

**THE IMPLEMENTATION OF AN INTEGRATED QUALITY
MANAGEMENT SYSTEM IN QUEENSTOWN DISTRICT SCHOOLS:
EXPERIENCES FROM THE ISIBANE CIRCUIT**

By

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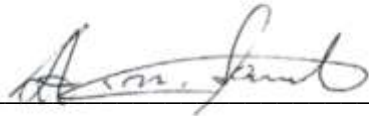
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Year: 2010

DECLARATION

I declare that “The Implementation of an Integrated Quality Management System in Queenstown District Schools: Experiences from the Isibane Circuit” is my own work and that all the sources I have used or quoted have been indicated and acknowledged by means of complete references.



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ABSTRACT

This study examines the experiences of the school management teams and educators of the Isibane Circuit in the Queenstown District, regarding the implementation of an Integrated Quality Management System (IQMS) policy at school level. Following an agreement reached in 2003 between the South African Education Department and the major teacher organisations in this country, the IQMS was scheduled to be implemented in public schools from 2004. Two major challenges are identified and explained: accountability and development of human resources, as well as contradictions between internal and external evaluations. The study also elaborates on the changes in the educational history from the apartheid system to the democratic system of education.

Nine schools participated in the study (two secondary schools and seven primary schools). These schools were purposely selected due to the fact that they had started implementing the IQMS policy, which was the main criterion for selection. Semi-structured interviews were used to gather data from principals, Heads of Departments as well as post-level one educators concerning their experiences of the IQMS implementation. The findings indicated that while the IQMS policy was good on paper, it was extremely difficult to implement. Issues of honesty and trust were at the root of difficulties that made the IQMS implementation challenging. The participants' understanding of IQMS was that it was intended for the provision of quality education and development.

DEDICATION

This thesis is dedicated to my loveliest and most adorable wife Nomalizo Sheila for her undying love, support and encouragement and our very special and most loved gifts Ezona, Kamvelihle, Bagcine, Khokela and Makoncko (Siphesihle)

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CHAPTER ONE

BACKGROUND AND ORIENTATION TO THE STUDY

1.1 Introduction

This chapter presents the background and orientation to the study by, amongst other things, discussing the context of education in South Africa in terms of policy and the gratification of policy as a result of transformation demands. It also elaborates on changes in the educational system. The purpose of the study, critical questions, significance of the study, key concepts pertinent to the study as well as the outline of chapters are also presented and explained towards the end of the chapter. Building a quality education system is particularly important in a developing country such as South Africa, as reflected in the following extract from the National Policy on Whole School Evaluation (WSE):

...an effective monitoring and evaluation process...is vital to the improvement of quality and standards of performance in schools...The findings must be used to re-orientate efforts towards improving the quality and standards of individual and collective performance (DOE, 2000:7).

This study considers the “monitoring and evaluating process” currently in place in Queenstown district schools. Educators’ perceptions of the Integrated Quality Management System (IQMS) are analysed in an attempt to understand how this particular educational reform is discursively constructed. The researcher serves the Department of Education in the province of the Eastern Cape as a head of department, and this kind of bias was carried when conducting the research that this document presents. Throughout the research process, the researcher had to monitor whether bias was affecting the accuracy of the data by using a number of techniques. These included checking the questions with regard to whether or not they were focusing on the purpose of the study. After the data had been gathered, the initial findings had to be confirmed with the participants.

1.2 The study in context

The department of education has the responsibility of providing facilities and resources to support teaching and learning. Successful educational outcomes also depend on empowering,

motivating and training educators. Quality management seeks to monitor and support these processes. For decades the South African school system has been regarded as an underperforming, where the quality of teaching and learning was under suspicion and failure rates were high. Many of the reasons for this state of affairs could be related to the legacy of apartheid. Sixteen years later, however, it is still reported that insufficient progress has been made in terms of establishing a teaching and learning culture in schools.

The matric failure rate is still unacceptably high and teachers' qualifications and skills have not yet been upgraded. The lack of management skills and capacities, as well as a lack of teacher commitment and low staff morale are quite often reported. As a result, people have seen a variety of projects (e.g. whole school development projects, culture of learning and teaching in schools, the development appraisal system and Tirisano) attempting to restore and build a culture conducive to teaching and learning. These policies aimed at facilitating personal and professional development of educators in order to improve the quality of teaching practice and education management in schools. Their implementation had gone through all kinds of policy implementation problems resulting in non-implementation and non-archival of set aims and objectives. During the difficult years of the struggle for freedom, senior educators and provincial officials had little control over schools, teachers and learners. The traditional school inspector was used as a policing mechanism to embed the apartheid education policy and had very little to do with assuring the quality of educational provision (RSA DOE, 1998:5). One the whole, the appraisal system during apartheid was geared towards control and containment of learners and educators, rather than their development and support. The system was "highly bureaucratized with strict control through standardised procedures, codes and lines of responsibility" (McLennan, 2000, cited in Smith & Ngoma-Maema, 2003:352). Queenstown also suffered under a regime of inspection that was autocratic and judgmental. Summative forms of evaluation, inspection and appraisal seem to have proliferated in African schools. The apartheid system had left education in a state of chaos, a chaos that is still overwhelming as the current state battles to redress the various legacies of apartheid (Smith & Ngom-Maema, 2003:351). The deficiencies in the educator appraisal system consequently led to educators rejecting evaluation in the majority of African schools in South Africa. In fact, very little if any form of evaluation took place in most schools at this time (Williams, 2003:5). With the imminent demise of apartheid though, it was time for a new system to be negotiated. In order to reinstate the culture of teaching and learning in schools, a new model of appraisal was required.

The 1994 elections abolished the different education departments that were based on ethnicity, race and colour. The passing of the South African Schools Act (SASA, RSA, 1996) gave momentum to the transformation of schools in the sense that a high promise was placed on the enhancement of the quality of education of all learners. An agreement was also reached in the ELRC (Resolution 8 of 2003) to integrate the existing programmes on quality management in education. The existing programmes were: the Developmental Appraisal System (DAS) that came into being on 28 July 1998 (Resolution 4 of 1998), the Performance Measurement System that was agreed to on 10 April 2003 (Resolution 1 of 2003) and Whole-School Evaluation (WSE) as first, second and third legs of the IQMS. The IQMS was informed by Schedule 1 of the Employment Act, No. 76 of 1998, where the Minister was required to determine performance standards for educators in terms of which their performance was to be evaluated. The final agreement for a new educator appraisal system, namely the Integrated Quality Management System (IQMS), was reached in the Education Labour Relations Council on 27 August 2003 (Educators Workload Report, 2005:10). The new paradigm called for a joint collaboration between schools, districts and supervisory units making judgments about schools, looking at both inputs and outputs (Mgijima, 2000:9). Mgijima further states that the purpose of the new educator appraisal system, in addition to addressing the inequalities and injustice of the past, is to enhance the quality of education in South Africa.

Each individual educator's performance must be measured against the stipulated performance standards of the IQMS document. Evaluation is not apart from, but is a part of the educational process. However, sound evaluation practices must be based on a set of beliefs and principles that are congruent with the outcome desired. According to the Department of Education (2001:1), for many years, there has been no national system of evaluating the performance of schools, and there is no comprehensive data on the quality of teaching and learning, or on the educational standards achieved in the system. Dumminy (1997:113) argues that the measurements that were taken involved the collection of data or information and refers to the use of tests and examinations in measuring the changes brought about by education. It dealt with the 'raw' data after something had been measured and before the results were interpreted. He also states that the information gathered by measurement was analysed and interpreted to find out how successful the teaching had been. This approach has been found to be judgmental and contrary to principles of democracy, as there was neither consultation with nor meaningful participation by school communities. The Integrated

Quality Management System, as a new system of appraisal for educators and schools, came into effect in 2005. The main features of this model can be summarised as follows:

- Self-appraisal for educators for Developmental Appraisal
- Classroom observation
- Peer appraisal
- Self-appraisal by school for Whole School Evaluation
- External Whole School Evaluation (ELRC, 2003:5).

