

Professional Development for Government Teaching Professionals: Can it be realised through the Balanced Scorecard approach?

Professionals make decisions, problem-solve through experience, skill, and cognition, while providing a unique community service. For the government employed professional teacher, professional associations, standards, identity and their employer contribute to professional development (PD). Meanwhile, continuous PD, or professional lifelong learning, enables PD beyond maintenance of currency - sufficiency - to provide impetus for forward movement of professions through innovation. The balanced scorecard (BSC) has international use in organisations and education to reduce the gap between vision and reality. Understandings of key PD aspects suggest that the BSC might align to provide a framework for PD. This article discusses the BSC for teacher PD applied in Victorian government schools, Australia, and rationalises why it was only implemented for a year.

Keywords: teacher; professional development; professional learning; balanced scorecard

Introduction

The requirement of professional development (PD) for professional employees is complex. The role of the professional is non-routine, combining experience, knowledge and insight intertwined. A professional judiciously applies their skills each day. Formal PD alone does not prepare for this complex role (Collin, Van der Heijden, & Lewis, 2012; Hardy, 2008b; Wilson, 2013). The professional requires continuous professional development (CPD) acknowledged by the OECD and the European Union to provide lifelong learning that sustains current employment and the future career (Collin et al., 2012).

There is more than one way of expressing CPD. The terminology of CPD and professional learning combine when the UK Government Department for Education (DfE) state how UK Teachers' Standards (DfE, 2014) are used with 'continuing professional development', and further, the expression PD is replaced with professional

learning in the Australian Teacher Standards - Standard 6.4 descriptor of 'continued professional learning' (AITSL, 2017). Such similar language acknowledges a CPD stance for the teaching profession. CPD or professional learning is more than sufficiency PD - skill maintenance - for progress (Murphy & Calway, 2008), it requires practice and learning experiences reflected upon for improvement (AITSL, 2017; DfE, 2014).

Professional associations provide a broad range of professional learning opportunities given their role to set, maintain and regulate PD guidelines. Yet large scale organizations often adopt the role of PD provider, and, monitor for control. A tension exists when the organization aims to be at the forefront of the field and deliver PD, when PD is required in differently moulded forms for individual professional employees (Author, 2019). There is a delicate balance in what benefits the individual, the organization and the profession. Additionally, government organizations are subject to external political influences, where economic outcomes are expected from PD investments. All stakeholders only benefit when individual agency and organizational requirements coincide, such that PD sustains and promotes the profession, and the professional. The place of PD is worth investigating when it undergoes an organisational change.

This article will discuss the position of a professional and PD to investigate the maintenance and advancement of a professional role through PD. It will scope the scene of the professional government employee with attention to PD. Within this discussion recognisable features between PD and the balanced scorecard (BSC) will be noted to generate understanding of the BSC as introduced for government teachers' PD in Victoria, Australia in 2014.

There are connections that can be identified between PD and the BSC. The BSC contains four key perspectives: (1) Financial, (2) Customer, (3) Internal Processes and (4) Growth/Learning/Innovation. In this article each perspective is identified when articulating a PD discussion, where italics emphasise, and associated numbers are used as listed here. Throughout this article literature review research (LRR) methodology (Snyder, 2019) was applied to identify the BSC perspectives apparent in both PD and professional association literature of the time that might suggest why the BSC approach was suitable for PD. The intersection between the BSC perspectives and PD presents information that the BSC could suit a PD process.

The BSC was initially developed in the business sector, used as a management tool for business, government, community organizations and in education (DEECD, 2014). The potential of the BSC initiative will be explored with reference to successful international examples. Examples discussed and understandings of PD are those before, or near, 2014 for literature available at the time. The process of implementation in May 2014, Victoria, Australia, will be outlined for comparison to other examples. This situates the landscape of the BSC introduction in for government schools by the Department of Education and Early Childhood Development (DEECD) to improve PD learning. Due to the context, the Victorian government teaching environment will be regularly employed. From this dialogue the potential opportunities for the BSC when implemented will be highlighted.

The literature that defines a professional's role, expectations and PD in the Australian government teacher context indicates the professional learning requirements when the BSC was introduced in 2014.

The professional role

A professional is one who has a background of theory and practice and applies both to judge an unfamiliar scenario. Professionals act with insight in their field, deal with complexity, uncertainty and are autonomous in non-process environments. A background of technical skills and context specific knowledge enables the professional to reflect upon experiences for decisions, often in a time constrained environment (Author, 2009; DEECD, 2014). Professionals sight problems and solve them (Schon, 1991 in Richardson, 1999).

