

Practices and Challenges of Teachers' Performance Appraisal in Secondary Schools of Goro Woreda, Bale Zone, Oromia

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Abstract

The purpose of this study is to assess the practices and challenges of teachers' performance appraisal in general secondary schools of Goro Woreda, Bale Zone, Oromia. Mixed research methods, more specifically concurrent triangulation design has been used to realize the study. Questionnaires, interview and document analysis have been used as data collection tools. The finding of the study indicated that the criteria of teacher performance appraisal do not initiate teachers, not planned on appropriate time and based on teachers' rank and there is no pre and post appraisal discussion with teachers and also lack of necessary knowledge of the appraisers on the criteria, lack of necessary training of appraisers, teachers' attitudes and perception towards teachers' performance appraisal challenges were identified. Organizing necessary training on teachers' performance appraisal for teachers, principals and department heads, organize seminars, workshops and other in- service courses on guidelines of teacher performance appraisal and assigning adequately trained appraisers in the successful implementation of the process, are some of the recommendations made.

Key words: Practices, Challenges. Teachers' Appraisal, Performance and Secondary Schools

Introduction

Background of the Study

An organization, whether the social service provider or manufacturing enterprise, needs human and non-human resources to achieve the goals for which it is established. Of these resources, the human side is the most valuable and critical for the successful realization of the desired organizational objectives. This is because it is the human resource that supplies the talent, skill, and efforts which enables one to utilize all other resources effectively and efficiently (Martin & Tricia, 2000).

Performance appraisal system is an important constituent of the whole human resource management function in the civil service (The Republic of Kenya, 2008). The appraisal predicated upon the principle of setting agreed performance targets, work planning, reporting, and feedback. Republic of Kenya (2008) indicates that Performance Appraisal System (PAS) program should consist of the following; Setting of performance targets, work planning, values, and monitoring, competency assessment, evaluation, and end of year appraisal. Likewise, Teachers' Service Commission (2015) gives direction that the Commission determines the intervals of conducting appraisals in the educational institutions.

In Ethiopia, the present system of performance appraisal of teachers is result oriented and, delineates among four performance categories: **poor (25-49%)**, **acceptable (50-74%)**, **very good (75-94%)** and **excellent**

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(95-100%) based on teachers' result on key, major, and minor tasks (MoE, 2004). Depending on the results of performance evaluation and year of teaching service, secondary school (which is the focus of the present study) teachers have the opportunity of going up six stages in the career ladder structure: **beginner teacher, junior teacher, teacher, senior teacher, associate lead teacher and lead teacher** (MoE, 1996). As Wondosen (2007) states TPA has different problems. His findings indicated that the appraisers' bias, un-relatedness of performance criteria for teachers' job and negative attitude of appraisers to accept negative feedbacks from their appraisers are some of the problems related to TPA.

From the above discussion, one can understand that the current system of the TPA has a number of problems as described by the findings of different studies mentioned so far. But to the researchers' knowledge, no recent study has been conducted for the knowledge part about the purposes of TPA among all relevant stakeholders at secondary school level in the study area. Moreover, the researcher, working as teacher, as Woreda Education office expert and also a member of the management committee, in Goro Woreda education office, observed dissatisfaction by teachers in the overall process of Teacher Performance Appraisal.

Thus, addressing the issue of Teacher Performance Appraisal and whether the implementation was consistent with the presumed purposes is a timely and important issue, given the ever increasing emphasis to improve the quality of education. Hence, the purpose of this study is to assess whether the criteria established to evaluate teachers' performance are relevant, whether those that directly involve in TPA have adequate knowledge over its purposes, whether there is convergence between the intended purpose and the addressed purposes in the implementation of TPA in secondary schools of Goro Woreda and to assess the challenges of teachers' performance appraisal and thereby to suggest possible solutions for tackling the problems. In order to address the purpose of the study, the following basic research questions were raised and answered in the course of the study.