The Department of Education foregrounds the differences between judgmental and developmental approaches to quality assurance:

JUDGMENTAL	DEVELOPMENTAL
Negative	Positive
Fault-finding	Acknowledging
Blames the educator	Find ways to improve educator's performance
Excludes the educator	Includes the educator
Leads to forms of failure	Leads to ways of improvement
Policing	Supportive

(Department of Education: 2002)

The philosophy underpinning the Integrated Quality Management System (IQMS) is based on the fundamental belief that the purposes of IQMS are fivefold, that is to determine competence, assess strengths and areas for development, to provide support and opportunities

for development to assure continued growth, to promote accountability and to monitor an institution's overall effectiveness. This is a complete move from the old inspection as it enhances democratisation and whole school development in the educational system. This policy of IQMS, referred to as Performance Measurement, was introduced through discussions between government and labour unions in the Public Sector Coordinating Bargaining Council (PSCBC). The intension of such a policy was to evaluate individual educators for salary progression, grade progression and affirmation of appointments, rewards and incentives (PSCBC Resolution 1 of 2003). The policy introduced a new paradigm of performance related pay in place of automatic annual and qualification-based salary increments and incentives. This study attempts to capture the understanding of experiences of educators and management teams of the IQMS implementation in the Isibane Circuit in the Queenstown district. It mainly examines the views of school management teams and post level one educators regarding their experiences of the IQMS implementation.

1.3 Statement of purpose

The purpose of this study is to examine and document the experiences and voices of school management teams, as well as educators about the IQMS implementation in their respective schools. It is hoped that the study will contribute in deepening the understanding of how School Based Educators (SBEs) experience the implementation of policies with special reference to the IQMS policy. This research is designed to evaluate the effectiveness of the IQMS since it was introduced in 2005 and to evaluate the extent to which it has enhanced individual development and improvements in teaching and learning. The study of the IQMS becomes of interest in the South African Education System for several reasons. Hlatshwayo (2002:78) conducted an investigation into the implementation of the Developmental Appraisal System (DAS) in a former High School in the Inanda District of the KwaZulu-Natal Department of Education and Culture, and recommended that "the whole system needs to be reviewed and conceptualised, it should be streamlined and made easier than it is at the moment".

Secondly, the study is significant as it may provide findings that will make valuable contributions to the improvement of staff appraisal. Wragg (1987:76) contends that any form of appraisal should not remain static and unchanged. The actual implementation should reveal the strengths and weaknesses of the model and it should be counterproductive to

allowing inadequate practices to persist unaltered. Thirdly, the study will be of value as the recommendations may provide an alternative to the appraisal methods presently being used. Wragg (1987:97) argues that any school introducing appraisal for the first time, “should regard its initial format as a pilot, subjected to modification in the light of experience and feedback from those involved”. In the light of the above, this study was of value to educators interviewed as it presented them with an opportunity to articulate their experiences and perceptions of the IQMS, an opportunity which is not accorded to them by the Department of Education. Educators had the opportunity to voice their experiences and feelings in a safe setting with someone who validated the importance of their participation. The interviewees in the study also had the opportunity to express their views and opinions about IQMS without anxiety as their confidentiality was assured.

Kvale (1996:35) is of the opinion that the interview situation may for the researcher and the interviewee “be characterised by positive feelings of a common intellectual curiosity and a reciprocal respect”. Furthermore, educators had the opportunity to voice their feelings and thoughts about issues on which they usually remain silent. From the researcher’s experience in schools, educators are generally reluctant to critique the IQMS in the presence of their supervisors for fear of reprisals. This study will therefore afford educators the opportunity to express their views and experiences of the IQMS in a somewhat safe and non-threatening environment, an opportunity not usually accorded to them by the Department of Education. Another benefit to educators was the power dispensed by the interview. Providing educators with the opportunity to give voice to their experiences expands their personal power. Educator discourses also helped to magnify important issues such as the challenges educators encounter in fulfilling the IQMS, the benefits the IQMS has for educators as well as the negative aspects of the IQMS. The value of the study is that it highlights issues and educator understandings of educator appraisal that may resonate in other parts of South Africa. In the researcher’s capacity as head of department and as a member of the School Management Team of Shiloh Senior Primary School, his responsibility at school includes facilitating the implementation of the IQMS as well as appraising educators. This study offered the researcher useful insights as to how educators construct the IQMS. This was also important in that it revealed any inconsistencies in the discourses used to construct the IQMS by educators and by the Department of Education.

1.4 Background of the study

The main assumption underpinning this study is that the implementation of the IQMS policy - the way that the Department of Education normally operates - does not follow proper routes of professional development and support as envisaged in the policy. The researcher's informal conversations with educators at his school and also in the neighbouring schools revealed a lack of understanding of the purposes and processes of this policy. He attended a number of workshops organised both by the Department of Education and by Non-Governmental Organisations (NGOs) on professional development. It was noticed in all these workshops that the facilitators had difficulty relating the IQMS policy implementation at school level. The researcher also attended a number of presentations where the IQMS was the main topic of discussion. The first presentation took place in the school where he serves as a head of department and IQMS co-coordinator. It was part of the staff professional development programme. The second presentation took place in 2006 at Mhlotshana High School and its focus was on professional development. The third presentation took place at the district office main hall for IQMS coordinators where all relevant role players such as teacher unions, principals, NGOs, the local and national Department of Education were represented. In all these workshops, the main theme was quality measurement as part of professional development. The IQMS focuses on continuous development and maintenance of quality by attempting to continuously ascertain how much more development is needed by an employee. The IQMS document refers back to the terms used in the interview instrument. The IQMS document requires that during the implementation stage the level of performance should be measured for future development purposes.

Central to the IQMS policy is the question of monitoring the teaching staff while carrying out their professional duties and tasks. There is empirical evidence to suggest that teachers do not like to be supervised by their superiors, particularly school managers. To cite just one example, there was a study that was done by Bhengu (1999) among both primary and secondary schools in the Inanda and KwaMashu areas. In that study educators declared categorically that they did not want to be observed by their principals when teaching. One of the reasons these educators cited was that principals were not qualified to check their work and also that being observed reminded them of the apartheid era class visits by school principals (Bengu, 1999). The IQMS democratically allows an educator to be involved in the assessment process by being required to score him/herself. Furthermore, they are also

allowed to appoint a peer to assess their performance standards. It stands to reason that something needs to be done about the situation where educators detest their work being monitored to assure quality.

The purpose of the Whole School Evaluation is to evaluate effectiveness of schools and the quality of teaching and learning. The purpose of Performance Measurement is to evaluate individual educators for salary progression purposes, affirmation of appointment, grade progression, rewards and incentives. The purpose of Developmental Appraisal is to appraise individual educators in a transparent manner to determine areas of strengths and weaknesses for the planning of individual developmental programmes. The above-mentioned programmes were integrated in one policy called IQMS. This policy was adopted after an agreement was reached between the employer and the employees (Resolution 8 of 2003). Before the IQMS was implemented, difficulties around the implementation of DAS and WSE had been experienced in many schools. For example, Bengu (2005:104), in his study of experiences of rural principals, mentions a number of issues that were of concern to the principals. One of these concerns was that many policies remained unimplemented. Such policies included DAS and WSE. Although the research was not on IQMS and Whole School Evaluation, the principals did raise their concerns on the WSE, which is part of IQMS.