The ability to evaluate and gauge requirements for the circumstance is inherent, represents the profession and serves the community. A service is delivered rather than a product and quality is based on the level of cognition (DEECD, 2014; Richardson, 1999).

Examples of professional expectations can be cited across a range of professions, yet the context is paramount.

Government Australian teacher professionals

In teaching on a macro level, education aims to serve and benefit the next generation; to be at the forefront of change for community and country advantage. A vision of education for the common good is often mentioned (Charteris, 2016; Fischer et al., 2016; Spiller, Smeed, & Kimber, 2015). Given the impact of teaching on a country's future - quality teaching and ongoing improvement in teaching is expected. The social justice emphasis (Charteris, 2016) impacts school students' future careers contributing significantly to the teaching role and to teaching being a political issue.

Continual change is expected in Australian school teaching. Not only to enact current practices, but policy. The federal government has a maximum three-year term, where in the past 25 years the average has been 27.5 months (Bennett, 2000). Teacher standards are federally set by the Australian Institute for Teaching and School

Leadership (AITSL), where the minister contributes to the requirements for teacher education courses, hence to expectations of teachers. The federal government controls the funding given to the states for education, which has been contingent on the delivery of the national curriculum. The history is of limited time for policy implementation from national initiatives and subsequent instability when governments change. When a government changes there is an expected influence on school teaching.

Political status: data and professional standards

A political response occurs based on international data (Program for International Student Assessment (PISA) and Trends in International Mathematics and Science Study (TIMSS)). The media interpret data, the Australian public perceives that the country is losing ground (particularly falling behind) in the international education status race, and politicians respond. Within the teaching profession, Australia is increasingly data driven (Lingard, Mockler, & Sachs, 2011). Large-scale response occurs from international published data and local data through like-school comparisons found in the MySchool website, comparable to UK school league tables.

The expectations of teachers, schools and curricula move regularly. A dynamic status with regular workplace shifts. Education is an environment of change. Teaching professionals are aware of being adaptive to suit the political climate, local leadership, school culture and the teaching requirements of student cohorts (Wilson, 2007). Whereas on the micro-level caring and catering for each individual student is prioritized (Hattie, 2003).

A national government quality agenda sets requirements for Initial Teacher Education course accreditation, entry into the profession and PD when teaching; all focus on Australian Professional Standards for Teachers (APST) (AITSL, 2017). The

APST are housed in the AITSL website. AITSL itself was established in 2010 under the direction of the Australian Government (AITSL, 2017). APST are regulated, mandated and monitored continuously, similar to other countries. Within this integrated system resides the response to international data, educational theories, contemporary ideologies and reports generated for insight into the field recommending how the government should invest for improvement (1&4). To set the quality agenda of specific standards, pre-service teachers, for example, pass self-funded hurdle tests of literacy and numeracy as accreditation requirements within courses before graduating (ACER, 2019).

The teaching profession is highly prone to change-cycles based on government decision making, where professional standards of practice and integrity are designed jointly with experts in the field (AITSL, 2017). Professional associations engage with members and specialists to ensure maintenance of high standards, modern practice and a range of PD offerings. They caretake the professional standards (DEECD, 2014; Richardson, 1999).

Professional associations across a range of professions contribute to the professional's learning and, in most cases, are the expected source of PD. Generally, PD in specialist areas occurs external to the workplace. Difficulties arise when PD requires permission to attend conferences in work hours, requiring funding from, or within, an employment structure. How professional associations interact with professionals and their PD requirements, can be affected by government state-wide PD structural change, such as the introduction of the BSC for PD.

Professional Associations – providers of a range of PD requirements

The interaction of a professional with their professional association for PD has been broadly documented. The notion of a profession is socially constructed and changes

with circumstance (Popkewitz, 1994 in Richardson, 1999). Professional associations traditionally act as the guardians of the profession's standards and provide PD learning opportunities from initial training to the support of present competencies and currency (Murphy & Calway, 2008).

Associations offer PD for maintenance in the profession and direct members to have “a body of accepted practice and self-regulation” (Collin et al., 2012, p. 156). PD is inclusive of technical skill training, conceptual/social change and legal requirements accompanied by a profession's specific ethical stance (DEECD, 2014; Murphy & Calway, 2008). These components regulate and minimize society risk (Collin et al., 2012).

In Australia each state has its own teacher professional association and a plethora of discipline-based associations that support specialised learning. For example, the teaching of mathematics has an association in each state and another nationally. Associations are supported financially by annual registration, products they develop and conference fees (1).