1. How adequate are the criteria of TPA to evaluate teachers' performance?
2. What are the major challenges that appraisers and leaders encounter in adopting the current system of TPA?

Theoretical Framework of the Study

The productivity of employees in any organization fluctuates from one point to another; one of the reason of this fluctuation depends on the performance appraisal system. To realize the objectives of the study, among many theories of performance appraisal, the expectancy theory was used. Expectancy theory, which was developed by Yee and Chen (2009), is based on four assumptions that people join organizations with expectations about their needs, motivations, and past experiences. These influence how individuals react to the organization. The expectancy theory, based on these assumptions, has three key elements: expectancy, instrumentality, and valence. A person is motivated to the degree that he or she believes that (a) effort will lead to acceptable performance (expectancy), (b) performance will be rewarded (instrumentality), and (c) the value of the rewards is highly positive (valence). Expectancy is a person's estimate of the probability that job-related effort will result in a given level of performance.

The study is, thus, based on the Performance Appraisal Model by Yee and Chen (2009). According to Yee and Chen (2009), performance appraisal is used by an organization to reward and develop the human resource

of the organization to ensure that the organization runs smoothly and grows. The Performance Appraisal Model proposes an annual appraisal system, whereby every year, staff are required to fill up yearly work plan to report on the progress of the tasks assigned as agreed upon at the beginning of the year. Because of Yee and Chen, performance model is a good model as related to other models for identifying the practices of Teachers' Performance Appraisal in secondary schools, and taking this into account, the researcher chooses the Yee and Chen performance model as a theoretical framework of the study.

Conceptual Framework

This approach helps the teacher to involve in the appraisal exercise. The figure below shows conceptual framework of the study. The conceptual framework shows that the themes of independent variables (appraisers' knowledge, teacher characteristics, appraisers' attitudes towards Teachers' Performance Appraisal, Practices and Teachers' Performance Appraisal criteria) are used in an attempt to elaborate deeply the extent to which they can create an effect on Teachers' Performance Appraisal.