What emerges quite strongly is that, like other policies before it, the IQMS has not yet been implemented in terms of the document's specifications. The formulation of IQMS occurred within the backdrop of DAS and WSE not having been properly implemented. Instead, DAS and WSE were integrated into the Quality Measurement System, and then referred to as the Integrated Quality Management System (IQMS). This idea of the disjuncture between policy formulation and policy implementation has been widely discussed. For example, Hindle (2006) complains about the fact that during the peers' evaluation stage, teachers gave their peers good scores that do not match their actual performance. The Sunday Times (February, 2006) raises similar concerns about the rating instrument for evaluation. It attributes this discrepancy to inadequate training that educators receive. They may thus execute the ratings according to their own interpretations, which are not necessarily in line with the intentions and aims of the policy. Lubisi (2006), KwaZulu-Natal's Department of Education Central Executive Officer (CEO), feels that concerning the IQMS, the Department of Education works collaboratively with teacher unions. Like Hindle (2006) Naledi Pandor (Minister of

Education at national level) also raised some concerns about high scores that educators awarded one another (through the unmonitored peer review process). Such high scores do not correspond with the performance of schools (Daily News, February 2006). As one of the school managers and as such IQMS coordinator, and therefore also one of the recipients of these policies, the researcher has observed that there are a number of shortcomings in the implementation of the IQMS policy. The Heads of Departments (HODs) are supposed to be part of the Developmental Support Group (DSG) panels in schools. Such a process involves assessing and evaluating educators in class; this consumes a lot of their time that could be devoted to other school activities and also involves plenty of paper work. The HODs, as part of the School Management Team, is also part of the Staff Development Team (SDT). After each and every evaluation session the SDT collates information gathered by the DSG, and identifies the development areas of the appraised member of staff. The HOD, as part of the SDT work, then helps design a developmental programme for the whole school. However, such programmes become problematic when wrong scores are given as such practices undermine accuracy in terms of identifying areas for development.

1.5 Significance of the study

The findings of this study will be useful for school educators and principals, particularly in terms of deepening their understanding of the IQMS policy implementation. The research will provide them with a platform to reflect and interrogate their own practices. The participants will grow through the experience and practical involvement in research, having gained some insights into different perspectives through their engagement with the data production process. The Department of Education officials at circuit and district levels will gain some understanding about how Queenstown District Schools are grappling with challenges posed by the implementation of IQMS. The study will also enhance the insights of all relevant stakeholders regarding IQMS policy intentions and processes and how the IQMS concept links up with the principles of lifelong learning.

1.6 Critical questions

The main research question of the study is:

What are the educator's perceptions of the Integrated Quality Management System?

Out of the main research question, the following sub-questions emerge to guide the study:

- What challenges do educators encounter in fulfilling the IQMS?
- What benefits do educators gain from the IQMS in their teaching and what negative effects do educators indicate the IQMS has in their teaching?
- How have schools in Queenstown District experienced the process of Integrated Quality Management System implementation?
- What are schools' understanding of the purpose and processes of the Integrated Quality Management System?
- What do schools think needs to be done to enhance Integrated Quality Management System implementation?

1.7 Definition of terms

Following are key terms in this study:

Policy– a decision and stated intention, which informs a course of action. The intention is specific and the goals and objectives are clear.

Policy implementation – a process of putting policy into practice where tasks are performed in order to realise the objectives. It involves a series of decisions and actions, based on a central statement of intention, which leads to a degree of change in the circumstances of the targets.

IQMS– an Integrated Quality Management System that consists of three programmes, which are aimed at enhancing and monitoring performance of the education system. These are:

Developmental Appraisal;

Performance Measurement; and

Whole School Evaluation.

Developmental Appraisal (DA)—is to appraise individual educators in a transparent manner with a view to determine areas of strengths and weaknesses, and to draw up programmes for individual development.

Performance Measurement (PM)—is to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives.

Whole School Evaluation (WSE)—is to evaluate the overall effectiveness of a school as well as the quality of teaching and learning.

1.8 Layout of the study

Below is an overview of the issues that are addressed in this study. The study is divided into six chapters and each chapter deals with different aspects of the research process.

Chapter one: Introduction to study

This chapter presents the context of the study. It includes the introduction, statement of purpose, rationale, critical question, definition of terms, layout of chapters and conclusion. In other words this chapter will provide an overview of the entire research project.

Chapter two: Literature review

Chapter two will deal with the literature review, in which a historical analysis will be provided regarding how schools go about in the implementation of IQMS policy.

Chapter three: Research methodology

This chapter will describe the research methodology, that is, the methods employed to collect the data. The research design or plan will also receive attention in this chapter.

Chapter four: Statement of findings and analysis of data

In chapter four, the data analysis and summary of data will be presented, that is the research findings will be revealed.

Chapter five: Discussion of findings and linking to literature review

This chapter will focus on the overall conclusions drawn from the research, the possible solutions to problems or challenges that have been uncovered, as well as the recommendations as to how similar situations could be dealt within future.

Chapter six: Recommendations and conclusion

The final chapter of this dissertation contains recommendations to improve the present situation at school level and the conclusion of the research towards implementation of the Integrated Quality Management System.

1.9 Summary

In this chapter the orientation to the study was given by presenting a detailed background to the study, the significance of the study, the rationale for the study, as well as the critical questions guiding the study. The layout of the study was presented towards the end of the chapter. Chapter two focuses on the relevant literature and also presents theoretical and conceptual frameworks through which the problem of IQMS can be analysed and understood.

CHAPTER TWO

LITERATURE REVIEW AND CONCEPTUALISATION

2.1 Introduction

Saunders, ET al. (2003) is of opinion that there are two main reasons for conducting a review of relevant literature. The first reason is to generate and refine the research ideas. The second reason is to demonstrate the researcher's awareness of the current state of knowledge of the subject and its limitations. In view of the above this chapter presents the literature and discusses the conceptual and theoretical frameworks that shed some light on the problem being investigated. Reviewing the literature also assists in developing a framework for giving clarity to the Integrated Quality Management System for quality performance management in education. The chapter begins by discussing the concept 'quality' as one of the key concepts underlying the study as well as measures that are used to assure quality in the school system.

The amalgamation of seventeen different departments of education (Govender,1997:5) into a single non-racial department resulted in significant policy changes. The formalisation of the Labour Relations Act 76 of 1995 included focus on labour peace and the democratisation of the workplace – in response to worker unrest and dissent that characterised pre-democratic South Africa. The literature also reveals the issue of time to translate legislation into pragmatic action by the public (especially public servants as employees of the government). But, real change, whether desired or not, represents a serious and collective issue characterised by ambivalence and uncertainty (Fullan, 2001:32) which requires time, energy and effort. The recently introduced policy innovation to enhance the delivery process of a quality education for South African schools is the Integrated Quality Management System (IQMS). IQMS is informed by schedule 1 of the Employment of Educators Act (EEA) No 76 of 1998. The chapter ends with a discussion in terms of resolution 8 of 2003, an agreement that was reached in the Education Labour Relations Council (ELRC), to integrate programmes on quality management which comprised the Developmental Appraisal System (DAS), the Performance Management System (PMS) and Whole School Evaluation (WSE).

2.2 The issue of quality

The tenets of IQMS are underpinned by the purpose of quality management systems which are to determine competence, to assess strengths and areas for further development, to ensure continued growth (Senge, 1990), to promote accountability and to monitor the overall effectiveness of an institution (Kaplan & Norton, 1996). Quality comes through process improvements intended to make a sustainable difference to the outcome of these processes (Murgatroyd & Morgan, 1993: xi). For organisations that have quality initiatives and quality programmes in place, measurement would be a central part of any such programme (Kaplan & Norton, 1996:119).

2.3 IQMS as a quality initiative

IQMS seeks to amalgamate the DAS, PMS and WSE. The manual for IQMS (Section A: 3) clearly indicates the purpose of each programme namely:

- The purpose of the Developmental Appraisal System (DAS) is to appraise individual educators in a transparent manner with a view to determine areas of strength and weakness and to draw up programmes for individual development (formative evaluation).
- The purpose of the Performance Measurement System (PMS) is to evaluate individual teachers for salary progression, affirmation of appointments and rewards and incentives (summative evaluation). The PMS essentially refers to managing poor performance and rewarding good performance in an open, fair and objective manner.
- The purpose of Whole School Evaluation (WSE) is to evaluate the overall effectiveness of a school – including the support provided by the district, school management, infrastructure and learning resources– as well as the quality of the teaching and learning (system evaluation).

At the core of these quality assurance initiatives lies the measurement of the work performance of the individual educator (ELRC, 2003:3).

2.4 The educator and quality assurance

The concept quality can be understood and defined in many ways. Greenwood and Gaunt (1994:13) define quality in education as:

...the continuous improvement of systems to enable the optimum state of personal, social, physical and intellectual development of each individual which will result in society and colleague loyalty now and then.

