

JEM

Journal of

EDUCATIONAL MANAGEMENT

A Bi-annual Publication of
**THE INSTITUTE FOR EDUCATIONAL PLANNING AND
ADMINISTRATION
(IEPA)
*University of Cape Coast, Ghana***

ISSN 0855-3343

Vol. 1 No. 1

Nov. 1998

**MOVING FROM TEACHER ACCOUNTABILITY TO
TEACHER DEVELOPMENT : LESSONS FROM TEACHER
APPRAISAL.**

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ABSTRACT

The search for quality performance of teachers has of late become an issue for management in educational institutions. Teacher performance appraisal has been identified as an effective instrument for promoting teacher performance quality. This article looks at the teacher appraisal scheme of Britain and argues for its introduction in the Ghanaian school system. It argues that the strategy for assessing and supervising teacher performance in Ghana is inadequate. It does not promote professional development among teachers. It rather instills unnecessary fear in them and eventually suppresses the spirit of initiativeness needed for the advancement of their professional practice.

Introduction

The quest for an improved teacher performance in the classroom has in recent times led Ghana's Ministry of Education to intensify its search for a more appropriate and reliable means of improving teaching quality in basic schools. Through its Basic Sector Improvement Programmes (BESIP), it has been proposed that a performance appraisal system for teachers, ancillary staff and units of the educational system should be set up. When one ponders over this proposal, the major question that emerges is : what is wrong with the

existing system of assessing teacher performance in Ghanaian schools? It is this question that this article seeks to answer.

The article is developed in three sections. The first section examines the nature and purpose of the existing scheme for evaluating teacher performance in Ghanaian basic schools. In view of limited literature on the assessment of teachers in Ghana, the discussion is base, mostly on my six year's experience as a teacher in the country. In the second section, the concept and approaches to teacher appraisal are explored and the difference between evaluation and appraisal established. It also looks at the practice of teacher appraisal in the United Kingdom by reviewing some literature on the origin, purposes and the processes involved in the scheme. I am aware the teacher appraisal scheme, as practised in England and Wales, has been criticised for its lack of linkage with School Development Planning. Nevertheless, I anticipate that the scheme would have some lessons

for Ghana since School Development Planning is not yet an issue in the country. The last section discusses the implication of the British teacher appraisal scheme for Ghana.

The Nature of Teacher Evaluation in Ghana

In Ghana, the terms that are most familiar to many teachers, especially non-graduate teachers at the basic school level, so far as performance evaluation is concerned are "supervision" and "assessment." These two concepts are introduced to the individual teacher the moment he or she enrolls to train as a teacher in a teacher training college. For the proper understanding of the nature of teacher evaluation in Ghana, therefore, it is essential that the pre-service approach to evaluating student teacher performance in the country is examined. This section therefore discusses both the pre-service and in-service modes of evaluating teacher performance in Ghana.

The first experience of evaluation in the life of a teacher in the country occurs at the initial teacher training college when the student-teacher begins his teaching practice. This type of evaluation, which is officially termed "assessment", is more systematic and more frequently organised than those experienced by regular teachers. A student teacher on a three-year post-secondary initial training course is required to get a minimum of about eight teaching assessments

before he completes his programme. The purpose of this assessment is supposed to guide and provide opportunities for the student to appraise his basic personal qualifications for teaching; apply and test his professional knowledge, understandings and skills; have direct contact with examples of the major phases of the public school's operation and develop both personal and professional competencies under optimum conditions ... (Mensah, 1991). Thus during the process of assessment, supervisors are expected to create a non-threatening atmosphere in the classroom, direct and help the student teacher to improve upon his mistakes: the session is to be development oriented in principle. Contrary to the professional development principles underlying student teaching assessment, however, the most crucial moment in the life of the student teacher is when a supervisor is present to assess his/her teaching performance.

As I reflect upon my experience as a post-middle student teacher at Enchi Presby Primary School, in the Western Region (Ghana) in 1982, I remember the frustrating mood I found myself whenever my teaching performance was to be assessed. This was because the supervisors did not create the atmosphere for me to view the assessment process as part of my professional development. Supervision never started with a pre-observation conference to enable the supervisor identify himself with my problems.

