

Abstract

A Study of Innovation Tasks of Teacher Policy
according to Educational Environment(III):
Innovation Tasks on the teacher's personnel system

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□ Study Outline

This study is the third year of the “Teacher Policy Innovation Tasks in accordance with the Changes in the Teaching Environment,” which was carried out over three years(2017~2019). The purpose of the three-year study is to present innovation tasks by addressing the demands for innovation in teacher policies according to changes in the teaching environment. In the first year(2017), we explored the tasks for innovating teacher training and recruitment policies, focusing on the field suitability of the preparatory teacher training phase. In the second year(2018), we discussed how to build the support system for developing teacher professionalism based on that of current teacher.

In the third year(2019), this study focused on the teacher's personnel system. Namely, we diagnosed problems of the personnel system and explored ways of innovation, focusing on the need to respond to changes in the teaching environment. Analysis of teacher's personnel innovation in this study is made on the areas supporting professional growth based on job redesign, supply and demand, teacher allocation, qualification, training, evaluation, promotion, transfer, change of occupational series, and personnel innovation.

The contents of the research are as follows: ① request for the response of the teacher's personnel system to changes in the teaching environment, ② direction and achievement of the teacher's personnel policy in the past and current governments, ③ problems and innovation demands of the teacher's personnel system, ④ innovation cases and implications of the teacher's personnel system, ⑤ survey and analysis of innovation demands of the teacher's personnel system, ⑥ direction and measures for innovation of the teacher's personnel system. Research methods are including the following: ① literature research, ② expert consultation, ③ innovation case writing, ④ big data analysis, ⑤ policy workshops, ⑥ online surveys, and ⑦ education policy forums.

□ Request for the Response of the Teacher's Personnel System to Changes in the Teaching Environment

The areas of analysis in this chapter are: ① the first and second year results and the previous research trends, ② paradigm change and innovation model of personnel administration, ③ areas, function, and operation principles of the teacher's personnel system, ④ changes in the teaching environment and demand for the response of the teacher's personnel system, and ⑤ implications for innovation of the system. For analysis of the previous

study on the teacher's personnel system, 160 papers or reports published from 2000 to 2019 were classified by human resources area. We looked at the characteristics of the studies within the last seven years, i.e. which areas of teacher's personnel were focused on. In recent studies within seven years, the proportion related to 'evaluation and promotion' has decreased somewhat, while that related to 'qualification and training' and 'transfer and change' of occupational series has increased. The increase in the proportion of qualifications and training was considered to reflect the need for site change for capacity development and professional development.

In relation to the response of the teacher's personnel system to changes in the teaching environment, the followings were magnified: 'requirement of job redesign and work normalization', 'requirement for improvement of teacher working and class conditions focused on educational activities', 'demand for alleviation of supply-demand imbalance and management of quota allocation in connection with changes in demand for school education', 'requirement of periodic training and competency diagnosis focused on professional development,' and 'requirement for innovation of teacher's personnel system fitting the characteristics of teaching system in connection with the personnel management system of the national government employees'.

□ Direction and Achievement of the teacher's Personnel Policy in the Past and Current Governments

The areas of analysis in this chapter are: ① orientation of the teacher's personnel policy of the past and current governments, ② achievements of the teacher's personnel policy of those governments, and ③ implications for innovation of the teacher's personnel system. Two implications for

innovation of the system were highlighted. First, the scope and content of the teacher policy were extensive in the civilian government, which have since tended to be simplified. Second, the policy orientation is focused on teacher welfare(creating condition) and teacher professionalism (enhancing capability) rather than various topics.

□ Problems and Innovation Demands of the teacher's Personnel System

The areas of analysis in this chapter are: ① area and model of analysis, ② current status and problems of the teacher's personnel system by area, ③ SWOT and weakness of the system, ④ implications for innovation of the system. Based on the analysis, the implications for innovation of the system are as follows.

First, it is necessary to establish the teacher's personnel system that enhances the professionalism of all teachers, since the current system has side effects that operate around score-taking centered on promotion and evaluation, and does not support the development of job competency of all teachers. Second, the current teacher's personnel system should be reformed to enhance professionalism by reflecting various innovation values, including the strategic and systematic characteristics to be reflected in the teacher's personnel system. Third, in order to innovate the teacher's personnel system centered on professionalism, the direction of innovation must be strategically oriented toward inter-regional linkage of the system. Fourth, in order to innovate the system, it is necessary to establish an innovation foundation with strategic approaches, such as setting up a dedicated department for innovation and establishing a cooperative network with the Ministry of Education, other metropolitan and provincial offices of education, and research institutes.

□ Innovation Cases and Implications of the teacher's Personnel System

Implications were extracted based on analysis of domestic and foreign innovation cases in this chapter. The Gyeonggi-do Office of Education and the Gangwon-do Office of Education were analyzed as domestic cases. The cases in the United States, Singapore, Finland, and Australia were analyzed as foreign ones. A notable commonality in the domestic and foreign case analysis results is that reform measures are being implemented in the human resources system centered on the professionalism and autonomy of teachers in response to changes in the teaching environment.