There can be little doubt that the appraisal/evaluation/measurement of a teacher's quality is an issue that causes enormous controversy among the professional teacher fraternity. It appears, for example, that most people who are asked to describe the best teacher that they had ever come across, would be able to do so with little hesitation. This is probably because most people have been exposed to some or other aspect of the teaching process and hence readily provide an opinion about the quality of teaching performance. Nelson and Quick (2000) argue that if the answer to the policy idea being asked above is affirmative, that will mean that the idea should be implemented and that it qualifies to improve the total quality. Nelson and Quick's (2000) argument is that if the policy idea being proposed will meet the customer satisfaction, and also if the idea will improve the results, it will be implemented.

One of the problems of evaluating a teacher's quality is that the criteria one uses to come to an answer differ among people. Some people will base their choice on emotional reasons whereas others will base their decision on the teacher's particular subject knowledge. Another problem is the use of the words 'appraisal', 'evaluation' and 'measurement' in the introductory paragraph.

In order to investigate any evaluation system one needs to do so using certain standards or criteria. This topic will use the criteria of Grobler (1992) that resulted from an investigation into the "design of a multifactor evaluation system for teachers in the secondary school". A structured questionnaire was completed by teachers and upon analysis of the data two factors emerged namely:

- Design criteria; and
- Implementation criteria (Grobler, 1992:198).

These two groups of criteria will be used throughout and the present system of Performance Management (PM), which is part of the Integrated Quality Management System (IQMS), will be subjected to these criteria in order to make an informed decision as to whether this programme can be used to improve a teacher's work performance (Manual for the IQMS, 2005) as an aspect of quality assurance.

Before designing any performance evaluation systems there are certain questions that need to be answered. Nelson and Quick suggest that there should be at least three questions: to check whether or not the policy idea improves customer response, whether or not it accelerates results and whether it raises the effectiveness of resources within the organisation. The first question is aimed at clarifying the confusion that exists with respect to appraisal, evaluation and measurement. More especially, this research focuses on understanding how the educators interviewed construct the IQMS from their day to day working environment, as well as from their unique contexts and backgrounds.

2.4.1 Is it appraisal, evaluation or measurement of teacher performance?

No matter how one defines the above terms they reflect having to evaluate the teachers work performance through a process of decision-making and judgment. The authors believe that the word appraisal come from to "praise" (to express warm approbation) in an effort to make teacher evaluation more palatable. Common synonyms for appraisal are assessment, estimation and evaluation.

Sergiovanni and Starratt (1993:211) provide a useful analogy to enable one to distinguish between evaluation and measurement. Suppose you wanted to buy a kilogram of apples. The unit of mass namely the kilogram is the same the world over and one kilogram of apples in South Africa would be the same as in South America. No matter who measures the mass the result using the same mass meter is likely to be the same. However, in the process of determining the mass of one kilogram of apples the standard and the measuring device are more important than the person doing the measuring. Ideally measurements should be "person proof" in the sense that no matter who does the measuring, all should come to the same conclusion. The reliability between the various "measurers" is highly valued. Thus, in measurement-orientated evaluation systems the role of the evaluator is diminished. The

principals and supervisors are less important than the instruments and procedures they use (Sergiovanni & Starratt, 1993:211).

Evaluation by contrast is a distinctly human process that involves discernment and making informed judgments. Evaluation is never value-free or context-free. In our example of the apples, having decided on the one kilogram your choice would have been informed by colour, texture and taste. Should the apples be sweet, sour, mealy or firm? Do you prefer red, yellow or green? Here it is not the measuring instrument, but the person doing the evaluation that is important. Evaluation is a distinctly human rather than a mechanical approach (Sergiovanni & Starratt, 1993:211).

Another problem is that the instruments used when evaluating human work performance are not nearly as accurate as scales for determining mass. Hence you will see all kinds of efforts made to standardise the instruments in order to standardise the decision-making and so minimise the human process of making an informed judgment (see 12.3 to 12.5 in manual for IQMS, 2005). One always needs to remember that you are attempting to measure the invisible and hence you are dealing with the subjective side of measurement. How do you measure a teacher's thinking pattern if it is invisible? The truth is that we design a construct in order to observe the behaviour that we think results from certain thought patterns using a scale of some kind that is not very accurate. At the very best we can only obtain an estimate and that depends on issues of credibility amongst others (Sergiovanni & Starratt, 1993:215-217).

Whether you appraise measure or evaluate human performance - when you have to decide whether performance is good, average or poor you are making a human judgment and that is essentially evaluation. Thus we will use the term evaluation when determining the work performance as an aspect of quality assurance of teachers or educators.

The next issue to be discussed in performance evaluation is the standards or criteria that are needed against which a performance evaluation system can be designed.

2.5 The design criteria

When systems that have to evaluate human performance are designed there are certain standards or criteria that need to be considered. Whether or not the system meets the criteria

can best be ascertained by asking numerous questions. The first question relates to the steps that should be followed when evaluating teacher performance.

2.5.1 What steps are involved in teacher evaluation?

Evaluation is an integral part of the control process and the following steps are involved:

- Setting performance standards, -criteria or -norms.
- Observation of the work performance and obtaining information or data about it.
- Evaluation of the work performance using a process of decision-making and judgment.
- Providing feedback about the work performance with the application of corrective steps if necessary.

These steps can be used to come to a definition of teacher evaluation.

2.5.2 What is teacher evaluation?

“Teacher evaluation is a function of human decision-making resulting from a value judgment about how good or weak a particular work performance is, using information that compares the actual work performance with predetermined performance standards and that is followed by feedback to the teacher about how good or weak the work performance is.” (Grobler, 1993:92; Manual for IQMS, 2005, Section C: 10-36.)

It should thus always be remembered that teacher evaluation is normative by nature because a value judgment is made. This value judgment must be weighed against definite criteria of fairness and should always fulfil a certain function.

2.5.3 What are the functions of teacher evaluation?

The potential purposes of teacher evaluation can be multifarious and hence it is necessary to specify the purpose beforehand. Teacher evaluation can fulfil the following functions:

- A formative function for the development of professional teaching skills

- A summative function for selection and a basis for grading and promotion
- A socio-political function such as providing motivation in order to improve teacher effectiveness or to promote certain preferred teaching actions
- An administrative function for the exercising of authority.

The socio-political and administrative functions do not belong with responsible determination of work performance and as such they do not belong with teacher evaluation.

The model provided in diagram 1 clearly indicates that teacher evaluation is part of a system. One cannot change one part of a system without influencing other parts in some way. Also, the forces present continually influence the system in some or other way.

The model further indicates a severe shortcoming in most teacher evaluation systems throughout the world, that is, that the design and implementation of an evaluation system are regarded as two separate things. In effect the system is designed in “heaven” and then has to be implemented “on earth”. The school should be seen as both “heaven and earth” and hence any teacher evaluation system needs to be designed and implemented in the school. It should not be designed by so-called experts who have long since retired. The problems of any evaluation system arise when it has to be implemented in the classroom back on “earth”. It is not logical to design and implement something in two different places as the system needs to be seen as a whole.

The IQMS system was designed by the ELRC together with the National Department of Education (heaven) using minimal teacher input via teacher unions. At the level of the school (earth) the principal and the School Development Team (SDT) together with the Development Support Group(DSG) have to implement this performance measuring instrument. Very few of them will have been involved in any way in the design and would have received minimal training(if any) by officials who have little knowledge of performance management.

