TEACHER EXPERIENCES IN PERFORMANCE MANAGEMENT SYSTEM IN ZIMBABWE: FOCUS ON TRAINING

by

W. Dzimiri and C. Mkosana
Department of Educational Foundations, Management & Curriculum Studies
Faculty of Education
Midlands State University, Gweru, Zimbabwe

ABSTRACT

The study investigated teacher experiences regarding their level of training to enable them to implement Performance Management System (PMS) in Zimbabwe. Interest in the system had been evoked by the lack of the compatibility between policy expectation and implementation process. Focus was on Gweru and Gokwe South districts of the Midlands Province. Participants in the study were 5,2% of the Primary teachers and 3,5% of the secondary school teachers randomly drawn from the two Districts of the Midlands Province. School heads and Education Officers were selected purposively. The mixed methods paradigm undergirded adoption of multiple designs that included the case study design, survey design and phenomenological methodologies employed where we used questionnaires, interviews, non-participant observation and the content review techniques to collect data. Quantifiable data were analysed using descriptive statistics (numbers and corresponding percentages), and thematic patterns in qualitative data. The major finding was that training was inadequate for both teachers and school heads.This manifested in difficulties with setting objectives and performance standards and failure by supervisors to guide and capacitate teachers on PMS. Consequently, teachers disliked the system and tended towards cheating to meet demands and expectations of supervisors.

KEY WORDS: Performance management system, training, performance reviews, teacher appraisal, teacher assessment.

INTRODUCTION

Focusing on the second phase of Performance Management System of 1998, this paper seeks to throw light on the amount of training that teachers received to enable them to implement Performance Management System. This is critical because training is a prerequisite for a successful implementation process of any programme. The intention is to further examine the amount of training that supervisors received to enable them to cascade the same knowledge to teachers. In the Zimbabwean context, Public Service had a programme to train both teachers and school heads. This was therefore a noble idea that both phases one and two emphasized 'the need to train all teachers', (Masoka, 1997, p. 4). As an ongoing exercise, supervisors would remind teachers at the beginning of each cycle to identify their training needs, and these needs would be attended to during school-based workshops. Our concern in this study was to establish whether the teachers, in some way, had been prepared to handle the system, and the quality of the training would be seen in how effective teachers are. In other words, if they were taught, the extent to which they were able to apply such information productively equally matters because that would have a bearing on their attitudes towards Performance Management System. This study is important in that it adds research literature that is Zimbabwean, and thus provides a basis for initiating dialogue and further research by both local and external researchers. Admittedly, this study's importance also lies in its contribution to policy development regarding the training issues around capacitating teachers on the implementation process of Performance Management System. This should lead to the development of context-specific tools towards enhancing a user friendly environment.

Maodza (2010), Public Service Commission (2009), Matemba (2006), and Magwamba and Zigora (2000) believe that PMS works. However, in a study conducted in Tanzania, Waal (2007) writes, "The overall lack of skills and expertise often make it not viable for developing countries to develop complex structures such as sophisticated Performance Management System," (p. 3). What this entails is that the complexity in any phenomenon derives from one's limitation in terms of skills and knowledge to be able to articulate that aspect, hence needed to remove the complexity of a system is to train the people. Mavetera (1996) suggests that the actual training is the responsibility of the line management. The training department plays a facilitative role. School administrators are in this regard mandated to implement that training. Beech and Chadwick (2004) , advocating for training to develop requisite skills, submit that,

> *Training and development of staff must play an important role in all service industry. The level of training, skills and abilities of ... employees... will make the difference between mediocre and excellent service provision ... people do not magically develop skills. They must first be taught the skills then given the opportunity to practice and then develop. (p. 338).*

These under-pining references presuppose that school heads and heads of departments are given the necessary training to give them the necessary capacity to be able to train others so that they can implement the system from a position of authority. In a study conducted in Zimbabwe, Magadzire (2003) observed that Performance Management System (PMS) was operating in a trial and error milieu because nobody seemed to know what to do. No wonder why Ayee (2001 p. 29) argues that,