Some of them often entered when the class had already begun, collected my lesson notebook, sat comfortably at the back of the class and started rating my teaching. Others never entered the classroom but quietly positioned themselves in an obscure point outside the classroom and suspiciously watched through the window as if I was a prisoner under police surveillance. Even before the lesson ended, my teaching performance had already been rated. After each assessed lesson, the supervisor held a post-observation conference with me supposedly for counselling. In practice, however, the conference always turned out to be a one-way communication session characterised by open criticism as I received information about my performance. Up to date, the supervisor continues to be the principal actor during the student-teacher appraisal process.

Consequently, the actual picture of student-teacher appraisal in Ghana may be described as a process that aims at "inculcating the prospective teacher with prescribed rituals and patterns based on predetermined modes of behaviour, or maintaining mean standards through imposed controls." It does not encourage the student-teacher to develop the ability to make proper value judgement about his / her performance and effectiveness. One would have thought that this trend would be improved for the regular teacher in the school but as the following paragraphs indicate, the situation is nothing

different from what the student-teacher experiences at the training college.

In the school situation, two forms of evaluating teachers' performance can be identified : *Internal Assessment* and *External Assessment*. Activities involved in the internal assessment of the teacher's performance in the school are enshrined in a Headteacher's Handbook: the teacher therefore does not participate in determining the assessment criteria. Specifics of the assessment carried out by the headteacher include the vetting of teachers' scheme of work and lesson plans, observing teachers' attitude to work, lesson presentation, social traits, human relations, checking punctuality to school, and observing teachers' use of working hours. Like the case of the student-teacher, no pre-assessment or post-assessment conferences are held with teachers for a discussion of either the issues involved in the assessment or those emerging after the assessment. The head is required to submit a written confidential report based on his discretionary value judgement after assessing each teacher. Even though the report is supposed to be a confidential document, the teacher involved is required to sign the report written about him. This has, on several occasions, led to serious conflicts between teachers and headteachers and has currently become an issue of great concern. This is because many teachers view the appraisal process as vindictive rather than a process of developing their skills.

The external system of appraising teachers in the country takes the form of inspection. The people involved in carrying out this exercise are officials from the Inspectorate Division of the Ghana Education Service. A teacher experiences this type of assessment when he/she needs to be confirmed as a professional teacher after completing his period of probation, when he is due for promotion in rank or when he has been nominated for the President's Best Teacher Award. Newly trained teachers in Ghana cannot regard themselves as certificated or professional teachers until their professional skills in the classroom have been observed and confirmed. After a year's probation, therefore, a team of officials from the District Education Office observe his/her work and based on a pre-determined rating criteria, they make judgement concerning the professional capabilities of the teacher. On the day of the inspection, a team of officials visit the teacher's classroom and observe his/her lesson notes, lesson presentation, pupils' exercise books and other skills related to his/her teaching task. After the session, no conference is held with the teacher and he/she is not given feedback on his/her performance until after some months. This same approach applies to the inspection of teachers who are due for promotion. In both cases, the headteacher's confidential report on the teachers involved are greatly relied upon in making a judgement on the teacher's performance .

Another instance where the teacher's work is assessed is when there is a whole school inspection aimed at assessing the level of efficiency and effectiveness of the school in promoting learning among pupils and how appropriately resources allocated to it in terms of money, equipment, learning materials and others are put in use. The focus of this type of inspection is accountability. The teacher, during this period is expected to account for how effectively he/she has used the syllabuses, textbooks, chalk, learning time, teaching time etc. to advance pupils' learning. His/her skills in keeping systematic record on pupils' academic performance is also evaluated. After the inspection which often lasts between three and seven days, a conference is held involving the headteacher and all teachers where some aspects of the inspectors' observations are made known to them. The conference activity, just like those mentioned earlier, exhibit features that can best be described as "essentially monologic, ... one way declarations about the state of things." (Gitlin and Smyth, 1989, p. 7). This situation has resulted in the situation where the mention of "supervision, assessment, inspection" or any word associated with the evaluation of teacher performance tend to make teachers very apprehensive.