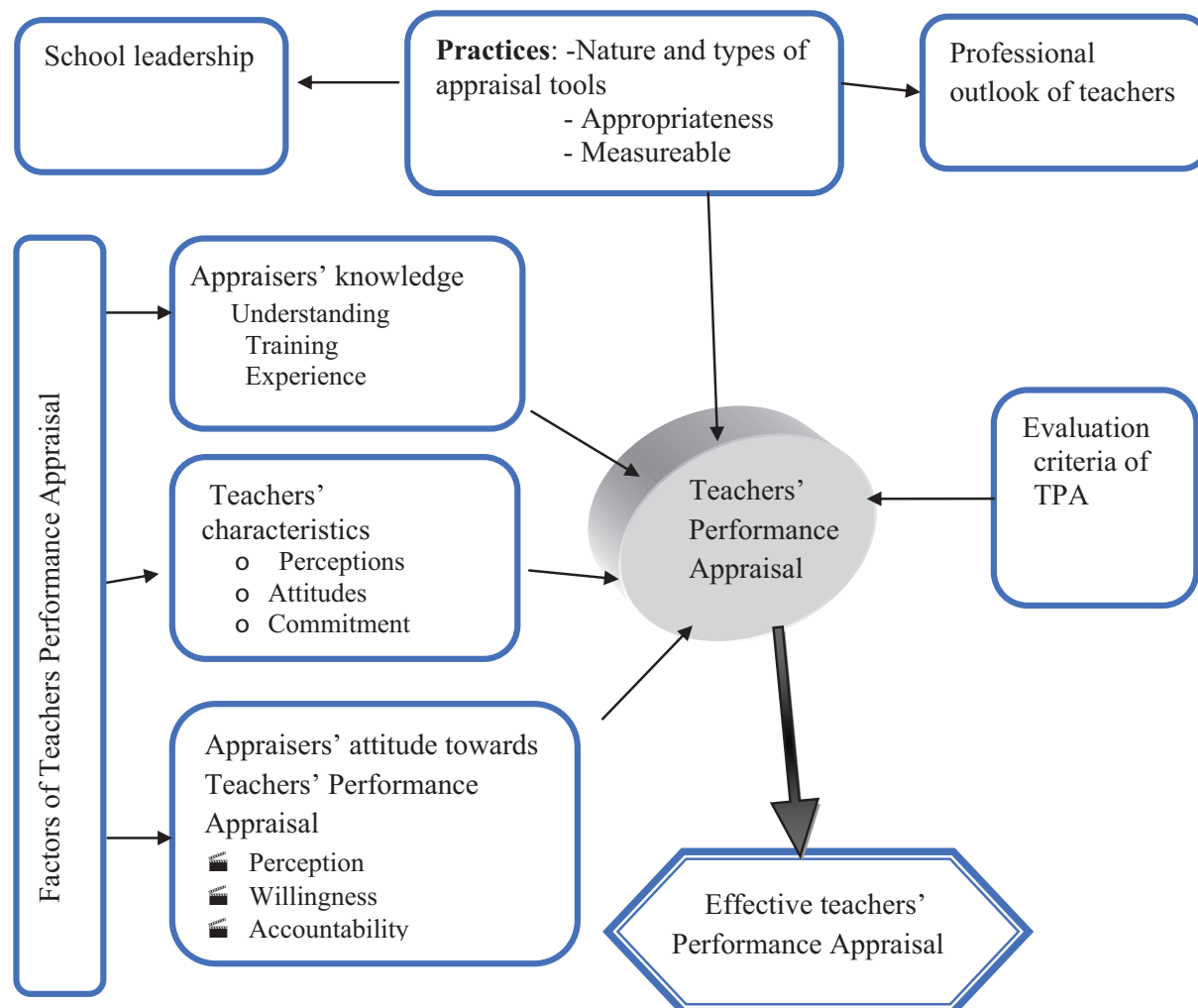


Figure 1. The conceptual framework of practice and challenges of TPA.

According to Shields & Rangarajan (2013), a conceptual framework is an analytical instrument with some variations and contexts used to make distinctions and organize ideas in a meaningful yet simplified way. Thus, the conceptual framework above shows a diagrammatic representation of inter-relationship between independent and dependent variables of the study. Moreover it attempts to explain the relationship that exists between the independent and dependent variables that all put together, create an impact on Teachers' Performance Appraisal in any given organization. Considering all the variables mentioned, it is the dependent variable (Teachers' Performance Appraisal) that was the primary interest for this study.

Research Design and Methods

Methods and Design used

Mixed methods (both quantitative and qualitative methods) were employed. More specifically, concurrent triangulation mixed research design was employed due to the nature of the problem. The researcher believed that for a better understanding of the issue covered in the study, concurrent triangulation design was employed. Because this method helps the researcher to see the issue under study both from the quantitative and qualitative perspective.

Target population, Sampling Techniques and Sample Size

This is a complete enumeration of all items in the population as used in a study. Thus, it is the population, which the researcher intends to generalize his/her findings (Nkpa 1997 & Orodho 2008). The total population for this study was 87, which comprised of three general secondary schools of Goro Woreda of Bale zone, Oromia. The researcher targeted all the total teachers (71), department heads (11) and three principals in all the three schools and also secondary school supervisor and one Woreda Education expert as part of the target population.

Thus, all members of those units (teachers and department heads) were taken as source of data. On the other hand, secondary school principal selected by purposive sampling techniques, secondary school supervisor and vice principals selected by available sampling and one Woreda Education expert working in the area of Teachers' Professional Development was selected purposefully to get pertinent and explicit information.

Instruments of Data Collection

According to Wellington (2000), in carrying out a research, a researcher should use methods, which provide high accuracy, generalizability and explanatory power with minimum management demands with administrative convenience. To this effect, questionnaire and interviews were used as data gathering tools.