In foreign cases, it was emphasized that the teacher's professionalism was linked with the qualification system to promote the multi-level qualification system. In order to promote professional development, three professional development models have been developed for teachers' career to support the management of their career development in Singapore. In addition, a strategic and systematic approach was highlighted for innovation of the teacher's personnel system. In Singapore, the establishment of innovation plans and its strategic support are provided at the national level, while there is a consistent, systematic, and continuous support focusing on teacher professional qualification standards in Australia.

□ Survey and Analysis of Innovation Demands of the teacher's personnel System

The online survey was conducted on 1,326 faculty members at various schools and human resources officers at municipal and provincial education offices to collect demands from relevant groups on the reform of the teacher's personnel system. The survey showed that 1,060 people responded, with an 80% response rate. The survey period was from Monday, August 19, 2019 to Friday, August 28, 2019. The research results are classified as follows: ① demand for response to the teacher's personnel system, ② problems of the system and demand for innovation, and ③ innovation orientation and value of the system.

The most urgent area to respond to the teacher's personnel system was innovation in the working conditions of teachers(35.9%). In terms of teacher professional development, teacher supply and demand(25.6%) is in urgent need of response, followed by teacher job redesign(25.1%), teacher welfare(22.5%), and teacher promotion(22.1%). These results showed significant differences between teachers and educational staff.

The main reasons for the low response of the teacher's personnel system to professional development are the 'addition and complex operation of various affairs enforced in schools in accordance with the implementation of education policies'(teacher 57.1% vs. educational profession 44.2%), 'insufficient redesign and normalization of teacher works to reflect the demand of change in role and duty performance of teachers'(teacher 47.0% vs. educational profession 33.0%), 'insufficient qualification criteria and qualification development system to promote professional development of teaching jobs'(teacher 28.2% vs. educational profession 43.7%), and 'lack of mid- to long-term plans and strategies for the teacher's personnel innovation centered on teacher professional

development' (teacher 20.5% vs. educational profession 18.0%).

The issues urgent to innovate in response to the teacher's personnel system are 'the structure of school principals' promotion depending on the result of the addition point evaluation'(15.9%), 'poor ability to secure teachers in conjunction with changes in school curriculum operation' (8.2%), 'lack of objectivity and fairness of the teacher evaluation system' (8.1%), and 'problem of experienced teachers or low-level teachers who focus on specific areas'(5.8%).

□ Direction and Measures for Innovation of the teacher's Personnel System

In this chapter, based on the implications for innovation of the teacher's personnel system presented by the analysis results in the previous chapters, the direction for innovation of the system was established to devise the innovation model and 10 innovation measures. The innovation model consists of innovation vision, innovation strategy, innovation goal, innovation orientation, innovation value, and innovation domain. Innovative measures were developed by selecting the core measures to be urgently pursued in the teacher's personnel areas with high demand for innovation.

The vision for innovation is to establish the strategic teacher's personnel system centered on professional development that supports educational innovation. The innovation strategies devised are as follows: ① to secure teachers and promote their professionalism development in connection with the demand for school innovation, ② to strengthen the linkage between teacher's personnel areas centered on professional development, ③ to pursue the innovation value and orientation of the teacher's personnel system reflecting the characteristics of the teaching

profession, ④ to assist teacher competency diagnosis and customized development throughout the teaching career, and ⑤ to eliminate problems and causes in the teacher's personnel areas where response is urgent.

The innovation values seem to be basically reflected for implementation of the five innovation strategies mentioned above by referring to the core values reflected in the innovation model of the national government human resources system. Reflecting the values perceived by respondents in the innovation demand survey of this study, 10 innovation values are established by linking two key innovation values to the five innovation strategies as follows: ① autonomy, ② openness, ③ accountability, ④ professionalism, ⑤ efficiency, ⑥ rationality, ⑦ democracy, ⑧ fairness, ⑨ strategy, and ⑩ systemicity.

Ten innovation measures are suggested: ① to delegate the authority to determine and manage teachers' quota from the current Ministry of Public Administration and Security to the Ministry of Education and establish the mid- to long-term supply and demand forecast system, ② to secure the dedicated teachers who are not in charge of the curriculum but highly demanding, separately from the total quota in conjunction with the demand for student-oriented school education, ③ to establish the qualification development system for enhancing the professionalism by periodic training and qualification renewal, ④ to establish the teachers' job competency diagnosis and tailored training support system reflecting the life development stage until retirement, ⑤ to establish self-diagnosis system of teacher competency and evaluation system centered on job performance, ⑥ to dualize the promotion track with teaching position and school administrative position after securing the first-class teacher qualification, ⑦ to introduce the customized transfer timing system that reflects educational experience and life cycle, ⑧ to

innovate process for selecting an educational profession and establish a new professional training course, ⑨ to develop teachers' competency model reflecting teaching characteristics and redesign job in connection with school innovation, and ⑩ to establish an innovation foundation for the reform plan and systematic management of teacher's personnel and to enact and revise laws related to human resources.

□ **Key words:** change in teaching environment, teacher policy innovation, professionalism development, teacher's personnel system