From the foregoing, it is obvious that "hierarchy" and "accountability" are the major features of the existing procedure

for evaluating teacher performance in Ghana. Those responsible for evaluating the teacher's skills : supervisors, circuit officers or headteachers tend to impose pre-determined standards concerning desirable teaching outcomes on those who are evaluated : teachers. On the whole, it reflects what Hargreaves & Fullan (1992) classify as traditional teacher evaluation which "does not fit too well with the ideas of staff development ..." (p. 162) because basic assumptions of staff development models require "an emphasis on co-operation, collegiality and decisions from the bottom up rather than from the top down" (Dawe, 1989, quoted in Hargreaves & Fullan, 1992). Though some people may argue that the system has the strength of making teachers more accountable to the public, its major shortcoming is that it does not provide the requisite avenue for the teacher to participate fully in the process of developing as a professional. This is not desirable because as Gitlin and Smyth (1989) argue,

Leaving the teacher out of the process amounts to regarding the teacher as a commodity to be shaped and manipulated. It also leaves unattended and unquestioned the underlying orientation that guides teachers' practices. It is through involvement ... that teachers come to consider and challenge taken-for-granted views about their pedagogy ... (p. 40, par. 3).

Having identified the problem embedded in the nature of assessing teachers in the country, the next question is "How do we improve the system to make it more relevant to the professional development needs of teachers?" Are there any lessons to be drawn from the theory of teacher appraisal? How different is the concept of evaluation, as exemplified by the Ghanaian situation, from that of appraisal? In the next section, attempt will be made to address these questions.

What is Teacher Appraisal ?

Generally, the term "appraisal" is used interchangeably with the words "assessment, supervision and evaluation" to denote the process by which the value or quality of personnel performance is estimated. For instance, it has been asserted that Appraisal is synonymous with evaluation, a major feature of every teacher's work. Teachers in the classroom are constantly assessing how pupils are doing, what they have learned and where difficulties lie' (Mathias and Jones, 1989, p.5). Sharochs, et al., (n.d.) have also noted that "Assessment is all about making judgements based on valid and appropriate evidence for the purpose of well informed decisions". On his part, Cameron-Jones (1991) asserts that, "The appraisal of teaching performance is the evaluation of its quality" (p. 24)

On the surface, therefore, one may be

tempted to conclude that there is no distinct difference between "Teacher Evaluation" and "Teacher Appraisal". However, a look at relevant literature reveals that the two concepts are, in practice, not the same.

According to Bollington, et al., (1991), the term "appraisal" has been defined as "a continuous and systematic process intended to help individual teachers with their professional development and career planning, and to help ensure that the in-service training and development of teachers matches the complementary needs of individual teachers and the schools ..." (p. 6). Mathias & Jones also explain that appraisal of performance is an activity which is central to the effective management of the teaching and learning situation. It is a process of promoting 'effectiveness of the teacher's work in the classroom ... (p. 5). Inference from these definitions indicates that the focus of appraisal is the teacher's professional development rather than accountability and "for many teachers appraisal linked to professional development is the least threatening" McMullen, H. In Bell, L & Day, C, 1991. p. 165).

On their part, Wise & Darling-Hammond (1984) identify two perspectives of "appraisal": the bureaucratic perspective and the professional perspective. In the bureaucratic perspective, appraisal is highly standardised, procedurally oriented and organised by checklist. It is designed for the purposes of

monitoring conformance with routines and treats all teachers alike. Musella & Hickcox describe this type of appraisal as the traditional approach. According to them, traditional approaches to performance-appraisal which "tend to be narrowly focused, concentrating for the most part on classroom performance rather than on a reflective examination of teaching life; ... always mix appraisal for professional-growth procedures with making a judgement" and also lay strong emphasis on "standardisation across widely disparate situations, attention to record-keeping and written reports" (in Fullan & Hargreaves, 1992 p. 162). The principal actor in the traditional method of appraising teachers is the appraiser. This approach reflects the description of Ghana's system of evaluating teachers' performance in the previous section.

From the professional perspective, appraisal is considered to be clinical, practice-oriented, analytic, designed to assess the appropriateness of strategies and decisions, based on professional standards of practice and client-oriented. Teachers are involved in the development and operation of the appraisal process and are treated differently according to their teaching assignments, stages of development and classroom goals. In the professional approach,

"There is a move away from the highly structured, rational and linear characteristics of the traditional approaches to a less hierarchical and in a sense, less organised set of

procedures ... Appraisal patterns are seen as a move toward professionalism for teachers ... in the sense of promoting autonomy, independent thinking, reflective practice and the assumption of responsibility by the individual for both personal and professional growth," (p. 163).