Method of Data Analysis

Both quantitative and qualitative methods of data analysis techniques were employed and the data collected was analyzed using the SPSS program. The Quantitative data were processed by entering the data into the computer to run descriptive analysis through frequencies, percentages, mean and standard deviation (SD). Whereas, data collected through open-ended questions in the questionnaires and interview were analyzed qualitatively through narration, direct quotation and paraphrasing of the response of the respondents.

Data Presentation, Analysis and Interpretation

1. Teachers' Performance Appraisal Criteria

As stated earlier, one of the objectives of this study was to analyze the relevance of the criteria used to evaluate teachers' performance in secondary schools. Hence, to address this research objective, relevant questions to the issue were organized and distributed to collect reliable data from the respondents. As a result, the collected quantitative and qualitative data with respect to this issue are presented, analyzed and interpreted in the following section (Table 1).

Table 1		Responses on objectivity of Teachers' Performance criteria											
SN	Description	Scales										$\bar{X}$	δ
		SD		D		U		A		SA			
		f	%	f	%	f	%	f	%	f	%		
1	Measures teachers' professional competence	5	6.3	8	10.0	6	7.5	44	55	17	21.3	3.75	1.097
2	Promotes teachers motivation to work	4	5	19	23.8	9	11.3	26	32.5	22	27.5	3.54	1.26
3	Helps teachers to improve their academic qualification	4	5.0	14	17.5	8	10.0	41	51.3	13	16.3	3.56	1.11
4	Initiates teachers to stay in their profession	14	17.5	41	51.3	7	8.8	16	20.0	2	2.5	2.39	1.07
5	Promotes research done privately or in groups	2	2.5	12	15	10	12.5	47	58.8	9	11.3	3.61	.961

Source: Field survey, 2019

As shown in Table 1 above, regarding the objectivity of Teachers' Performance criteria, measures teachers' professional competence, the majority 61(76.3%) of the respondents agreed that teachers' performance criteria measures teachers' professional competence, while 6(7.5%) of them responded that they had no idea on the issue. The remaining 13(16.3%) of the respondents responded that they did not agree on the issue. The calculated arithmetic mean value also showed 3.7 with a standard deviation of 1.0. Therefore, this indicates that teachers' performance criteria measures teachers' professional competence. The Performance reflects specific activities called key result area which must be carefully identified, clearly understood and mutually agreed upon by both evaluators' and evaluates as critical for the realization of the desired outcome for the job. In short, the criteria are statements of standards against which an employee's competency in performing specific activities is measured (Pinnington & Tonny, 2000:99)

As indicated in the above Table item 2, almost majority 48 (60.0%) of the respondents agreed that the criteria promotes teachers' motivation to work, while the rest 9(11.3%) responded they had no idea of the issue. The remaining 23(28.8%) of the respondents responded that they did not agree on the issue. The

calculated arithmetic mean value also showed 3.5 with a standard deviation of 1.2. Therefore, this indicated that Teachers' Performance criteria promotes teachers' motivation to work.

As shown in item 3 in Table 1 above, concerning the criteria - helps teachers to improve their academic qualification - 54(67.6%) of the respondents agreed that criteria helps teachers to improve their academic qualification in this aspect, while 8(10.0%) responded that they have no idea about the issue. The remaining 18(22.5%) indicated that they did not agree on the issue. The calculated arithmetic mean value also showed 3.5 with a standard deviation of 1.1. Therefore, this indicated that the criteria of Teacher's Performance Appraisal helps teachers to improve their academic qualification.

Regarding the criteria – initiates teachers' to stay in their profession – majority of the respondents representing 55(68.8%) of respondents indicated that they did not agree on the issue that criteria initiates teachers' to stay in their profession with this aspect, while 7(8.8%) responded that they have no idea about the issue. The rest 18(22.5%) agreed that the criteria initiates teachers to stay in their profession. The calculated arithmetic mean value also showed 2.3 with a standard deviation of 1.0. Therefore, this asserted that criteria did not initiate teachers to stay in their profession.