Training for the profession

Entry into a profession, and credentialing by a professional association, is dependent on the vocation. In traditional professions such as teaching, engineering, medicine, pharmacy, nursing and law, practice-orientated learning or professional experience for registration is embedded for accreditation, or compulsory at the conclusion of a university course. PD is also referred to as work-integrated learning, which is PD *in situ* (Murphy & Calway, 2008). Specific quantities of clinical practice with a clinician supervisor are embedded in teacher registration. The Victorian Institute

of Teaching (VIT) is the accrediting body for initial teacher education (ITE) courses in Victoria, while ITE course accreditation requirements are set nationally by AITSL.

Once a practicing teacher the VIT has a further requirement for beginning teachers, which sits outside the requirements of other states in the country (Hardy, 2008b). A portfolio generated under the guidance of a mentor, is expected in the first year of practice, which has duality in being an accountability orientated tool for final stage registration that addresses the APST (Hardy, 2008a; VIT, 2019a).

In business there are fewer links to practice and professional experience. Rarely is practice embedded in courses for qualification. Work-integrated learning can be undertaken in university subjects, which include work-place experiences, recommended to students as being attractive to employers. Work related components may occur for specific accreditation in, for example, Chartered Practicing Accountant (CPA) qualifications. Arguably, a management role is a professional one, although there is no professional association specified (Collin et al., 2012).

Professional Registration -(1) The 'financial perspective' of balanced scorecard

Professional associations regulate currency in professional knowledge and skills and provide training required for development and practice within a profession. Associations regularly set parameters of time dedicated to the practice of the profession, specify a minimum number of PD hours and charge annually for membership maintenance, registration and the services they provide.

In the Victoria government sector APST are harnessed to, and provide the basis of, an individual's PD (Hardy, 2008a). *Present practices indicate that the teacher's school and its strategic planning goals need alignment for approval, and funding of PD,*

particularly for PD that occurs within school hours and has a monetary cost that the school meets (1).

Annual registration renewal indicates “Teachers are required to address at least one standard in each domain through the PD they undertake each year” (VIT, 2015).

The domains within the APST are currently:

1. Professional knowledge
2. Professional practice
3. Professional engagement (VIT, 2019).

An average number of 20 days of teaching practice, 20 hours of PD each year and a current annual police check are required to maintain VIT registration (VIT, 2019b).

Each profession has a monitoring schema expected of its members. The VIT provide an online MyPD platform where each teacher can record evidence of PD undertaken and its relevance to the APST documented to be available when audited, for registration or for registration renewal (VIT, 2019c). In engineering, random checks occur of equivalent measurable PD elements. PD is also quantified and recorded for lawyers in England (Collin et al., 2012).

A professional who is self-employed, involved in a small partnership, or presently unemployed, has their own CPD responsibility. They are required to self-regulate their training to satisfy professional association requirements. Whether an accountant, dentist, engineer, pharmacist or a computer programmer, currency of knowledge and employability is tied to knowhow and scope of the service the individual can provide. Awareness of research journals, short courses, conferences or programming languages can fulfil self-identified areas of training. Reflection of practice and professional requirements provides the PD impetus. When training cannot be

personally sourced, PD is available through external providers largely funded by registration fees (Collin et al., 2012).

There is a strong emphasis on disciplines as a body of knowledge within professional associations (Murphy & Calway, 2008). These understandings provide sufficiency PD rather than learning for future *innovation* (4). To reach beyond competency in a profession the “body of knowledge, maintenance of status and scope of practice” (Richardson, 1999, p.3) together provide support for a profession to *grow* (4). Reflection and critical reflection is entrenched in professional practice, as an *internal process* (3) (Beyer, 1989; Fook, 2007; Wilson, 2007), for the application of professional intellect (soft skills indicated in the Bologna process) (Murphy & Calway, 2008) then caring motivates *innovation* (4) (Richardson, 1999). As such, modes of CPD and reflection on practice (3) for professional insight extends beyond formal PD practices. Aiming for deeper PD practices is aspirational and ideal.

Continuous Professional Development (CPD)

What PD? -(2) ‘Feedback links to the customer/external’ perspective of the BSC

Identification of PD requirements to source CPD is no easy task. It is as grounded in self-reflection to know capabilities, as it is complemented by external recognition to inform. *Feedback from a range of resources of clients, patients, students, parents, colleagues (through peer observation), supervisors, employers and human resource teams enables the input of the relevant stakeholders* (2). Feedback data can act as a powerful driver of improved performance and steer CPD (Collin et al., 2012; Hattie & Timperley in DEECD, 2014). With feedback, a stock-take can enable learning goals to be planned (Author, 2019).