Thus, even though in general terms some people tend to use evaluation and appraisal interchangeably, in practice the two concepts are not the same. A system of judging teacher performance which focuses on accountability and

adopts a strict "top-down" approach could be best termed an evaluation system. On the other hand, a system that focuses on the development of the teacher's professional skills and makes room for a "bottom-up" as well as "colleague-colleague observation and judgement" approach could be termed appraisal. The Table below sums up some of the features of evaluation and appraisal.

So far, the discussion has established the concept and approaches to teacher appraisal. As summed up in the Table,

Features Contrasting Evaluation and Appraisal

	EVALUATION	APPRAISAL
Purpose	<ul style="list-style-type: none"> • accountability • monitoring conformance 	<ul style="list-style-type: none"> • professional development • improve quality teaching/learning • improve staff relations
Communication	<ul style="list-style-type: none"> • evaluator-evalutee (hierarchical) • strictly formal e.g. written reports 	<ul style="list-style-type: none"> • appraiser-appraisee-appraiser • formal/informal
Major actor	<ul style="list-style-type: none"> • school inspectors • headteacher • subject organisers 	<ul style="list-style-type: none"> • appraiser and appraisee • (active teacher involvement)
	<ul style="list-style-type: none"> • externally imposed (non-involvement of teachers) 	<ul style="list-style-type: none"> • (active teacher involvement)
Teacher attitude	<ul style="list-style-type: none"> • avoidance • fear 	<ul style="list-style-type: none"> • co-operation • enthusiasm

In practice, there is a difference between evaluation and appraisal : whereas the former focuses on accountability, the latter focuses on development. In the next section, an example of the practice of teacher appraisal will be examined by using Britain as a case study.

The Practice of Teacher Appraisal in Britain

According to Mathias & Jones (1989), the origin of the Teacher Appraisal Scheme in Britain can be traced to the early 1960s when the then Minister of Education, Sir David Eccles, made moves to examine what was actually taught in schools. By the middle of the 1970s, there had been an increasing public concern about what was going on in the school, following an allegation that teachers were misusing their power in relation to their pupils' education. In 1976, the Auld Committee that investigated this case, recommended that teachers should be made accountable to the community for the education they were offering. In addition to this, a decline in the nation's economic performance which compelled the government to take steps to rationalise public expenditure as well as the establishment of an Assessment of Performance Unit (APU) in the Education Sector in about 1978 enforced the need for school accountability.

By the early 1980s, the Education Sector had become very concerned about curriculum development and the

role that school performance appraisal could play towards the positive realisation of that concern. It therefore recommended that schools should be made to analyse and set out their aims in writing and make it part of their work regularly to assess how far the education they were providing matched those aims. In 1983, the Government, convinced of the positive effects that the move towards self-assessment by schools and teachers could make on improving school standards, welcomed the recommendation but emphasised the need for teacher performance appraisal with the explanation that :

employers can manage their teachers only if they have accurate knowledge of each teacher's performance. The Government believes that for the purpose the formal assessment of teacher performance is necessary and should be based on classroom visiting by the teacher's head or head of department, and an appraisal of both the pupil's work and the teacher's contribution to the life of the school (The White Paper "Teaching Quality", GB. DES, 1983, in Mathias & Jones).

In 1986, the Government enacted an Education Act which gave legal backing to Local Education Authorities (LEA) to implement the scheme in schools. For example, Article 49 (Sections 1b, 2b & c) of the Act, as quoted in Mathias & Jones, explicitly enjoins LEAs to "secure that the performance of teachers ... is regularly appraised" and makes provision "with respect to the disclosure

to teachers of the results of appraisals and the provision of opportunities for them to make representations with respect to those results." By 1988, the Teacher Appraisal Scheme had become an integral part of the conditions of service of teachers in Britain with focus on enhancing the professional development of teachers.

Historically, therefore, two major factors can be identified as leading to the official introduction of Teacher Appraisal in the United Kingdom: public demand for accountability and the need for professional development. As articulated by Bollington, Hopkins & West (1991), the introduction of appraisal can be said to reflect

a climate in education, characterised by concern for improved quality, a greater degree of accountability and more efficiency, particularly in terms of resources. Within this climate has come the call for systematic performance appraisal, designed to bring about a better relationship between pay, responsibilities and performance, especially teaching performance in the classroom (p.2).