As depicted in item 5 in Table 1, regarding the criteria– promotes research done privately or in groups - 56(70.1%) responded that they agreed the criteria promotes research done privately or in groups in this aspect, while 10(12.5%) of them have not an idea of the issue. The rest 14(17.5%) responded that they did not agree on the issue. The calculated arithmetic mean value also indicated 3.6 with a standard deviation of 0.9. Therefore, this showed that criteria of Teachers' Performance Appraisal promotes research done privately or in groups.

Similarly, interview question was presented to Woreda Education expert, Principals and Secondary School Supervisors. They all responded in similar ways. For instance, one of the Woreda Education experts expressed his view as follows:

“The current Teachers' Performance Appraisal criteria objectively measures teachers' professional competence, motivates teacher to work and also promotes to conduct research done privately or in groups to solve problems that hinder effective teaching and learning process in particular and educational problems in general. But like the respondents of the questionnaire they responded that the criteria did not initiates teachers to stay in their profession (Ex, Feb.2019).

2. Problems Encountered in the Implementation of Teachers' Performance Appraisal System

The second research question, which addressed in this study, was to analyze the problems encountered in the implementation of Teachers' Performance Appraisal in secondary schools. In addition, the findings of the data were viewed along the mean value, 1-1.66 as highly influence, 1.67-2.33 as medium influence and 2.34-3.0 as low/no influence Likert (1932) & Oppenheim (1992)

This part of the study displays that the items with regard to the problems encountered in the implementation of Teachers' Performance Appraisal in sampled secondary schools. Whatever attempts are made at various levels, it is meaningless unless the degree of problems encountered in the implementation of Teachers' Performance Appraisal is identified and the intervention mechanisms are provided for schools.

Table 2 Responses on problems encountered in Teachers' Performance Appraisal										
SN	Description	Highly		Medium		Low/no		$\bar{X}$		Description
		F	%	f	%	f	%			
1	Lack of necessary knowledge of the appraisers.	51	63.8	24	30	5	6.3	1.43	.612	Highly influence
2	Lack of necessary training	51	63.8	25	31.3	4	5.0	1.41	.589	Highly
3	Lack of pre-appraisal discussion between teachers and appraisers	22	27.5	30	37.5	28	35.0	2.10	.805	Medium influence
4	Lack of post- appraisal discussion between you and your appraisers.	18	22.5	51	63.8	11	13.8	1.91	.599	Medium influence
5	Lack of transparency of the appraisers	25	31.3	43	53.8	12	15.0	1.84	.665	Medium influence

Source: Field survey, 2019

With **Item 1 of Table 2**, the respondents were asked to give their opinion that the extent to which lack of necessary knowledge of the appraisers, influences the implementation of Teachers' Performance Appraisal. Accordingly, majority 51(63.8%), of the respondents responded that lack of necessary knowledge of the appraisers highly influences the implementation of Teachers' Performance Appraisal. While 24(30%) of them responded that lack of necessary knowledge of the appraisers' medium influences on the implementation of Teachers' Performance Appraisal. The rest 5(6.3%) of the respondents responded that lack of necessary knowledge of the appraisers had low/no influence on the implementation of Teachers' Performance Appraisal. The calculated arithmetic mean value also showed 1.43 with a standard deviation of 0.61. The mean value of the item is 1.43 which is in the range of high level of influence. Therefore, this showed that lack of necessary knowledge of the appraisers highly influences the implementation of Teachers' Performance Appraisal in sampled secondary schools.