> *The setting of targets and evaluation of performance are very debatable, controversial and subjective phenomena in the public sector. One is therefore, skeptical if employee participation and consensus building per se as advocated by Dodoo (1995), will be enough to deal with complex issues of performance standards and performance measurements.*

Dodoo and Ayee's (2001) observed that most civil servants rejected PMSC because of the controversy over setting of targets and performance standards. Findings from Ghana indicated that the appraisal forms were difficult and confusing to complete and that objectives were hard to set. Justifiably,Bange, Marr and Bang (2009) confirm that the question of objectives is a topical one when it comes to PMS, a system they allege is complex and that complexity must be reduced. Similarly, Wall (2007) advocates the abandonment of PMS in developing countries because the system is too complex. The result of all this is what Marr (2008) calls a 'strategy gap,' which is a struggle to understand.Such are expressions of implementers' needs, which, if left unattended, lead to poor implementation. As Marr (2008) alleges,poor implementation of PMCSC can lead to decreasing performance with pervase, dysfunctional behaviours. Unless addressed swiftly and adequately, complex issues have a serious negative multiplier effect. Letseka (2009) cited in Mutemeri (2010) submits that students who battled with unfamiliar concepts and terminology eventually lost interest. Once interest is lost, it is very difficult to cultivate it. The mismatch between policy announcements and practice needs to be eliminated in order to create the compatibility of policy and practice. The discourse points to the need to address the needs of the implementers as a condition for success of PMS (Bannistes&Ballcin, 1990), which can only be done through training. For example, while it is a requirement that "...adjustments to work that is not accomplished according to plan be recorded in the Performance Management Form" (Result Based Management System, 2009 & USAID/Ghana Report, 2005, p.14), the Midlands Provincial Education Director (2008) questioned why the greater number of the Appraisal Forms did not have the work adjustments. We argue that the major source of the limitation is the lack of proper training. This study sought to establish the nature of training that teachers in Gweru and Gokwe Districts received in order to implement Performance Management System (PMS). We argue thatin the absence of training, the trial and error that Magadzire (2003) refers to cannot be avoided.

METHODOLOGY

Informed by the mixed methods paradigm, this study employed a highbrid design incorporating case study, survey and phenomenological designs, and likewise, data gathering followed a mixed methods approach where questionnaires, interviews, non-participant observations and review of the Appraisal Forms were used. The mixed methods approach assisted in meeting data and methodological triangulation, leading to qualitative and quantitative deepening of data and subsequent analyses. The reason for taking a group of designs lies in the advantages deriving from their collaborative effort. A case study is defined by a single event such as a person or social group or its detailed record (Popenoe, 1993, p. 44). The design uses both the ordinal and nominal scales in recording and analyzing data, which makes the information simple to understand. Participant and non-participant methods can also be applied under the design. The case study design, like phenomenology is qualitative. Besides, Baxter and Jack (2008) define case study methodology as a tool for researchers to study complex phenomenon within their context. Importantly, the adoption of a case study made it possible to fuse into the study the review approach into the 'archival records' (Performance Appraisal Forms), as suggested by Wikipedia (2003). Influenced by Boyd et al. (1981) who remark that observation is, "...a process of recognizing and noting people, objects and occurrences rather than asking for information," (p. 125), the focus of the observation was to be able to recognize and note occurrences, not in order to ask questions. To this end, the construction of reality was based on people's own experiences. Teacher interviews and the non-participant observations made it possible to have triangulation of methods and data, which assisted to build on the trustworthiness of the outcomes.