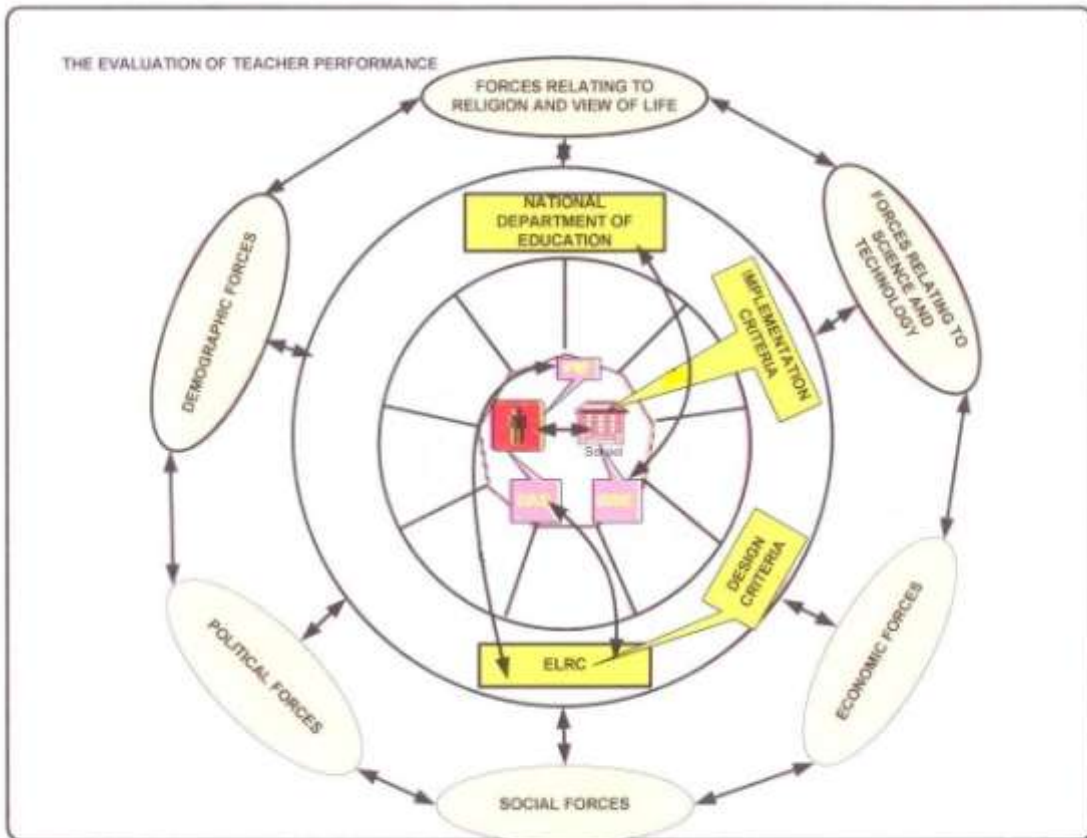


DIAGRAM 1: 'THE TEACHER EVALUATION SYSTEM

The next question that arises is where does one find the information needed to determine the effectiveness of a teacher's work performance? The logical place to look is probably in the various dimensions of a teachers work environment.

2.5.4 Where can the information be found that is needed to judge the teacher's work performance?

There are numerous directions of thinking when it comes to determining which aspects of a teachers work are considered important. Teacher evaluation should thus always take place within a given community culture or combined paradigm as each evaluation community has its own evaluation framework and a particular way of determining what information is needed when determining teacher effectiveness.

For example, the process-product paradigm proponents are of the opinion that certain processes, that are mainly to be found within the teacher him- or herself, are responsible for

learner achievement. The following attributes and behaviours of the teacher determine a learner's academic performance:

- particular personality characteristics,
- direct teaching behaviours,
- classroom management techniques, or/and
- better use of time when completing a task.

It is especially the learning of basic skills in reading, arithmetic and mathematics that make use of direct teaching methods as advocated by the process-product paradigm. Unfortunately most of these direct teaching behaviours as well as the classroom management techniques are directly observable making them easier to measure. The danger thus exists that they may be overemphasized in the design of an evaluation instrument and this will force teachers into using a more direct teaching style.

The **lesson observation instrument** of the IQMS (Manual for IQMS, Section C,2005:10-19), for example, has four performance areas namely:

- The creation of a positive learning environment.
- Knowledge of the curriculum and learning programme.
- Lesson planning, preparation and presentation.
- Learner assessment.

Each of the above areas has four sub-areas. Most of these areas and sub-areas would probably be classified under the process-product paradigm. What about the part that the learner him-or herself plays in the learning process?

The belief that the learner is personally responsible for his/her own achievement led to the process-product mediation paradigm that advocates that student insight into the learning content is the result of social activities that occur in the classroom and the active cognitive assimilation by the learner him-or herself.

Insight into the learning content involves both cognitive and affective processes and data about a learner's thought processes and is obtained by noting what other pupils have to say. A

learner's affective experiences in the classroom are also influenced by the way discipline is maintained in the classroom, how pupil involvement is obtained and by the amount of positive expectation that is present. There is also a paradigm that believes that it is the teachers' thinking processes that influence the learning process of the learners.

The teacher's invisible thought processes belongs to the teacher decision-making paradigm. This school of thought states that learner achievement is, amongst other things, the result of the teacher's thought processes before, during and after a lesson. This paradigm makes use of the teacher's reflective thinking of why he/she chose a particular action during a lesson. Allowing the teacher to reflect about the particular choice brings the teacher's thought processes to the surface allowing researchers to analyse it more critically. The IQMS has an area called "Decision-making and accountability" (Manual IQMS Section C: 29). This section, however, deals with the amount of participation that is allowed in decision-making and is not related to the teacher's thought processes about choosing a particular teaching strategy.

Excellent teachers are usually characterised by having an exceptional ability to present a subject in a stimulating way. This evaluation paradigm maintains that learner achievement is mainly the result of the teacher's:

- particular knowledge of a subject or learning area,
- education, and
- different ways of presenting the curriculum.

There is also the 'classroom as ecological system' paradigm which believes that the teacher's effectiveness cannot be found outside of the context of the community, family, school and classroom. Information regarding the learner's work performance must be sought in the ecosystem of the school. Examples are to be found in the school's particular climate and culture.

To summarise, information about teaching performance is found in the following combined paradigms:

- The process-product paradigm.

- The process-product mediation paradigm.
- The classroom ecological paradigm.
- The decision-making paradigm.
- The excellent teacher paradigm.

In an attempt to make the various paradigms amenable to measurement they need to be grouped into variables.

2.5.5 What variables are involved in determining teacher effectiveness?

Every particular paradigm has its own sections that are used to search for the information needed to determine the effectiveness of a teacher. Every section in turn has numerous variables that can be used in an attempt to measure teacher effectiveness. The grouping as used by Grobler (1993:94-96) will serve as a basis for naming certain categories namely:

- Preoperational variables
- Contextual variables
- Process variables; and
- Product variables.

A possible combination of categories, evaluation paradigms and variables to be used is provided in summarised form in Table 2.1.

Table 2.1: Variables Involved In Teacher Effectiveness

CATEGORIES	EVALUATION PARADIGM	VARIABLES
	Teacher characteristics- Aspects of the personality	Health and vitality; Intellectual ability; Assertiveness; Good decision-making ability; Commitment to the teaching profession; Maturity; Originality; Fairness; Integrity and responsibility; Courage.
Preoperational	Exceptional teacher-knowledge of subject and of education	Academic and professional qualifications; Teaching experience; Professional development; Involvement with teacher unions; Extra-mural

		involvement.
	Teacher decision-making- educational framework	Expertise as implementer of the curriculum; Task and vocation as a teacher; Task and role of the learner; Involvement with parents; Relationship with learners; Life and world view.
Contextual	Classroom ecological paradigm- including the learner insight into learning content-the learner social mediation approach	School culture; School climate; Classroom climate; Socio-economic status of learners; Support Services provided; Learner-teacher ratio; Efficient use of time.
	Process-product-direct teaching actions	Review and control of homework; Learner presentation; Learner accompaniment; Feedback with necessary adjustment; Individual exercises; Weekly and monthly revision.
	Process-product- classroom management actions(including effective use of time)	Management style (task and relationship orientation); Elements of management(planning, organising, leading and control); Management instruments(decision- making,motivation,communication,dele gation,disciplining, relationship- building); Management strategies (meetings, group techniques, climate creation, interviewing).
Process	Process-product mediation- cognitive mediation (on the part of the learner)	Perceptions(self concept, ability to concentrate, acceptance of responsibility);Learning strategies(listening, use of textbook, use of other sources of information, use of time, other methods to facilitate

		learning).
	Teacher decision-making	Important factors(planning,introduction,learner involvement,structuring,discipline,feed back,closure).
	Teacher interactive thinking	Strategies to enhance achievement; Pre-knowledge; Ability to simplify; Ability to adapt; Reflective thinking; Use of questionnaires to obtain the opinion of others.
	Exceptional teacher-knowledge of the curriculum and presentation thereof	Techniques to maximise presentations (structuring, variety, use of learner leaders, study guides, feedback, high achievement standards).
Product	Process-product	Levels of achievements(academic and extra-mural);Personal development levels of learners; Absentee figures; Holding power of the school; Quality of school-community relationships; Work satisfaction of learners; Quality of classroom climate, school climate and school culture.

