an extract from an information sheet circulated by the convenor of the ‘Working Party to Improve the Conditions of Temporary Teachers’. Central and District Office personnel received copies in December 1990.

COMMUNICATIONS

Sherry Donaldson led a discussion on communications and performance management for temporary teachers. Geoff Stewart, Co-ordinator of the Communications and Consultation Working Party, was a visitor during this session. The Working Party endorsed the following recommendations from Ms Donaldson’s paper:

1. a. That the “Guidelines to Performance Management” and “Performance Management: Temporary Teachers” documents be amalgamated and made available to ALL temporary teachers.
   b. That schools be required to pass on copies of ALL Central Office documents regarding performance management.
   c. That those who will be conducting the induction and appraisal are given in-service training in the area especially with regard to communication and participative decision making.

2. a. That policy clearly outlining situations where it is compulsory to undergo appraisal and where it is optional to undergo appraisal is stated in The Education Circular and Education News as well as in the amalgamated document containing information from “Guidelines to Performance Management” and “Performance Management: Temporary Teachers”.
   b. That Ministry personnel likely to deal with temporary teachers be familiar with the policy.

3. a. That the documentation from the Ministry clearly states the staffing function performed by the rating scale.
   b. That Staffing Officers be required to state this function as part of their school visit program.

4. a. That a person be made responsible for the co-ordination of Staffing Officer visits to schools and be available to answer queries from temporary teachers or appraisers.
   b. That the name of the person responsible be published in The Education Circular, Education News and switchboard directory.

Mr Stewart suggested that the Temporary Teacher Working Party consider preparing a brochure for temporary teachers which would explain employment conditions, rights and obligations, and the procedures that affect employment such as performance management.

The meeting discussed problems arising from conflicting advice sometimes received from Human Resources Services on matters concerning temporary teachers. It was suggested a training programme be developed for Staffing Officers specifically on temporary teachers and/or the nomination of one officer as a central contact point for queries regarding temporary teachers for both teachers and principals.
REFERENCES