Phenomenological design on the other hand allowed us to understand how the subjects interpreted their world in relation to Performance Management system (PMS). The design uses questionnaires as well and observation guides. This facilitated an attempt to be part of the social group but trying to remain ethical about the data collection procedure. Interestingly, phenomenology asks us to set aside all previous habits of thought ... to learn to see what stands before our eyes," (Hussert, 1931, p. 43 cited in Crotty, 1998). Moreover, the method allowed for the structured and unstructured interviews to be carried out while the researcher eliminates prejudices or assumptions (Moustakas, 1994). The review design was included as a method of research because

"...literature review is another form of a research design." (Wikipedia Encyclopedia, 2013). A study of the appraisal forms had to be undertaken in order to learn from them the potential relationship between the stated outcomes in the forms and the level of teacher understanding of the system and their response to policy requirements. Of equal importance, the surveydesign was included because of its suitability in situations where the population to be studied is large and geographically scattered.

The study population comprised 9355 primary schools and 4641 teachers in 647 primary and 229 secondary schools respectively, in the eight districts of the Midlands province of Zimbabwe. The population also included respective school heads totaling 867. We employed a multi-level sampling technique to eventually select the participants. First, using the lottery technique, two (25%) of the eight districts in the Midlands province of Zimbabwe were randomly selected for study, which gave each district an equal chance to be selected. Following the same procedure, we sampled 48 primary and 17 secondary schools from the two districts, making a sample size of 50%. From the schools we then randomly sampled a total of 144 teachers at 3 teachers per school with equalization of an additional 1 teacher for large schools, ending with a sample size of 5% for the teachers. By virtue of heading a school included in the sample, we purposively selected respective school heads to be participants.

A triangulated mixed methods approach was employed to collect data where we used questionnaires, interviews, non-participant observations and review of the Appraisal Forms. The mixed methods approach assisted in meeting data and methodological triangulation, leading to qualitative and quantitative deepening of evidence and subsequent analyses. To analyse data, we employed descriptive statistics (Numbers [N] and corresponding percentages [%]) for quantitative data. Qualitative data were analysed using emerging patterns organized around themes to corroborate and qualify quantitative data.

RESULTS AND DISCUSSION

We begin by presenting data that were gathered through the questionnaire and the interviews, in order to reflect on the views of teachers and the school heads regarding their training.

Table 1:
Views on Whether Teachers Were Trained or Not – Qualitative and Quantitative Data

Quantitative Teachers' views (N= 202)	N	%	Qualitative: Training Received	Quantitative: Heads' views (N=65)	N	%	Qualitative: Training that teachers were said to have received
Yes	108	54	One to three day Workshops only and seminars on how to complete the form and not on the content. (By 47 of the respondents)	Yes	45	69	- three day courses - one day courses - school workshops - school meetings (By 85% of the heads)
No	94	46		No	20	31	

According to 54% of the teachers and 69% of the school heads, teachers had been trained to implement Performance Management System. However, 46% and 31% of the teachers and school heads respectively were entirely out of touch because they had not been exposed to the system. Reading from their language, what was of concern to the group that had been trained was the duration of the training and content coverage. On the main, the duration of the training ranged from a day to three days and the content was mainly centred on how to complete the forms. Workshops, seminars and in-school meetings characterized the training methods. Evidently, the training that they received varied from district to district and from school to school. Taking a closer look at further perceptions by both teachers and school heads raises doubts on the quality aspects of the training that had been given to those teachers who claimed to have been trained (see Table 2 below).

Table 2:
Implementation Problems that Teachers Experienced - Quantitative and Qualitative Data

Qualitative: School heads perceptions on the challenges that teachers have (N = 65)	N	%	Qualitative and Quantitative: Teacher perceptions on the challenges they have (N = 202)
Stating Key Result Areas	10	15	- how to quantify classroom outcomes as they would do physical products;
Stating SMART objectives	22	34	- how to state objectives; - completing the appraisal form;
Stating standards of achievement	25	39	- how to link the classroom operations to the appraisal system;
Identifying training needs	8	12	- having to implement a time wasting system; - having to appreciate the purpose of the system; - having to come up with the Key Result Areas;
Totals:	*65*	*100*	- having to stick to the Key Result Areas at the expense of the syllabus; and
			- having to implement the system that disturbs the set targets. (NB. As indicated by 72% of the teachers)