In **Item 2 of the Table 2**, respondents were asked to rate the extent to which lack of necessary training of the appraisers influences the implementation of Teachers' Performance Appraisal, majority 51(63.8%) of the respondents replied that the degree to which lack of necessary training of the appraisers influences is high. Small number, 4(5.0%) and 25(31.3%) of teachers answered that the extent to which lack of necessary training of the appraisers influences the implementation of teachers, is low/no and medium respectively. The calculated arithmetic mean value also showed 1.41 with a standard deviation of 0.58. The mean of the item is also 1.41, which were in the range of high level of influence. Therefore, this showed that lack of necessary training of the appraisers, influences the implementation of Teachers' Performance Appraisal.

In **Item 3 of the same Table 2**, respondents were asked to rate the extent to which lack of pre-appraisal discussion between teachers and appraisers, influences the implementation of Teachers' Performance Appraisal. Accordingly, 22(27.5%) and 28(35.0%) of teachers answered that the extent to which lack of pre-appraisal discussion between teachers and appraisers influences the implementation of Teachers' Performance Appraisal is highly influenced and low/no influence respectively. On the other hand, the majority 30(37.5%)

of the respondents replied that the degree to which lack of pre-appraisal discussion between teachers and appraisers influences the implementation of Teachers' Performance Appraisal is medium influence. The calculated arithmetic mean value also showed 2.10, with a standard deviation of 0.85. The mean of the item 2.10, also found in the range of medium level of influence. Therefore, this showed that lack of pre-appraisal discussion between teachers and appraisers were medium level of influence in the implementation of Teachers' Performance Appraisal.

In the same **Item 4 in the Table 2**, respondents were asked to rate the extent of lack of post-appraisal discussion between you and your appraisers. Small number, 11(13.8%) and 18(22.5%) of teachers answered that the extent to which lack of post-appraisal discussion between you and your appraisers influences the implementation of teachers' performance is low/no influence and high influence respectively. On the other hand, the majority 51(63.8%) of the respondents replied that the degree to which lack of post-appraisal discussion between you and your appraisers influences the implementation of Teachers' Performance Appraisal is medium level. The calculated arithmetic value also showed 1.91 with a standard deviation of 0.59. Therefore, this indicated that lack of post-appraisal discussion between you and your appraisers were medium influence in the implementation of Teachers' Performance Appraisal.

Regarding **Item 5 in the Table 2**, respondents were asked to rate the extent of the lack of transparency of the appraisers in Teachers' Performance Appraisal. Accordingly, 12 (15.0%) and 25(31.3%) of teachers responded that the extent to which lack of transparency of the appraisers influences the implementation of Teachers' Performance Appraisal is low/no and high respectively. On the other hand, the majority 43(53.8%) of the respondents replied that the degree to which lack of transparency of the appraiser influences the implementation of Teachers' Performance Appraisal is medium. The calculated arithmetic mean value is 1.84 with a standard deviation of 0.66. Therefore, this showed that lack of transparency of the appraisers were medium influence in the implementation of Teachers' Performance Appraisal.

The data collected through the interview revealed that shortage of school facilities, like laboratory room, library and well-furnished class rooms, lack of necessary knowledge of appraisers, lack of training for both teachers and appraisers, teachers' attitude towards teachers' appraisal, lack of commitment from teachers, teachers are not ready to admit their weakness and unwillingness to improve and teachers' focus only on performance result without considering students' academic improvement and teachers' perception towards teachers' performance were the problems encountered in secondary schools of Goro Woreda, Bale Zone.

Generally, based on the respondents and interviewee responses one can conclude that the challenges that hinder the implementation of Teachers' Performance Appraisal have different degree of influence. Some problems like, lack of appraisers knowledge, lack of necessary training of appraisers, teachers' attitudes towards Teachers' Performance Appraisal, teachers' perception towards teachers' appraisal and appraisers' perception influences the implementation of appraisal highly, and some other problems, like lack of adequate experience on the part of appraisers, poor administration, lack of transparency and lack of accountability, influences as medium level, while the rest of the problems like, lack of pre-appraisal discussion, appraisers unwillingness and – teachers want good report (result) – were no/low challenges in affecting the implementation of Teachers' Performance Appraisal in sampled secondary schools in Goro Woreda, Bale Zone.