It has already been mentioned that the direct teaching behaviours and the classroom management activities are especially susceptible to incorporation into evaluation instruments. Such an evaluation instrument will contain an excess of observable teaching activities and discourages teaching activities aimed at the higher cognitive abilities.

As far as the IQMS system is concerned no direct mention of evaluation paradigms or variables can be found. Instead this system makes use of performance standards where the standard seems to be like a “flag that sometimes distinguishes one cavalry regiment from another one”. In this sense it is like a performance area which in turn may have sub-areas. It is thus confusing as standard normally means “a measure to which others conform or by

which the accuracy of others is judged”. For example, if the par of a golf course is 72 then you have a standard to which you need to conform. If you go around the 18 holes in 70 then you have performed better than par!

The IQMS system contains a Performance Measurement instrument (PM) for teacher evaluation and consists of two parts. One part (comprising four performance standards) is used for the **observation of educators in practice**. The other part (comprising eight performance standards) is related to aspects for evaluation that fall **outside of the classroom**.

The first part, namely the lesson observation instrument, is designed for observation of educators in practice for Developmental Appraisal, Performance Measurement and Whole School-Evaluation (external).

This part of the instrument consists of four performance standards namely:

1. The creation of a positive learning environment
2. Knowledge of curriculum and learning programmes
3. Lesson planning, preparation and presentation
4. Learner assessment

The second part is for aspects outside of the classroom. This part of the instrument is designed to evaluate the performance of educators with regard to aspects outside classroom and consists of eight performance standards namely:

1. Professional development in field of work/career and participation in professional bodies
2. Human relations and contribution to school development
3. Extra-curricular and co-curricular participation
4. Administration of resources and records
5. Personnel
6. Decision making and accountability
7. Leadership, communication and servicing the governing body
8. Strategic planning, financial planning and EMD

These eight performance areas are all to be found in the teacher's work environment but certain administrative aspects seem to be over-represented. If one should, for example, take the first performance area namely "The creation of a positive learning climate" and one had to list those aspects that should feature in a positive learning climate, then a wide range of aspects would probably be considered. If it is believed that the teacher is the most important influence in learning achievement then the following aspects would probably be listed:

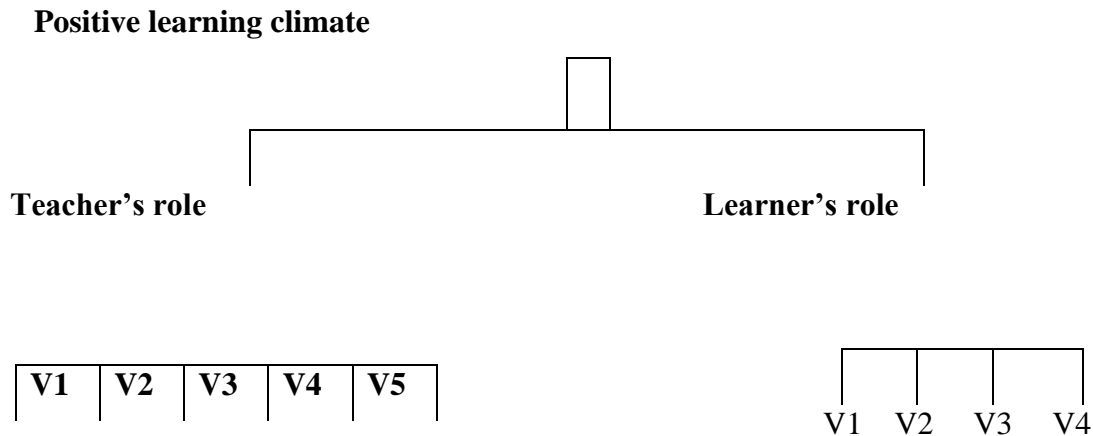
- The academic achievements of students in external examinations.
- Thorough lesson preparation and stimulating presentation.
- Learners need to be accompanied until they show insight in the work. Active participation of learners is thus important.
- Provide corrective feedback to questions.
- Provide sufficient exercises to practice content and skills until saturation is achieved while actively controlling the work.
- Provide systematic revision and test academic achievement regularly.

If, however, it is believed that the learner is the most important part of the learning process and that the learner must always first compare newly acquired knowledge before accommodating it in his/her framework then these aspects would probably be listed:

- The learner must be able to use time effectively.
- Learning is the result of efforts by the learner him-or herself.
- Learning strategies that improve learner achievement are important.
- The way the teacher achieves learner participation, for example recognition, positive expectations and learner discipline are important. Thus the social context of the classroom is important.

A diagram of the variables identified could clarify matters. This process for some of the variables is illustrated in figure 2.1.

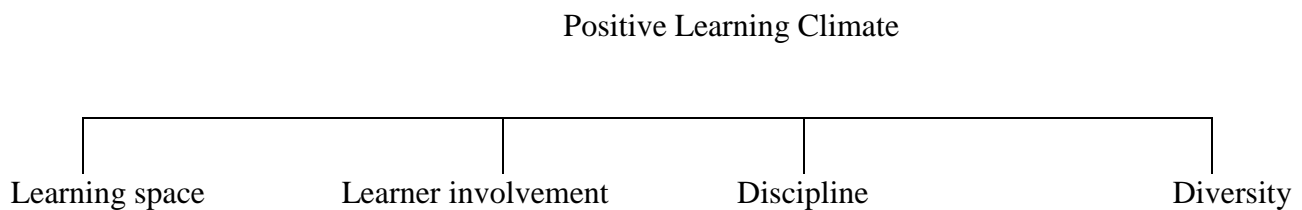
Figure 2.1: Some of the variables present in a positive learning climate



Where: V1=variable1, V2=variable2, etc.

In the IQMS system each so-called performance standard includes a number of criteria. Perhaps they should be called sub-areas because a criterion is considered to be a standard that something is judged by. To qualify to run in the 100m in the Olympic Games one would, for example, have to meet a criterion of 10 seconds.

In the IQMS system, where performance standard 1 is “The creation of a positive learning climate”, there are four criteria and it could be presented as:



The criteria are thus analogous to what were referred to as variables before. They appear to this writer to be more like sub-areas of the positive learning climate and one would need to identify various variables under each of the four sub-areas.

Are the four sub-areas above the most important aspects in a positive learning environment? One's answer would obviously depend on which evaluation paradigm one prescribes to. There does, however, not appear to be enough emphasis on the role of the learner in the creation of such a climate. One could also question why "diversity" features as an aspect. Indeed what aspect of diversity is being referred to?