According to 15% of school heads, teachers had problems associated with stating Key Result Areas, and 34% had a difficult in stating SMART objectives. Problems associated with the statement of the standards of achievement were reported by 39% and identifying training needs was reported by 12% of the respondents. Teachers found it difficult to complete the appraisal form although they had reported in Table 1 above that their training had focused on its completion. Teachers deal with lesson objectives on a daily basis. The cause of their problem appeared to be failure to quantify classroom outcomes as they would do physical objects and thus disabling them to link the PMS to the classroom work. They see daily lessons as not linked to the system, hence their submission that they had a problem in formulating SMART objectives that should provide the link pin. According to the majority of school heads interviewed, teachers had a problem in virtually all aspects of the system. When asked how teachers were managing to satisfy the minimum requirements of Performance Management System (PMS) if the teachers had not been trained, school heads said that they applied *short cuts*. This was corroborated by one teacher in an interview who said, *"Although I had been trained at school, I do not have the confidence to handle the system"* (Interview notes, 31 March, 2009).

Appraisal form review data confirmed the problems that teachers had when they said they were challenged by having to state KRAs. We observed that all entries on KRAs were uniform (Review notes, 13 November, 2008). Perhaps teachers wondered why critical tasks such as homework, essay writing, correction and pupil punishment were not KRAs, for example. Objectives set were action based and their measurability was based on numbers of lessons conducted. Action plans were a mere repeat of the objectives. Besides, there was a total lack of training needs identification in most of the Appraisal reports as if to suggest that those teachers did not require staff development. These limitations, in our view, demonstrated poor exposure to the system. It was also interesting to note that in the review section of the Appraisal Form, comments were very brief, not interactive and therefore, not informative. Such comments were, for example, 'work is progressing well,''progressing according to plan,' or 'objectives had been achieved.' In the same manner the teacher responded *"I concur"* (Review Notes, 15 November, 2009). Such kind of assessing the teacher's performance is a manifestation of the limitations school heads had in articulating the system. This confirms the difficulties observed by Bange, Marr and Bange (2009), Cardon (2008) in Ghana, and by Dodoo in Ayee (2001), where difficulties were noted in setting targets, performance standards, and objectives.

The interview responses equally confirmed the lack of understanding even in those issues that are handled in lesson plans. This is a reflection of the ineffectiveness of training. When teachers reported that they had problems having to *"...appreciate the purpose of the system, and being asked to implement a time wasting*

system and to stick to Key Result Areas at the expense of the syllabus'' (Interviews notes, 3 October, 2008 & 25 March, 209), they were in essence expressing highest levels of misunderstanding of the central issues that PSM was meant to bring to teachers. Thus, negative attitudes created by a system that had been in schools for some time and yet not understood can only be attributed to the nature of training that teachers had received. Further limiting factors on the key features of the system were reported by teachers and school heads in the survey and interview data (Table 3 below).

Table 3:
How Teachers and School Heads Perceived Key Features of Performance Management System

Key features of the PMS	Qualitative: How teachers perceived definitions of the key features of the system (N = 202)	Responses per item N%		Qualitative and quantitative: How school heads, teachers And EOs perceived clarity of the Key features of the System	
Job description	- specific job tasks that one does	45	22	(N = 65)	
	- type of work one does	35	17		
	- teacher's duty when in the classroom	12	6	N	%
	- worker to know exact duties	8	4	Yes 48	74
Key Result Areas that are weighed	- major aspects of your work in order of their importance	28	14	No 17	26
	- what you aim to achieve 22	11			
	- area to be achieved in the year	18	9	Total = 65	100
	- make important objectives come first	32	16		
SMART Objectives	- objectives that fully translate the SMART acronym	65	32	(N = 202)	
	- measurable 20 10			N	%
	- straight forward objectives	15	7	Yes 55	27
Standard of achievemer	- how much you can score	5	2	No 147	73
	- teacher to achieve the planned objectives	20	10		
	- ways of measuring	15	7		
	- what to use in order to get the objective	14	7	Total = 202	100
	- what one hopes to achieve	35	17		
	- one needs to perform well in order to achieve	11	5		
				(N = 10)	
				Yes 6	60
				No 4	40
				Total = 10 100	