The second factor emanated from the desire to improve the professional development of teachers and to identify precisely their in-service training needs. This factor is very significant because as Kelchtermans

and Vandenberghe (1994) have rightly observed, "the end of a teacher training programme does not mean the end of the training process and the achievement of performance. Professional development is a major factor in efforts to improve schools".

The Purpose of the Teacher

Generally, West & Bollington (1990 p. 8) and Mathias & Jones (1989, p. 5) agree that the first purpose is to enhance the professional development of teachers. This purpose is often expressed in terms of improving the impact of inservice training on professional development, with clearer identification of INSET needs and raising the performance of teachers. Thus through teacher appraisal, both the appraiser and the appraisee can get a better understanding of the in-service training needs of the individual teacher. The second purpose is to improve the management of the school. This purpose is based on the assumption that the two way communication involved in the appraisal scheme could help increase teachers' understanding of the issues confronting senior management and also improve senior management's understanding of the perceptions that teachers may have about the school. It is believed that through the appraisal scheme, meaningful job descriptions are produced.

Thirdly, the appraisal system seeks to improve the education offered to pupils in the school : it focuses on the provision of quality teaching and learning. The writers indicate that the

appraisal of teachers is seen as essentially a developmental process, not a narrow checking activity, though the quality of development achieved must be influenced by the accuracy of available information concerning past performance, present constraints and opportunities, and future policies. In this sense, they argue that "appraisal itself can be seen as part of the teacher's professional development, not simply a means of identifying development needs". (West & Bollington, 1990). The statement below emphasises the purposes for introducing teacher appraisal :

Appraisal clearly has the potential to strengthen and develop the quality both of teaching and of management in schools in ways which will lead over time to better education for pupils ... It should provide an opportunity for individual teachers and heads to explore ways of improving their professional skills, and enhancing their contribution to the overall management and development of their school (MacGregor, October 1989, in West & Bollington, 1990).

To understand the purposes of the scheme as they relate to the LEA, the School and more specifically to the Teacher, West & Bollington have simplified the objectives as follows :

Objectives for the Local Education Authority (LEA)

- To provide an overall picture of

INSET needs and priorities.

- To help schools to think and to talk about whole-school policies, and the relationships between these policies and individual roles and tasks..
- To facilitate development planning, processes and activities in the schools
- To provide an informed basis for teacher references, and to improve the quality of promotion/selection decisions within the authority.

Objectives for the School

- To ensure that individual targets / objectives relate to school objectives and priorities.
- To help individuals improve performance in their current jobs.
- To improve communication and relationships.
- To increase teacher involvement in determining and commitment to securing their own targets.
- To identify individual strengths and weaknesses and improve the match between individuals and organisational tasks.
- To improve the quality of information on which INSET planning is based.

- To identify interest in and potential for promotion to specific jobs, and to help individuals to prepare for this.

A critical look at the objectives outlined for the LEA and the School by the writers seems to suggest that the focus of the interest of these two institutions for appraising teachers lies more in the development of quality management and the achievement of school targets. Since the practice of teacher appraisal dwells greatly on the principle of confidentiality between the appraiser and the appraisee, a major issue that emerges is how the LEA and the School can easily gain access to the needed information for achieving the objectives they seek to achieve. The co-operation of the teacher will be greatly required if these goals could be achieved. The last set of objectives identified by the writers focuses on the professional and personal development of the teacher.

Objectives for the Teacher

- To increase the scope for personal achievement, job satisfaction and, where appropriate, career development.
- To improve working relationships with colleagues.
- To provide balanced, objective feedback on previous performance, and guidance, support, reassurance and motivation for the future.

- To provide opportunity to express views about the school, or how it is managed in the expectations that appropriate action will be taken possible and necessary.

The discussion so far makes it very clear that the professional development of teachers is a major purpose for appraising teachers in Britain. Justifying this purpose, Jones argues that the present rapid pace of change within the education sector has far reaching implications for the quality of teachers, teaching and ultimately that of pupil learning. Consequently, he argues that :

no member of the profession can, realistically, enter teaching and remain in it for several decades possibly, without the necessity for frequently updating both their professional knowledge and skills. There is a need for the professional development process to be managed in a systematic way for both the individual teachers and schools to benefit (p. 9).