The IQMS then proceeds to provide so-called descriptors for each criterion. These descriptors seem to the writer to be nothing more than prescribed standards or criteria which are used to judge the teacher with. For example, the "learning space" is circumscribed by four descriptors that vary from unacceptable to outstanding. These descriptors come from a rating scale namely:

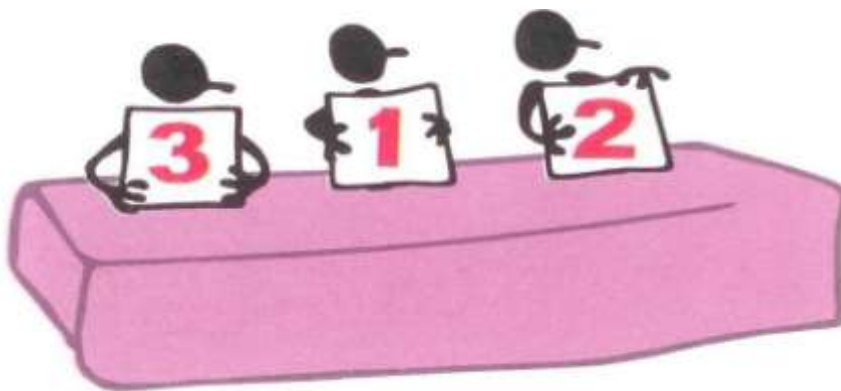
- Rating 1: Unacceptable. This level of performance does not meet minimum expectations and requires urgent intervention and support.
- Rating 2: Satisfies minimum expectations. This level of performance is acceptable and is in line with minimum expectations, but development and support are still required.
- Rating 3: Good. Performance is good and meets expectations, but some areas are still in need of development and support.
- Rating 4: Outstanding. Performance is outstanding and exceeds expectations. Although performance is excellent, continuous self-development and improvement are advised. (IQMS Manual, 2005, Section C: 4.)

Thus, every criterion has four descriptors namely unacceptable, satisfies minimum requirements, good and outstanding. More will be said about the scale used later but suffice here is to say that Sergiovanni and Starratt's comments of "person-proof" are most apt. The person doing the evaluation must work within the prescribed parameters of the descriptors and perhaps a better word would be "prescriptions". It should be obvious to the reader that the most sensitive issue surrounding teacher evaluation are the criteria that should be used to make the variables more concrete and hence measurable.

2.6 What criteria must be used to judge the quality of work performance?

Even if the performance criterion is provided by evaluation experts, a value judgment still has to be made as to what extent the proposed criterion or standard meets the real work performance. For example, three judges evaluating a diving competition may all evaluate it differently as shown in Figure 2.2 below:

Figure 2.2: Judging a performance according to prescribed criteria (after comparing that which you see –the real – with that which you expect – the ideal)



The sketch clearly shows that the criteria are subjective as the score varies according to what each judge has decided.

Criteria can be subjective and objective. A criterion is a standard, measuring-rod or test that can be used to judge a performance. Consider the example of a mother who tells her daughter that she had a visitor that afternoon and even though she did not know him well he appeared to be well educated because he was neatly dressed and his use of language was exquisite. Neatly dressed and exquisite use of language were the mother's criteria for well educated. A value judgment (he is well educated) was made using certain criteria (neatly dressed and exquisite use of language). The problem is that different people use different criteria and the above visitor could have been judged totally different by another person. Even if the criteria are provided beforehand the judgment could still be different as is clearly illustrated by the three judges who judged the diving performance. Objective criteria, on the other hand, do not involve another person's evaluation. A par of 72 on a golf course is the same for all persons playing on that course and is interpreted as such.

The majority of product variables (see Table2.1) can be expressed in objective terms and as such this category of variables can be represented by objective performance criteria. Many of the pre-operational variables (those variables that are already part of the teachers and which they take into the classroom as part of them) and process variables (process of teaching) need standards that are based on human judgment. These variables can thus be represented by subjective performance criteria. The quality of a teacher’s work in South Africa is determined via a process called performance management.

2.7 Performance management as an aspect of the IQMS in South Africa

As far as the IQMS system of teacher evaluation is concerned it has already been indicated that the term variable is not used. Each evaluation area is called a performance standard and each performance standard has a number of criteria which in turn have descriptors. For example the first performance standard and its criteria would be:

Performance Standard: 1. CREATION OF POSITIVE LEARNING ENVIRONMENT
CRITERIA: (a) Learning Space; (b) Learner Involvement; (c) Discipline; (d) Diversity

Each criterion and its descriptors are presented in the table below:

Table 2.2: Criteria and Descriptors

Performance standard	Criterion	Descriptor
Creation of a positive learning environment	Learning space	1=Unacceptable <ul style="list-style-type: none"> • No effort to create a learning space that is conducive to teaching and learning. Organisation of learning space hampers teaching and learning. • Educator and learners appear uninterested. • No discipline, much time is wasted. Learners don’t accept discipline or discipline is
	Learner involvement	
	Discipline	

	Diversity	experienced by learners as humiliating.
	Learning space	<ul style="list-style-type: none"> • Educator is insensitive to racial ,cultural, and/or gender diversity; does not respect dignity of individual learners or group of learners.
	Learner involvement	<p>2=Satisfies minimum expectations</p> <ul style="list-style-type: none"> • There is evidence of an attempt at creating and organising a suitable learning environment, which enables individual and/or group learning.
	Discipline	
	Diversity	<ul style="list-style-type: none"> • Learners are engaged
	Learning space	<ul style="list-style-type: none"> • inappropriate activities for most of the lesson. • Learners are disciplined and learning is not interrupted unnecessarily. • Learning environment is free of discrimination
	Learner involvement	
	Discipline	<p>3=Good</p> <ul style="list-style-type: none"> • Organization of learning space enables the effective use of teaching resources and encourages and supports individual and group activities.
	Diversity	<ul style="list-style-type: none"> • The environment is stimulating and the learners participate actively.
	Learning space	<ul style="list-style-type: none"> • Learners are encouraged; there is

	Learner involvement	<p>positive reinforcement. Learners accept discipline without feeling threatened.</p> <ul style="list-style-type: none"> • Educator acknowledges and respects individually and diversity.
	Discipline	
	Diversity	<p>4=Outstanding</p> <ul style="list-style-type: none"> • Organisation of learning space shows creativity and enables all learners to be productively engaged in individual and cooperative learning. • Learners participate actively and are encouraged to exchange ideas with confidence and to be creative. • Learners are motivated and self-disciplined. • Educator uses inclusive strategies and promotes respect for individuality and diversity.

The learning standard above (an evaluation area) has four criteria (sub-areas) and each criterion has four descriptors. If the evaluator, for example, believes that the teacher should be rated as a two (2) for learner involvement, then the learners should have been engaged in appropriate activities for most of the lesson. Thus on the performance standard “Creation of a positive learning environment” a teacher can obtain a maximum of 16 and a minimum of 4. As the **first seven performance standards apply** to all educators the following scale is possible:

1	2	3	4
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(X 28)

28 5684 112

The following composite score sheet for use in performance measurement for pay progression and grade progression for level 1 educators (28 criteria) serves as an example:

Performance standard	Maximum	Actual score
Creation of a positive learning environment	16	
Knowledge of curriculum and learning Programmes	16	
Lesson planning, preparation and presentation	16	
Learner assessment	16	
Professional development in field of work/ Career and participation in professional bodies	16	
Human relations and contribution to school development	16	
Extra-curricular & co-curricular participation	16	
TOTAL SCORE	112	

Scores and appropriate percentages are provided by the following table (IQMS Manual, 2005: Exemplar C – Quality management system rating scale):

Percentage	<u>Raw score</u> Level one
100	112
90	101
80	90
70	78
60	67
50	56
40	45
30	34
20	22
10	11
0	0

To qualify for **salary progression** the educator needs to obtain: 56 (2)

To qualify for **grade progression** the educator needs to obtain: 78 (3)

WHAT PERCENTAGE OR RAW SCORE CONSTITUTES EACH OF THE LEVELS OF PERFORMANCE?

RATING 1: UNACCEPTABLE: Below 50% (56)

RATING 2: SATISFIES MINIMUM EXPECTATIONS: 50% and over (56)

RATING 3: GOOD: 70% and over (78)

RATING 4: OUTSTANDING: 85% and over.

The performance measurement instrument appears to be designed according to the tenets of a performance-anchored grading scale. As such it suffers from the same shortcomings, the most noticeable of which is the scale. ‘Unacceptable’ and ‘outstanding’ are hardly logical opposites of one another and hence the scale is not acceptable to start with. More disconcerting is the fact that the units are probably never equal, yet ratings are made. The designers of this system have attempted to remove subjective human decision-making from the management of the system. By attempting to make the instrument person-proof one falls into the trap of being subservient to the evaluation system and hence bureaucratic accountability, which seeks to ensure that teachers measure up to some predetermined uniform standard, takes over. Professional accountability, that implies a consistent improvement in practice, disappears out the back door and growth does not occur (Sergiovanni & Starratt, 1993: 204).