No one mode of PD exclusively provides learning to meet complex professional roles. Rather a mix of formal lectures and workshops can raise knowledge and skills in specific areas (Collin et al., 2012; Hestness, McDonald, Breslyn, McGinnis, & Mouza, 2014). A factory model suits a bulk increase of specific content and enacts the traditional transmission classroom experience, whereas “workshop approaches [can be applied] to rapidly transmit information” (Hardy, 2008a, p. 106). A quick fix to address pressing concerns is recognized as a short-term approach (Hardy, 2008a; Hardy, 2008b). An extension of these practices, where prior knowledge and desired content is catered for, can enable the individual to gain more control, have agency and be empowered in their learning (3).

PD to suit individuals -(4) ‘Learning, growth and innovation’ perspective

In whatever mode, *PD is geared towards advancement of skill, knowledge and to enable career progression (4)*. Collin et al. (2012) typify CPD (elsewhere referred to as professional learning) as “difficult to define” (p. 155), however indicate that its timespan occurs after the confines of initial training and that it underpins lifelong learning. Whether formal, informal or mentor orientated, each in unfixed quantities and with various machinations, all combine to create the requirements for lifelong learning that best suit the individual. This is complex, and justifiably so, because it aligns with a myriad of expectations and personal requirements. Given formal PD has rigidity, informal PD has an elusive quality, punctuated with observation, communication and relationships; ultimately only a flexible PD design can cater to such a melting pot.

Informal PD

When situated in the workplace PD becomes work-integrated learning (Murphy & Calway, 2008) and contextualizes the experience (Hestness et al., 2014). Informal strategies can be enacted through clinician style (Scott Hopkins, Hoffman, & Moss, 1997), peer observation (Collin et al., 2012) and coach or mentor guided (Archer, 2008; Author, 2014). Learning occurs with the immediacy of a hands-on experience - experiential. Constructivist, experiential, discovery and behaviourism learning is employed within these contexts. To activate these processes a workplace requires a culture cognisant of addressing institutional and individual needs (Collin et al., 2012). Advantage can be taken of the social capital (Author, 2014; Clarke, 2004), which is less measurable and more of a long-term investment (1).

Cyclic Reflective Practice -(3) 'Internal processes' perspective

Learning that incorporates journaling or discussion and identifies how to transfer content into personal practices grounded on reflection is indicated to have more impact (Hestness et al., 2014). CPD within a conversation or collaboration can seed critical reflective practice to develop a pathway into action research (Kemmis & McTaggart, 1997). *More often professionals are expected to participate in reflection on their practice to actively decide upon the best path for improvement (3)* (Collin et al., 2012).

Critical reflection aims towards improvement and its history is in organizational change (Beyer, 1989; Smyth, 1989; Wilson, 2007) where the individuals enact bottom-up improvements via participation of interested parties (Richardson, 1999). Ownership is inspired, there is agency and a greater likelihood that alterations are lasting (Smyth, 1989; Wilson, 2007). To establish quality practices of CPD, integration of critical reflection is an important factor (Collin et al., 2012; Hardy 2008a).

Being a reflective practitioner need not be an individual pursuit (Schon, 1983; Schon, 1987). In the workplace it can be situated for holistic change practices that suit a collaborative approach in action research methodology (Hardy, 2008a; Kemmis & McTaggart, 1997). Action research employs collaborative, ongoing, site-based and learner centred CPD, where in the teaching profession, professional learning teams or communities are often established (Hardy, 2008a). Teams cyclically reflect, hypothesize, enact and reassess for improvement.

When professionals address common concerns collectively, their teamwork is geared to critical inquiry learning. In this environment knowledge acquisition can be enhanced when participants become new knowledge producers (Hardy, 2008a). An active learning culture develops, explores and experiments (Hattie, 2003). In teaching this is often captioned as ‘teacher as researcher’ and enacted through professional learning teams.

Critical reflection and action research have the potential to germinate CPD for growth of a profession. Neither, formal nor informal PD practices exclusively guide knowledge generation (Hardy, 2008a). Essentially, long-term collaborative practices are inherently difficult to sustain (Hardy, 2008a). To meet this challenge larger scale employers often integrate a PD model in a workplace integrating these aims. The BSC is an example of such implementation, that seemingly would have several of the same elements, when all teachers work together to reach collective goals.

Professional Employees

The fields of education and health dominate as the major employers of professionals. It is not surprising that PD literature is regularly documented by these fields (Collin et al., 2012). The US who is the employer of approximately 3.7 million teachers (Wilson,

2013) provides an example of why education and health care dominate this debate.