Unfortunately, this is a purpose which the present scheme for evaluating teachers in Ghana least emphasises.

Having delved into the reasons for introducing a systematic teacher appraisal scheme in Britain, the next section will examine the processes involved in the appraisal scheme.

The Processes Involved in Developmental Teacher Appraisal

Since developmental teacher appraisal is based on data derived from a two-way communication channel between the appraiser and the appraisee, *interview* as a data collection instrument has been identified as the pivot around which the whole process of teacher appraisal evolves. (Mathias & Jones, 1989, p.21 ; West & Bollington, 1990). The writers, however, observe that "the success of appraisal interviews has been seen, for the most part, to hinge on effective preparation" (p. 15) . The first process involved in teacher appraisal is therefore preparation. This stage provide appraisers and the appraisee the opportunity to prepare adequately for the appraisal session. It involves meetings between the head and appraisers to find answers to questions related to the scope, procedure and time frame for the appraisal process.

It also involves an initial meeting between the appraiser and the appraisee to "arrange a mutually convenient date, time and venue for the meeting, to discuss the objectives of the interview, and the procedures to be used by both parties, including the documentation " (Mathias & Jones, p. 22). Such a meeting offers the appraiser and the appraisee the opportunity to establish rapport and trust between them. This is very essential because without the assurance of confidentiality, it will be difficult for the appraisee to frankly disclose his weaknesses and his feelings to the appraiser during the interview stage.

The Graham Report of 1985, for instance stresses that "Appraisers must have credibility and inspire the trust and confidence of the staff they appraise ..." Issues to be covered at this stage include :

- the areas (s) of the teacher's work on which it reflects accurately his or her work.
- the specific information to be gathered.
- who will be involved in providing the information to be carried out
- the number and length of class room observations to be carried out
- the timetable for the appraisal cycle .

After arriving at an agreement regarding which of these areas the appraiser and appraisee will want to focus on, they have to decide on how the data on the selected areas can be collected. West & Bollington have identified "self -appraisal, task observation / job shadowing, collecting the views of relevant people by interview / questionnaires, classroom observation, analysing documentation, looking at pupils' work and analysing test /exams results" as some approaches to information gathering to adopt. There is also the need for the parties to agree on the criteria for

using whichever approach(és) they decide on.

The second component of the appraisal process is the *interview* phase. As earlier mentioned in paragraph one of this section, the appraisal interview is central to the appraisal process. This centrality is articulated in the statement that " ... appraisal programmes should in all cases include an interview " (NSG Report, 1989). This is the stage when the appraiser and the appraisee actually engage in discussion related to the information they have gathered during the pre-interview phase for the purpose of planning for future improvement. The success of the appraisal interview largely depends on the skills of the appraiser in terms of " facilitating and maximising the potential of the process" (Mathias & Jones, 1989, p. 22) and the availability of a clear and mutually agreed agenda. The following inputs have been suggested for the agenda of all teacher appraisal interviews :

- review of the teacher's current job description
- review of the teacher's work, successes and progress, in any areas for development identified in the previous appraisal .
- discussion of current professional development needs .
- discussion of career development as appropriate

- discussion of the appraisee's role in, and contribution to, the policies and management of the school
- identification of targets for future development
- clarification of the points to be recorded in the appraisal statement. (NSG, 1989, in West & Bollington)

To this end, it is essential that the appraiser takes particular note of the interviewee's interests and career aspirations and also create a congenial atmosphere for the advancement of the interview session. The session is to be skilfully handled in such a way that at the end of the interview teachers will feel that ,

there has been a basic acceptance both of them and their work; there has been a confirmation or a new understanding of areas of success; there has been a realistic understanding of areas of failures; a manageable plan or action has been formulated which will enable them to develop professionally; they have a new sense of their own value within the school and of commitment to the aims and goals, particularly

those which affect their area of work (Blackburn, 1985 p.)

Hewton (1988) has identified "listening and encouraging the interviewee to talk, using appropriate questions, paraphrasing and summarising" as qualities of an effective interview session.