The acknowledgement by 74% of the school heads (Table 3) that they understood the key features of the appraisal system against 26% who conceived the features as being not clear is difficult to reconcile with the

teachers' responses immediately below in the same Table. To 73% of the teachers, the key features were not easy to follow. This is corroborated by their definitions that are out of context in the same table. To 16% of the respondents the definition of the weighted Key Result Areas was said to mean making important Key Result Areas come first. 10% regarded SMART objectives as simply meaning measurable. 10% understood standards of achievement to mean the achievement of planned objectives. However, 32% understood the meaning of SMART objectives. The Job description was well defined by 22%, while Key Result Areas that are weighted was articulated well by 14%. However, the definition of standards of achievement was not succinct. 2%.and 5% made fair attempts. When the two responses on the clarity of the key features of the system are juxtaposed a more realistic perception emerges. That 73% of the teachers reported a lack of understanding is further confirmed by their focus on woolly definitions. On the other hand, when 74% of the school heads reported that teachers understood the main features they could have been trying to evade their duty-bound responsibility to assist teachers towards understanding of the PMS. Teacher experiences regarding training point towards the lack of exposure, which explains teachers' failure to meet the demands of the system. The lack of understanding to this magnitude unquestionably compromises the whole interpretation and implementation process of the PMS in schools. This scenario is akin to Marr's (2008) 'strategy gap' as seen between school heads as trainers and teachers as trainees. In fact, most respondents attempted parts of the question, and others decided to leave it out altogether. Not surprising therefore, most teachers admitted that it was not easy to implement the appraisal system as was required. The same negative picture is reported in the teacher and EO Interviews.

Teachers and Education Officers that we interviewed corroborated the view that PMS was a problem area. In agreement, they argued that doing appraisal work was *"...a difficult assignment, not palatable, and frustration is the order of the day"* (Interview Notes, 3 October, 2008). There can be no stronger words to describe the frustration these teachers went through as a result of PMS. The issues that go with the assignment being difficult, causing frustration and not being palatable define emotional experiences that were created by poor to lack of training or exposure. The system has several areas that are too academic and, therefore, needing specialized training. EOs interviewed all agreed that at the inception of PMS in 1994, there was some training that was conducted within 2 to 3 days. This training was said to have been rushed through, and there was never a follow up to assist those who later joined the school system. Further questions revealed that indeed the training was rushed through; further supporting Table 3 evidence where 40% of teachers said the system was not clear.

Evidence from non-participant observation confirmed that there was no depth in the discussion of the critical issues that had been covered during the year. Issues to do with the coverage of the objectives dominated the scene (Observation meetings, 19 October, 2008 and 25 October, 2008). Cardon (2005) writing about the Ghana system alleges that "... forms are difficult and confusing to complete and objectives are hard to set." Consequently, Beech and Chadwich (2004) have correctly proposed that employees should be trained so that they develop skills. However, focus on the effectiveness of that training was not attended to. Unless the trainers are directed to critical areas, that training may not yield the desired results. In this study we have gone beyond to argue that, while in Gweru and Gokwe South 'some training' was carried out, it was too brief and its content was centred on the mundane issues to do with the completion of the Performance Appraisal Form. Evidence provided in the triangulation of the data sources revealed that the kind of training that teachers received in Gweru and Gokwe South Districts of the Midlands Province did not meet the basic attempts to equip teachers to execute the demands of the system. As a result teachers resorted to methods that allowed them to survive in the school system.