Large organizations employ the most professionals (Collin et al., 2012), which indicates why most professionals work in hierarchical environments, and why PD structures are implemented. When one is a professional employee, the responsibility for CPD to suit the professional association, lies with the individual and with the employer.

Those in senior positions are given the responsibility to monitor and guide those in positions lower in an organizational structure. In teaching, the principal is accountable for “leadership of quality teaching and lifelong learning” (DEED, 2014, p. 14) of all staff. Principals themselves are monitored and mandated to lead this process. In the higher education sector, supervisors are appointed to each academic to annually monitor evidence, data and indicators in the fields of teaching, research/scholarship and service/outreach or administration (Author, 2014; Collin et al., 2012; Ruben, 1999). There is accountability and a rating process involved (Author, 2014). Organizations regard training as important, and justly so, when the “role of the company is a stronger predictor of future learning and growth than [an] employee’s learning and background” (4) (Collin et al., 2012, p. 160).

Medicine and nursing have well established specialized training that straddle theory with workplace experience to both further skills and careers. This structural design is often absent in other professions and recognized as a deficit in those who aim for organizational management and leadership positions (Murphy & Calway, 2008).

Through this discussion a list of CPD requirements has developed to value-add for *innovation* (4). It is within the interaction of professional associations, employers and employees where PD is monitored as recorded data. In large organisations the usual model for professional development guidance occurs between professional employees and the employer’s representatives; the supervisor. When the employer participates as

financial provider (1) and PD contributor, recorded actions provide a tool and a means to both supervise and scrutinize. Professional associations who require adherence to professional standards for PD focus on time and content to generate recorded data. Teacher professional associations essentially require quantities of PD with APST focus areas that become the basis for supervisor discussion, feedback and accountability. This is not a prescription for innovation unless geared to that intent.

The balanced scorecard for PD

The Victorian government education system introduced the BSC to improve teacher professional learning and enable an enhanced level of feedback (DEECD, 2014). The role of a professional has expectations of CPD for the professional and the profession's advancement. The BSC has perspectives that can be interpreted as aligning with the intent of professional associations and for CPD of professional employees. Beyond this alignment, the question arises whether the BSC when applied as the structure for teacher PD, was appropriate to meet the complex requirements of a professional?

Methodology

Throughout this article literature review research (LRR) methodology has been applied. This practice is identified as a methodology that increases the quality of research (Snyder, 2019). Review of empirical research enables integration of findings, evidence and perspectives on a foundational meta-level for "advancing knowledge and facilitating theory development" (Webster & Watson in Snyder, 2019, p.333) that one study cannot provide. LRR methodology has been used in business research and was considered applicable to the situation in this article, given the business origins of the

BSC. For reader transparency the application of LRR methodology was articulated in the introduction and applied throughout this article.

Literature investigation of the aims and approaches of PD documented for teaching professionals, particularly in Victoria, Australia, foregrounds this study. The range of literature highlights issues pertinent to PD to identify where the perspectives of the BSC coincide. The literature sourced has a broad nature given the semi-systematic and interrogative approach (Snyder, 2019).

The BSC approach for Victorian government teacher PD was applied in 2014. The literature review of PD and BSC examples was conducted as a snapshot in time to discover understandings, strategies used and uncover any differences in implementation compared to the Victorian situation at the time. Predominantly international cases of the BSC are cited in literature. These were used to gain understanding the BSC.

Balanced Score Card - International Examples

The BSC was developed in Harvard Business School in 1992, when Robert Kaplan and David Norton proposed and documented a tool that balanced and linked measurement and management as a strategy (Coward & Glennon, 2010; Craig & Moores, 2005; DEECD, 2014; Karathanos & Karathanos, 2005). The BSC model aimed for efficiency and effectiveness (Alamelu, Selvabaskar, & Sivansundraram Anushan, 2014; Mojibi Aryanezhad, Tabari, & Khorshidi, 2007) to close the gap between the strategies or actions of an organization and its vision. Initiatives to satisfy stakeholders were intentionally prioritized (Alamelu et al., 2014; DEECD, 2014). This developed cohesion between actions and vision for controlled implementation (Mojibi et al., 2007). Measurement moved out of the exclusivity of the traditional financial profitability dimension as the measure of business success (Ruben, 1999). Instead measurement

highlighted the customer view, the internal business processes and an improvement agenda (Karathanos & Karathanos, 2005).

Within four years of the first BSC article being published, companies who used it, with Norton as a consultant, demonstrated some significant successful outcomes (Mojibi et al., 2007). Application was in situations of complex organizations and it is still a model recognized for performance management and evaluation in the US and Europe (Mojibi et al., 2007, Rigby & Bilodeau, 2013). The BSC strategically envisioned the long-term future, valued employee skill and innovation (Ruben, 1999). The BSC has been incorporated in systems of manufacture, services, public organizations, business, government, community organizations and education (DEECD, 2014; Mojibi et al., 2007).