One issue that needs stressing in this section is the fact that training people prior to the introduction of any appraisal scheme is very essential. A number of writers have stressed its importance (e.g. Everard, 1986 ; West and Bollington, 1990; Bollington, Hopkins & West, 1991 ; Murphy & Broadfoot, 1995. p. 115). As articulated by Nuttall, D. L. (1986a), none of the desirable qualities for conducting an effective appraisal "can be realised without adequate training ... that training must embrace not only particular skills (such as those of observation, interviewing and counselling) but also more general managerial skills and a discussion of values and assumptions." Generally the programme of training in appraisal skills is to include three distinct but practically interrelated phase : awareness raising, information giving and skill training (Mathias and Jones) and must be based on a format that at least include "establishing job descriptions and identifying performance criteria ; recording and documenting ; methods of assessment ; counselling and reviewing."

The third component of the appraisal process involves follow-up activities.

This stage offers both the appraiser and the appraisee the opportunity to systematically monitor the progress of targets set during the appraisal interview session, identify problems related to the process of attaining those targets and, where possible, agree to review the targets. Two major areas of concerns are covered during this phase : the production of an agreed statement between the appraisal and the appraisee which should comprise a summary of the appraisal dialogue and records of the main points emerging from the review of the appraisee's recent work performance. This statement must be linked to targets and/or action plans .

Information in the agreed statement on action plans necessary for effective planning of either the school or the Local Education Authority is to be made available to them. However, every effort must be made to ensure that all confidential matters are protected because,

appraisal statements are personnel statements of a particularly sensitive kind; they should be treated carefully and kept in a secure place in the school (NSG, 1989).

The second major area for post-interview action concerns the need for a continued appraiser-appraisee dialogue during the review period for support on agreed priorities and outcomes. It involves a formal review meeting covering an assumed two-year appraisal cycle (NSG, in West & Bollington, 1990, p. 48) with the purpose of

considering the appropriateness of previous targets, considering current career development needs of the appraisee, reviewing appraisal interview targets and others. Having looked at some of the implementation processes involved in the teacher appraisal scheme in Britain, the question is : What are the implications of this scheme for Ghana? Is it possible to transfer the system to improve upon the teacher evaluation scheme in Ghana? This question will be addressed in the next section.

Implication(s) of Teacher Appraisal Scheme for Ghana

Even though the scheme for appraising teacher performance in the United Kingdom as discussed in the preceding section reflects the features of developmental appraisal, one cannot jump into conclusion that its transfer to Ghana will meet the teacher development needs of the country. Any recommendation regarding the possibility of transferring the scheme to Ghana would have to be based on an evaluation of its impact on the professional development of teachers since its introduction. Thus questions related to its strengths and weaknesses have to be critically addressed first.

Evaluators of the school teacher appraisal pilot study by the Cambridge Institute of Education (CIE) in 1989 have identified four areas where the scheme has led to some level of motivation and job satisfaction among appraisees. The following statement

makes this point explicit :

No less than 87% of the 315 appraisees, who responded to our spring 1989 questionnaire indicated as significant or very significant the outcomes of their appraisal in terms of obtaining candid feedback on their performance and reassurance and motivation for the future. Given the assumption that increased job satisfaction and better morale contribute towards more positive and successful teaching, then such outcomes, commonly attributed to appraisal, are clearly both desirable and encouraging (p.55).

It was also noted that the scheme has the strength of helping teachers to get a clear view of their needs and greater confidence in asking for them to be met. 79% of the respondents were reported to have indicated as significant or very significant the outcomes of their appraisal in terms of identification of INSET needs. Thus through appraisal, teachers are able to clearly identify their classroom practice needs which in turn enable them to influence the development of their in-service training. This view is corroborated by the TTA's observation that "the strengths of the current appraisal system include the emphasis on the setting of clear and practical targets... and the opportunity it gives to teachers to take control of, and pride in their professional and career development" (Review of Headteacher and Teacher

Appraisal : Summary of Evidence Document, p.3). (TTA, 1995 : 7).

Another area where the impact of appraisal is felt is career development. The CIE report, for instance, makes reference to one interviewee who felt in general that appraisal had made her think more critically about her work and career and given her a chance to look at herself. The degree of the appraisees' positive view about the strength of appraisal in their professional and career development reflects in the comment below:

My most positive feelings were about (i) being able to review my career and discuss at length my concerns, future etc. with an experienced senior colleague who was able to offer professional advice (ii) review my teaching in the classroom and think about the things that I can do well and that others feel I do well. (iii) I found appraisal a real morale booster (CIE Report, p.61).