The implications created by the lack of training

Evidence from the survey, interviews, non-participant observation and the review corroboratively confirmed that teachers did not understand the issues surrounding PMS. In particular issues to do with setting of SMART objectives, standards of achievement and action plans were mystic activities to most teachers. As pointed out by oneEducation Officer, the problem was compounded by the requirement that objectives had to be weighted. One teacher interviewed said because of the lack of training *"Usually we copy objectives and work plans in order to fulfill duty since objectives are uniform across grades"* (Interview Notes, 31 March,2009). The teacher's ability is challenged to the extent that the only available option is to cheat. One school head that we interviewed confirmed the cheating tendency when she said, *"Appraisals have become a routine. We copy from each other"* (Interview notes, 27 November, 2008). If teachers and school heads have to implement Performance Management System by copying from others who may equally be groping in the dark, then its developmental benefits are completely destroyed. Apparently, heads too had a problem in articulating the demands of the system and, as a result, they too could not assist teachers in turn. One teacher in an interview affirmed that, *"Cheating cannot be avoided; we are forced to do the exercises"* (Interview Notes, 28 March, 2009). Thus, to go round the problem created by their lack of understanding of Performance Management System, teachers copied from others or used the objectives that were formulated by the school. Admittedly, these objectives may not be relevant to the various classes handled by different teachers. The lack of training has a spillover effect on teacher attitudes. (Figure 1 below).
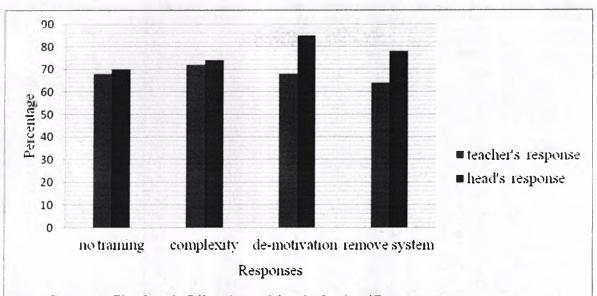
Figure 1 The Ripple Effect Casued by the Lack of Training

Based on qualitative and quantitative data, the lack of training was reported by 68% of the teachers and 70% of the school heads. As a result, 72% of the teachers and 74% of the school heads conceived the system as being complex. As a final resort, to avert the implementation of the system whose complexity teachers could not unpack, 68% of teachers and 86% of the school heads became de-motivated to the extent that 64% of the teachers and 78% of the school heads demanded that the system should be removed. Admittedly, the manner in which teachers were prepared to implement PSM did not equip them enough to deal with its demands. In the interviews (3 October, 2009) teachers stated that the system was complex, as indicated in questionnaire responses. When further asked what could be done, two of the teachers argued that nothing needed to be done about the system except to leave it all together. This finding is in keeping with Ayee (2001) who states that:

> *The setting of targets and evaluation of performance are [a] very debatable, controversial and subjective phenomenon in the public sector. One is therefore skeptical if employee participation and consensus building per se as advocated by Dodoo (1995), will be enough to deal with complex issues of performance standards and performance measurements, (p. 29).*

This is also in keeping with the observation that in Ghana the appraisal system had to be rejected by most civil servants perhaps because the setting of targets and performance standards remain controversial and complex among teachers as in the words of Dodoo (1995) cited in Ayee (2001). What is needed to change teacher perceptions is the unpacking of the complexity aspect first before asking the civil servants to grapple with the system. Failure to do this means that there is a perpetuation of the lack of a common vision and that poses an inherent danger where initiatives are steered in different directions. While Matemba (2006), Public Service Commission (2009) and Maodza (2010) believe that the system works, teachers by implication and expression view the system as not workable. Teachers remain locked in what Marr (2008) calls the 'strategy trap' where people are forced to struggle to understand the strategy.