The BSC operates through addressing four key perspectives in company organizational structure. These being: (1) Financial, (2) Customer, (3) Internal Processes and (4) Learning and Growth (Abadi, Abadi, & Soltani, 2012; Mojibi et al., 2007). The fourth perspective has also been mentioned as Innovation and Learning (Alamelu et al., 2014; Craig & Moore, 2005).

The perspectives look financially, externally, internally and to the future, which creates balance and objectivity (Miller, 2008). The BSC has a change management propensity fed by data to inform and drive change of long-term outcomes (Abadi et al., 2012; Alamelu et al., 2014). The data collection is a continuous performance monitor and feedback generator (Mojibi et al., 2007).

Adaptation and flexibility enable the use of the BSC customized to a context. Modifications of this model have been performed to value-add. Adjustments are reliant on the rationale that no two companies are the same and different contexts require a

particularly sculpted BSC version. As such, recorded examples are best explained as cases of the BSC approach.

In a case study of a tile company in Iran, a SWOT (Strength points, Weakness points, Opportunities and Threats) matrix was applied, embedded within the BSC to formulate the strategy (Abadi et al., 2012). Craig and Moores (2005) discuss how to adapt the BSC to include a family dimension for strategic planning of family firms. When applied to the higher education context Ruben (1999) discusses five “dashboard[s]” indicators of Teaching/Learning, Service/Outreach, Scholarship/Research, Workplace Satisfaction and Financial as the measurement parameters. Whereas, in the DEECD (2014) approach a SMART (Specific, Measurable, Achievable, Relevant and Time-bound) component was inlayed for PD.

There are features of the BSC that support its use in government education. Public organizations have an innate social responsibility woven together through an alliance of implementation and improvement of policies and programs, where a necessity to perform and provide exists (Mojibi et al., 2007). Additionally, the education sector has been situated as part of a data driven cycle (Ball, 2010) providing the measurable dimension. An industry protocol has been adopted of continuous data collection for “apply[ing] these data in the improvement of the administrative system” (Mojibi et al., 2007, p.307). The education environment has measurables of teacher impact on student learning as the teacher focus, performativity is expected, and marketing and competition between schools occurs for student enrolments (Charteris, 2016). A business model would seemingly be well suit for a school to achieve targeted outcomes.

Balanced Scorecard in Education

The BSC has been documented to suit a corporate approach within an education system, department, tertiary institution or individual school. The BSC model presents the learning and innovation/growth (the future) perspective, which broadly speaking is the intention of CPD.

When a BSC approach for education is mentioned it is largely in educational institutions. Professor Robert Kaplan's co-created model has also been applied to non-profit organizations, which can be likened to government schooling - given financial profitability is not the aim. The BSC has emerged from being a means to identify how a firm is situated, to having an altruistic aim applicable for educational success (AASA, 2015; Kaplan & Miyake, 2015). Examples are cited in colleges, school districts and universities across the US and around the world for improvement and managed forward movement (Coward & Glennon, 2010; Miller, 2008).

The BSC has a history in government and schools in Sweden (Creating Best KPI, 2015), also including US examples. For example, a 2001 crisis for change without additional funds in Fulton County (Georgia neighbour) (Kaplan & Miyake, 2015) and a failed school in Atlanta, when the characteristics identified for turn-around were poor success rates, attendance, few qualified staff, and a dilapidated environment (Balanced Scorecard Designer Team, 2015). In school cases the BSC external perspective identified the customers as the students, parents, sponsors and committees, while success identifiers were student satisfaction, creation of a versatile learning environment for minorities - appreciation of diversity (Ruben, 1999) - and success rates (CBKPI, 2015). Where a school used the performance indicators of test results, a college or university would measure the increased employment of tracked graduates as one in a range of indicators (Ruben, 1999).

School-based cases have been cited where the BSC model has been adapted in conjunction with the Baldrige Criteria for Performance Excellence (Balanced Scorecard Designer team, 2015; Karathanos & Karathanos, 2005). Karathanos & Karathanos (2005) documented three awards mentioned for schools, where each contained vision statements based on the community culture. The BSC measures included school improvement and motivation (Kaplan & Miyake, 2015).