Summary of Findings, Conclusion and Recommendations

Summary of the findings

The overall purpose of the study was to assess the practices and challenges of Teachers' Performance Appraisal in secondary schools in Goro Woreda. Accordingly, the study comes up with findings depending on research questions that were put at the beginning of the study.

- Regarding the Teachers' Performance Appraisal criteria, (its adequacy, objectivity, clarity and relevance) to Teachers' Performance Appraisal. As the data gathered through all the instruments from respondents indicates that, the majority, 58 (72.5%), 54 (67.5%), 52 (65%) and 52 (65%) of the respondents indicate that criteria of Teachers' Performance Appraisal were clear in focusing on teachers' performance, the result achieved by teachers', students' achievement and aligned to teaching and learning process respectively, but majority 45 (56.3%) of the respondents show that the criteria did not focus on teachers' behavior.
- The study showed that in the evaluation of teachers' performance majority of the respondents 54 (67.5%, 34 (42.5 %), 51 (63.8%), and 57 (71.3%) indicated that there was no post-appraisal discussion with teacher, decision on teachers' salary improvement, provision feedback to teachers and serve as basis for reward for teachers was found to be inadequate respectively. But majority 54 (65 %) of respondents responded that the current Teachers' Performance Appraisal provides information for teachers.
- Regarding the problems encountered in the implementation of Teachers' Performance Appraisal system, the result of this study showed that the main obstacles that operate against the implementation of Teachers' Performance Appraisal were lack of necessary appraisers knowledge, lack of necessary training of appraisers, teachers' perception towards teachers' appraisal and teachers' attitudes towards teachers' appraisal were identified as the serious challenges.

Conclusion

Based on the finding, the following conclusions are made.

- Regarding the clarity and adequacy of the criterias of Teachers' Performance Appraisal, they were found to be clear and adequate to measure teachers' performance. On the other hand, the criteria were relevant to the purposes of teachers' performance, but not focused on teachers' behavior. The objectivity of Teachers' Performance Appraisal also measures teachers' competence, motivates teachers and improves students' academic performance. However, as the finding indicated, the criteria of Teachers' Performance Appraisal were no contribution for teachers to stay in their profession.
- Regarding the problems encountered in the implementation of Teachers' Performance Appraisal system the main obstacles that hinder the implementation of Teachers' Performance Appraisal were lack of necessary knowledge of appraisers, lack of necessary training of appraisers, teachers' perception towards teachers' appraisal and teachers' attitudes towards teachers' performance appraisal were identified as the serious challenges. Lack of necessary experience on the part of appraisers, poor administration of the overall appraisal process, appraisers' perception, lack of transparency of appraisers, lack of accountability, absence of having pre-appraisal discussion between teachers and appraisers, and teachers not ready to admit their weakness, was found to be moderately affecting the effective implementation of Teachers' Performance Appraisal.

Recommendations

Based on the conclusions drawn, the following recommendations are forwarded

- The result of the study showed that the current practices of Teachers' Performance Appraisal were inadequate in planning on appropriate time. Therefore, Goro Woreda Education office gives awareness to principals and department heads and guides them how to plan Teachers' Appraisal at appropriate time.
- Organizing seminars, workshops, training and any other in-service courses with wide range must be prepared from Minister of Education up to Woreda Education office level on the guide lines of Teachers Performance Appraisal. This could trigger principals to implement and manage Teachers' Performance Appraisal appropriately and improve teaching and learning process.
- It is recommended that the Regional, Zonal, and Woreda Education Officers, Principals and Secondary School Supervisors should practically develop both short and long term training programs followed by timely feedback. In addition, by assigning adequately trained appraisers and improving the attitudes of teachers' motivation, is required, in order to implement the Teachers' Performance Appraisal sufficiently and to improve the students' academic performance.

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