Arguments by teachers that they fail to state objectives are not only peculiar to the Gweru and Gokwe South teachers of the Midlands Province. Studies that were carried out in South Africa (PSC Report, 2008), Tanzania (Waal, 2007) and among the Western Nations (Bange, Marr &Bange, 2009) do confirm that the question of objectives is topical when it comes to PMS. This is so because in the PMS, objectives set for daily lessons are driven by methods and those in the PMS develop towards the 'destination' (standards of achievement) via the action plans. The problem is further compounded by what appears to be a dichotomous situation in the way activities in a lesson plan and action plans in the PMS are expressed. While both are activities, in the former they are lesson specific and in the latter they are cycle specific. The link between action plans which enable the lesson targets to be achieved and the standards of achievement provide a guide towards qualitative outcomes. It is these linkages which create the outcries that the system is complex. The outlined grey areas that characterize the Performance Management Form would need to be fully attended to before all other concerns are addressed through a well-organized training programme that is focused on those areas that pose the

greatest challenge to teachers. That process requires a qualified team to handle the training, especially for the beginners, rather that leaving it to school heads. If this is not done, PMS is going to remain a threat to teachers to the extent that they may opt to disengage. Bannistes and Ballcin (1990) observe that for PMS to succeed, the implementers should see their needs being addressed. Teacher needs can only come to light if there is an ongoing process of evaluation as proposed in the "Iterative System's Theory. Again, to negate continuous evaluation of the process is a sure way that all efforts to implement this system will continue to go to waste. All studies and reports that were reviewed in this research have only a line or two to suggest that there was a need to train the people on PMS. These reports were, therefore, seriously limited in detail on what it is that should be covered in the training, and are generally silent on the need to evaluate the relevance and adequacy of inputs, effectiveness of the processes and quality of the outcomes in terms of teacher abilities to implement the system. Besides, there is a need for a coordinated process towards needs identification to avoid time wasting by mounting training in areas that are not related to existing problems. Bange, Marr and Bange (2009) established that the system is complex and recommends that complexity be reduced (p. 5). However, how this could be done is missing. In another study, Waal (2007) submits that for developing countries PMS is complex but, no training is suggested, but instead proposes the route of abandonment. The Research Bureau- SA (2008) has a better view in suggesting that courses be mounted, "...for appraisers and appraisees, hire the services of consultants whenever required to assist..." (Item 7.21c). However, hiring of consultants does not mean crossing oceans in search of these people because Zimbabwe does have consultants in sufficient numbers these people would understand the local conditions. In the local scene, Matemba (2006) and Musingafi (2007) have suggested that top management be trained. Musingafi (2007) has further included the ministers to the list. This is a good suggestion because funds would then be voted by people who understand the objectives and processes involved. If the training aspect does not permeate all levels affected, then it is going to be very difficult to create a user friendly environment for the PMS to thrive. As submitted by Marr (2008) "...research shows that unless performance management is implemented well, it can actually lead to decreasing performance with perverse and dysfunctional behavior" (p. 22). Problematic as this may be, planners should make a choice to meet training requirements, and if not then they have to take a bold decision to defer the system. It sounds more logical to ensure that no unproductive effort is spent trying to promote a results-oriented PMS that will ultimately produce no results because teachers do not understand it. Either way, teachers would be allowed to go about their business in a school environment that is free of threats. They have said that training should be continuous and properly implemented.

The Way forward: Participants' Voices

In efforts to give voice to participants and let participants' voices feed into policy development discourse, we also solicited for participants' views on the way forward, and they suggested a number of recommendations. Because these recommendations are data from the research, we do present as findings and discuss the same, which is not a common approach.

Asked to recommend future action, participants generally indicated that:
- Qualified people should be used to train teachers.
- Training content should address critical areas of the system to include how to develop SMART.objectives that relate to standards of achievement, and not the mere number of lessons per week.
- Provision of content that addresses the relationships that exist among the objectives, action plans and standards of achievement.