The key to success of the BSC in education was regarded as two-fold in Fulton County. Initially, transparency of the goals enabled stakeholder trust (Cowart & Glennon, 2010). When applied for short- and long-term results, the plans became living working documents, rather than shelved away and archived (Kaplan & Miyake, 2015). Whether targets were met, or not met, there was transparency and patterns were analysed for the next steps. Constant forward movement was supported and integrated through measurement of attendance, reading and mathematics scores and improvements in graduation rates (Cowart & Glennon, 2010; Kaplan & Miyake, 2015). Ultimately the driving goal was student achievement. The BSC became a whole school tool where students were equally involved (CBKPI, 2015).

Modifications of the BSC tool were applied to suit school contexts. Cowart stated a need for college or administrative teams to evaluate indicators that are within each of the four perspectives, because “a balanced scorecard is a tool that does no good if not used appropriately” (Cowart & Glennon, 2010, para. 6). Cowart (2010) merged a version of BSC with the school, district improvement plan and annual reports, to create a visual data report method for impact and transparency in stakeholder communication.

When the BSC aimed at both the financial and non-financial, it looked at all school areas for its balance view (Kaplan & Miyake, 2015). The only mention cited of PD cases of BSC implementation was in Glennon’s (2010) comments where

misalignment was identified between professional learning activities and school district's plan in The American School Superintendents' Association documentation (AASA, 2015). Re-sculpting the BSC to suit a purpose is typical, although generally this process contains a re-imagined vision statement for the four perspectives to deliberate and ensure balance.

Given little in the way of a PD emphasis in the BSC education cases of implementation, the Victorian government teacher PD approach presents as a new case.

Victorian Government Balanced Scorecard Perspectives

The DEECD 2014 documents state that there were “performance and development dimensions; SMART goal methodology; evidence; feedback; assessment and decision making; and capacity to differentiate” (p.13) in its Professional Practice and Performance for Improved Learning: Performance and Development document (DEECD, May 2014).

The BSC four key perspectives were not explicitly aligned in the DEECD documents. This is a crude endeavour to identify the four perspectives, which proved difficult to pinpoint within the DCEED documents.

- (1) Financial – performance and development (also PD)
- (2) Customer –feedback, evidence, capacity to differentiate
- (3) Internal processes – SMART goals, assessment and decision making
- (4) Learning and Growth/Innovation – performance and development

While this is an endeavour to connect with the BSC perspectives, it proved difficult and reminiscent of misappropriation of a tool (likened to ‘policy borrowing’) (Lingard et al., 2011) when the learnings from the original usage, the history and successes have not been considered. Alignment was better identified through LRR of

professional associations, CPD and professional employees in earlier sections of this article. From this attempt to identify the BSC perspectives there was no clear indication of balance in the perspectives.

The BSC intended for an organization was applied to individuals for Victorian teacher PD. This presents as a mismatch compared to other cases cited at the time. While four dimensions were mentioned these were not four perspectives, nor was the language of perspectives used. The BSC perspectives were not clear. The strategy outlined of how the BSC PD version was enacted may give further insight.

Victorian Government School Balanced Scorecard (BSC) Model

In May 2014 the new Performance and Development Model was implemented for government teacher PD in Victorian schools. The goals to be generated by each teacher were based on four dimensions. The last three directly represent the Australian Professional Standards for Teachers (AITSL, 2015) as indicated by the AITSL standards (in brackets below), which were applied by all Australian teacher registration and accreditation authorities since 2013 (VIT, 2015).

- (1) Student Outcomes
- (2) Professional Knowledge (Standard 1 & 2, AITSL)
- (3) Professional Practice (Standard 3 – 5, AITSL)
- (4) Professional Engagement (Standard 6 & 7, AITSL)

Each SMART goal contained a comparative weighting to prioritize the goals. Fields of ‘implementation strategy’ and ‘evidence’ were generated by each teacher prior to goal commencement. As a goal began, the school support, resources and/or professional development required for achievement was to be identified (Teacher Performance and Develop Plan (PDP) Document, 2014). Feedback provided to teachers

implemented an inquiry cycle, monitored formally and informally in review interchanges. The cyclic review meeting steps had a start, mid and end point, where the reviewer would calculate an overall teacher performance and development outcome via a calculation tool (Performance and Development Tool, 2014/2015).

Documents were generated for teachers to self-guide their PD process. Teacher PD included goals set to address teacher learning requirements, which came from and must align to, the school vision through the strategic plan and annual implementation plan. Each step and goal contained the explicit requirement of student learning (DEECD May 2014). Where the BSC is data driven, this had measurable data-evidence of student learning.