Even though the foregoing discussions suggest that the appraisal scheme has had great impact on the teacher's activities, a number of weaknesses have been identified in the implementation of the scheme in many schools. The main weaknesses are that " it lacks rigour, has poor impact on the quality and standards of teaching and that the process has become protracted, expensive and often extraneous to the annual cycle of management activity directed at school improvement".

As mentioned in the introduction, it has also been noted that the scheme's 'arrangements' as currently practised "are not sufficiently linked to policies for school management, including process for INSET and school-development planning. This has been exacerbated by misunderstanding of confidentiality requirements and by the two year cycle " (Ms Morris' Speech to the 7th British Appraisal Conference, January, 1998). The speaker supported this weakness by referring to an OFSTED evidence that only 20% of schools visited showed improvements in teaching following appraisal and further stressed, "closer integration of appraisal with other aspects of management could also increase the impact on the quality of teaching and reduce the bureaucratic burden". From these shortcomings, it could be seen that even though the scheme has had some impact on the teacher and the school's improvement, the changing demands on the school requires that the teacher appraisal scheme is improved.

From the strengths and weaknesses discussed above, it is very clear that the current practice of the scheme will be of little benefit to Ghana. The shortcomings identified with the scheme need to be improved in order to guarantee its transferability. To this end, it is worth noting that some steps are being employed to improve the scheme. In

a speech delivered at the Seventh British Appraisal Conference (January, 1998), the speaker indicated that the government had instituted measures to tackle the problem of lack of linkage between the teacher appraisal scheme and policies for school management as a major problem. It was disclosed that developments in appraisal are now expected to take account of other initiatives" such as OFSTED inspection; school target-setting, which will be introduced in all schools from September; Education Development Plans; which will provide a link between school-level targets and an LEA's overall strategy to raise standards;... the new relationship between schools and the planned induction for new teachers." It was stressed that the government deems it "vital for there to be sensible integration between the school target setting and appraisal processes". The implication that this new arrangement has for Ghana is that any attempt by the country to adopt the developmental approach to teacher appraisal must first take into consideration ways of ensuring that school inspection and teacher appraisal programmes are effectively co-ordinated towards teacher development goals.

Closely linked to the issue of linkage is the need to improve the appraisal cycle activities. The current cycle extends across two years and activities involved in the first year includes provision for observation and an appraisal interview to review the teacher's work to identify

achievements and aspects for further development. In the second year, the appraisal and the appraisee meet to review the appraisal statement, the progress towards achieving any targets and to set revised targets for action. It has been noted that the outcomes derived from this process can be more useful if the information deriving from it is made available for planning purposes. To improve the situation, an annual appraisal cycle has been proposed. In addition to this, it is the expectation of the government that "objectives relating to pupil performance would need to be agreed upon between a teacher and his or her line manager."

Another revelation made at the conference which has an implication for Ghana is the fact that the British government recognises the importance of a continuing emphasis on and improving the teacher's professional development. To improve the teacher's professional development, measures have been taken to increase funding. The statement below clarifies this point:

We will provide more than £500m through the Standards Fund in 1998-99 in support of literacy, numerical and other key areas for school improvement. Therefore ... I would expect the appraisal process to enable teachers, in discussions with their appraisers, to identify their professional development needs and to ensure that they are reflected in plans made at school and LEA level (p.11).

The challenge that this statement poses to Ghana is that the government needs to invest willingly in developmental teacher appraisal. Resources required for promoting smooth teacher appraisal schemes in the school needs to be heavily budgeted for. This is very essential because without adequate funding, the efforts being made towards improving the present scheme for evaluating teacher performance in the country will yield nothing.

Lastly, there is the need for policy makers in Ghana's educational sector not only to make the appraisal of teachers mandatory in schools but also ensure that room is created for teachers in the school to get the opportunity of appraising the teaching performance of their colleagues.

Of course, the introduction of such a scheme in the school will pose some teething problems, especially in the primary school where the teacher population is quite small but this should not be an excuse for not introducing developmental teacher appraisal scheme in Ghana

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