From the findings, we noted also that issues to do with performance reviews should be expertly handled in the training, seeking to provide answers on questions such as:

- *how should the reviews be done?*
- *what are the roles of the supervisor and the supervisee in the system and in the reviews?*
- *how can the two parties develop a positive climate for positive results?*

Teachers and the education officers made the following submissions:
- *All teachers should be exposed first;*
- *needed is the know-how to deal with this system;*
- *EOs expect school heads to staff develop teachers but most of them needed constant reminding;*
- *school heads cannot be consulted because they too have problems; and*
- *help is needed in formulating SMART objectives that are result oriented.*
  (Interview meetings of 22 September, 2009 and 24 March, 2010)

If teachers are not directly trained alongside their supervisors, then they would need to be exposed by their line managers who themselves should have been properly trained or prepared enough to deliver confidently the necessary information about the appraisal system. If this is not done, the planners should expect non-submission of ratings at expected times or they get the information which cannot be used in the final analysis.

Addressing Supervisor Needs

It was established from the study through non-participant observation and interviews that supervisors had limitations when it came to the implementation of the system. To facilitate or capacitate the supervision and teacher appraisal processes, teachers in the study proffered a number of worthwhile proposals:

- *supervisory machinery should be adequately trained and equipped;*
- *start something better understood;*
- *we should be consulted on things that affect us;*
- *do not give us supervisors by appointment and lacking qualification; and*
- *authorities should be committed.*
  (Interview Notes, 30 September, 2008; 22 January, 2009 and 31March, 2009)

The supervisor limitation is loud and clear. The only way to resolve the supervisor limitation is through a thorough training so that school heads become heads by qualification and not by appointment. Teachers are concerned that they are made to contend with the supervisor's opinion because they are not consulted. Needed therefore, is to consult them so that they participate in shaping the system. The only condition that is necessary for the system to belong to those others who are called upon to implement it is their involvement at the planning stage. Adequate consultation is a necessary attitudinal change tool. Short of it, the rejection of the innovation should be anticipated. Supervisors who exert their opinion do so because of a limited expertise base. An acceptable approach to the system should entail thorough training of the supervisors to upgrade their knowledge and performance. Teachers make a proposal that may see them out of a problem where training fails to unpack the complexity of the system; *'start something better understood'*.

Table 4:
School Heads' Recommendations (N = 65)
Quantitative Data

Positive	Negative
-Consult all stakeholders	-complete overhaul of the system -scrap off the system
-have refresher courses	-do away with the system (80%) -abolish the system
-have proper training (20%)	

School heads, like the teachers, were strongly biased towards the dislike of the system. 80% of them suggested that the system should be removed, which agrees with Waal's (2007) proposal. Gerda and Ugwegbu (1980) make an interesting point when they suggest that we should not focus our attention on teacher attitudes more than we do to the attributes which create the controversy. When we focus on the sources of the problem, there is room to become proactive than being reactive. 20% of the school heads have suggested, "Have refresher courses and proper training". This comes about because they have experienced the system and appreciate implementation difficulties they face. On the contrary, reports, manuals and circulars that have been written on the Performance Management System are silent on the regular training requirement (PSC. M 1, 2000; Matemba, 2006 & PSC Module, 2009). However, Waal (2007) and Bange, Marr and Bange (2009) have indicated that the system is not as straight forward as it may appear to be. Hofstede (2001), Pacek and Thorniley cited in Waal (2007) have observed that very little research has been done in the developing countries. However, they go further to suggest that "...these countries offer a highly dynamic environment which is a good testing ground for new theories and techniques..." (p. 1). Such testing would make full meaning if a complete package were to be provided in order to get the full meaning rather that produce a half-baked cake as would happen if resources are not provided. Half-trials have a negative effect on the system. For example, spillover effects of a poorly run Performance Management System has negative effects on the work in schools. It would be necessary to learn

from the examples of other countries such as South Africa because of similar conditions as those of Zimbabwe (Nhemachena, 2004).

CONCLUSIONS
The introduction of Performance Management System in Zimbabwe did dot incorporate adequate training for teachers and supervisors who were to implement the system. As a result, teachers did not accept the programme. Consequently, while planners held a strong view that the programme was being implemented on the ground, very little was happening and thus the planners and those who were to implement operated at different wave lengths. The only way to enable the teachers to accept the programme as theirs is to carefully work out their training needs and then get people who are better qualified to handle the training.

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