The data-evidence would stem from student learning as a result of teacher performance where the recommended measurement tools were:

- Feedback – senior staff member reviewer, observations from colleagues in the classroom and parent and student surveys (1&2)
- Artefacts – video recordings and student assessment products (4)
- Content developed and curriculum mapped – evidence of scope and sequence and documents of curriculum plans, assessments aligned to Australian Victorian Essential Learning Standards (AusVELS) the curriculum set for Victorian schools at the time (1&3)
- Student results – On demand assessment data, which is electronic testing that ranks students against the National curriculum levels, moderated teacher assessments (1) and senior year result data from the Victorian Certificate of Education (VCE) (4)
- Indication of collaboration (1&3)

Again, an attempt to connect to the BSC perspectives has been used here, where a number coding has been applied: (1) Financial, (2) Customer, (3) Internal Processes and (4) Growth/Learning/Innovation. The financial aspect has not been considered as a separate factor, rather as time taken and energy invested for action by the teacher.

This data was perceived to be evidence and would provide future directions for a continuous cyclic process of improved decisions when the next goals were set.

Accountability ranked highly and impacted upon increment promotion of the teacher in the annual review process. The teacher was indicated to have control and ownership (Performance and Development Process, 2015) to set aims and meet them, while being guided by organizational requirements and vision. From the view of the organization, all PD of professional employees had a focus of the intended local strategic aims. The PD was individually teacher based and internal in the school environment.

BSC contrasted with the Professional Development Design Process

Victorian government teachers recorded and provided evidence to indicate that their impact on the school's mission. A school's strategic plan was first stage data collection and actions were plotted for change based on improvement; the vision. The response could be recorded and monitored through each teacher's individual PDP documents. A highly individualized step occurred, where measurement provided proof of teacher actions from baseline data, and actions required evidence of impact towards the holistic plan. A scattered approach occurred through multiple directions taken by many teachers. Each teacher developed data, which due to confidentiality of the PD supervision process, was knowledge privy to the teacher and their supervisor. It was indicated that exemplary cases would be showcased and shared. The BSC approach,

which had as its key motivator data transparent to all as cited throughout international examples was not visible.

The BSC in the Victorian 2014 model reaches for a strategic vision, as in other BSC applications. Data each teacher collected was not information visible to all, due to a layer of teacher monitoring that that was inherently confidential. In 2015 the PDP version for teachers had principally the same structure without the BSC title. It is likely that this process of PD had been recognised not to be the BSC approach.

Conclusion

When large organisations have the financial control of PD for professionals, there is an expectation that there will be a desirable organizational outcome for the investment. In the Victorian school situation, the vision for improvement was, and is, based on the school's strategic plan. The BSC model when applied in Victorian government schools in 2014 for PD, had the potential for: teachers to set their own goals, indicate the PD investment that would support learning, growth and innovation, collect student data/evidence of learning and show teacher impact (as is the emphasis in Australian Professional Standards for Teachers). Teachers through this process undertook critical reflective practice - teacher research *in situ* - action research as the internal process. Key words in this description identify the perspectives of the BSC and suggest why, on the surface, the BSC was suitable for PD.

Government teacher PD is embedded within supervision for monitoring and promotion, which is inherently confidential, because it measures a teacher's worth and enables career progression. In fact, a numerical calculated rating system was applied in 2014. The focus for Victorian teacher PD included action for increased student results seen as teacher impact, nested in a reward-based system for annual review and

increment achievement. Information between each teacher and their supervisor was not disclosed more broadly.

The transparent collaboration of all stakeholders (including carers, students and the school community; the customers), that underwrites the BSC approach, where all are aware and involved – internal to the situation, can be seen as a gap between the original BSC intent, and the PD model prescribed for Victorian Schools in 2014. The element of transparency of all acting together was lost, and so was the authenticity of the BSC. The BSC true to international examples contained a preparedness to communicate the vision and bring all along on the journey, as measurements were continuously made and analysed for improvement. Transparency is mentioned as fundamental to successful implementation, whereas confidentiality was required for professional teacher PD. This generated a miss-match. In 2014 the BSC for PD in Victorian government teaching was implemented, and in 2015, while a similar PD processes occurred, the BSC name had been removed.

The BSC, is potentially applicable for school-based improvement through transparency, where *all* collaborate and focus towards a common cause. Data transparency is recognised as a dominant feature in successful BSC education cases. The BSC in other education settings acknowledged the community and disclosed data for change. More stakeholders were involved beyond teachers and the teaching profession. Measurement of teachers who needed evidence for their impact on student learning in supervisor meetings was a different agenda compared to the BSC approach. When channelling the BSC towards teacher PD and a school's change process, there was an opportunity to include the BSC ideology and capitalise upon the school's community in an open, transparent process, pursuing the school's vision and recognising all actions towards that vision. The opportunity was missed.

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