From the discussions above it should also be obvious that the criteria cited for performance effectiveness are an artefact of how the researchers decided to define performance effectiveness. Had they defined performance effectiveness differently other criteria would have to be used. The criteria used are thus **not independent or objective but a function of human decisions.**

Even when attempting to design the evaluation system to be person-proof, ratters or evaluators still vary in their ratings. An evaluator’s mood, biases, attitudes or relationship

with the person being evaluated can result in widely differing performance evaluations. In fact, most evaluation systems are cumbersome, with simplistic rating categories and the bureaucracy and vast amounts of red-tape and paper work make the evaluation an ordeal! (Spangenberg, 1994:6.) The design of a performance measurement system is of critical importance. No matter how well the system has been designed, poor implementation will result in failure.

2.7.1 Who must evaluate teacher performance?

A teacher's work performance can be evaluated by the following persons:

- The teacher's immediate superiors such as the education specialist/Head of Department (HOD) or principal where there is no HOD (Manual for IQMS 2005, Section A: 10).
- The teacher's colleagues.
- The teacher's clients such as the learners.
- By him-or herself (self-evaluation).

An extremely important aspect of teacher evaluation is the ability to provide feedback. It is easy to reveal teachers' strong teaching actions but the revelation of certain weaknesses in a teacher's armoury is never a pleasant task.

2.7.2 How must feedback of performance evaluation take place?

Feedback can become more effective by:

- Developing a flexible trust relationship as this encourages conversation and supports the teacher to talk about his/her own work performance.
- Cultivating good listening skills like the elimination of prejudice, undivided attention, an ability to see that which is common and the use of positive body language, can all lead to a relaxed discussion climate which facilitates the disclosure of evaluation information.
- Cultivating aspects such as good interpersonal relationships, credibility as an evaluator, being a positive role model, having personal integrity, being objective and developing a good understanding of the context of teacher evaluation, as they are all aspects that belong to the framework of the connoisseur of teacher evaluation.

- Always giving feedback about the positive work performances and then gradually moving to the areas where improvement is needed.
- Developing aspects such as the use of well thought out questions and empathetic listening skills in order to ensure that the teacher obtains a self insight into his/her teaching weaknesses.
- Setting combined improvement aims and fixing a date for a follow-up interview.

Regarding the IQMS system (in Section A on p.10 of the manual) the evaluators:

- An educator (Level 1) by Education Specialist/Head of Department (HOD)or
- Principal where there is no HOD
- Head of Department/Education Specialist (Level 2) by Deputy Principal or Principal
- Deputy Principal by Principal
- Principal by Regional/District/Area Manager or his/her delegate

The IQMS system thus goes into great detail with respect to implementation of the evaluation instruments. Self-evaluation is an inherent part of the system and teachers are actively involved via SDT, DSG, PGP and SIP. It seems as if the measuring instrument is being elevated to the most important aspect of the evaluation process whilst it is the evaluator's judgment that should give meaning to the process. The work of teachers appears to be controlled by the approved script provided creating large volumes of paper work (Sergiovanni & Starratt,1993:62).A summary of the implementation criteria within the evaluation system follows.

2.8 The implementation criteria

The diagram on performance evaluation clearly shows that the implementation takes place within a system and should not be seen as an isolated step. The school is the place where implementation occurs. It is emphasised that the design should also occur there. When systems are designed at one level and implemented at another level (as is the case for the IQMS), then when problems arise or performance fails to live up to what was intended, it is easy to find someone or something to blame. The fault may, however, lie in the system. The system needs to be advocated over time.

2.9 Advocacy of the evaluation system

With respect to the IQMS system advocacy must address the issues relating to the purposes of the three programmes, DAS, PMS and WSE. The focus should be on quality education for all, transformation and the advantages for educators, schools and the system as a whole. It should also address the relationships between these three programmes and how they should inform and strengthen one another in an integrated system (IQMS Manual, 2005, Section B: 20).

The problem with advocacy is that the people responsible for advocating the system operate in “pure advocacy”, tending to selectively use data that confirms their position (Senge, 1990:200). Advocacy needs to be combined with enquiry. People must be allowed to enquire into an expressed view. By balancing advocacy with enquiry, you are showing people that you are willing to expose the limitations in your thinking, accepting that more than one point of view exists, especially when controversial aspects such as teacher evaluation is implemented.

The ideal of combining advocacy and inquiry is especially challenging when working in a highly political organisation that is not open to genuine inquiry. Genuine inquiry is a term that is promoted by an integration of participative and reflective openness. Participative openness, the freedom to speak one’s mind, is the most commonly recognised aspect of openness (Senge, 1990: 227). However, if after stating our opinions, we do not agree and a decision representing the group must be made, the decision represents either a watered down “consensus” or the preference of one or two whose opinions count most. Reflective openness, the willingness to challenge one’s own thinking is also required. Reflective openness recognises that the only certainty we ever have is, at best, a hypothesis of the world. The attitude needed to integrate participative with reflective openness is one of “I may be wrong and the other person may be right”. However, the pressure of party politics makes it extremely difficult for individuals to express their unique opinion. The political metaphor emphasises that party political goals may be rational for some people’s interest but not for others. It is thus unlikely that one would find any Departmental official tasked with implementing the IQMS system openly admitting its short comings, because political pressure supersedes the education agenda.

2.9.1 The function of the evaluation system must be clearly stated

The problem with teacher evaluation is that the real character or being lies in the potential use of the system. The main aim should always be the professional development of the teacher's effectiveness. The evaluation process must involve the teacher in totality.

Professional development is best served using formative evaluation that occurs on a continuous basis. Formative data that has been collected on a continuous basis can be used to come to a summative valuation about a teacher's effectiveness. Such approach usually involve;

- a formative evaluation system that continuously evaluates beginner- and temporary teachers so that developmental opportunities are created;
- a formative evaluation system that uses the data to come to a summative conclusion for grading and promoting permanent teachers.

The IQMS system provides ample opportunity for both the above suggestions(see IQMS manual, Section B, 2005: 21-30).

2.10 Evaluator competencies

Of crucial importance in the implementation process is the evaluator competencies needed, summarised as:

- good interpersonal relationship skills;
- being a positive role model;
- credibility as an evaluator by showing an openness for other people's points of view and by providing honest and constructive criticism in the knowledge that the information obtained during evaluation is confidential;
- personal integrity;
- objectivity;
- knowledge and understanding of the process of evaluation;
- patience and flexibility;
- the ability to avoid stereotyping and initial impressions.

The feedback process is a further competence that the evaluator needs within his/her evaluation framework.

2.11 The feedback process

Some feedback skills that could improve the effectiveness of work performance are:

- attempting to develop a flexible relationship of trust as it encourages dialogue;
- paying careful attention to listening skills;
- always giving feedback about positive performance achievements first;
- using well thought out questions so that the teacher tells the evaluator about his/her weaknesses without the evaluator having to mention them;
- setting combined improvement goals and making sure that the teacher receives the necessary training to overcome his/her weaknesses;
- paying continual attention to the conceptual skills that are needed for promotion.

Both the design and the implementation criteria should receive equal attention when considering a teacher evaluation system. To assist designers in this regard 41 items can be found in the thesis of Grobler (1993:199-200). In this study 1120 teachers were asked what their perceptions were concerning the importance that they attached to the 41 items. All the evaluation paradigms were involved and designers of evaluation systems can find useful information here. A similar argument can be made concerning the implementation criteria where 19 items are suggested (Grobler, 1993: 202).

Although the IQMS system was implemented in 1995 the criteria as given by Grobler (1993) are also relevant as they can be used as standards whereby teacher evaluation instruments can be judged. Both the design and implementation criteria are aspects that all school principals should be aware of as principals play the most vital role in measuring the work performance of teachers.

2.11.1 The role of the principal in the implementation of IQMS in a changing environment

Although IQMS was only officially implemented in 2005, research on developmental appraisal and whole school evaluation as major components of IQMS had already been conducted by this time. Research undertaken by Pillay & Molapo (2002) revealed some of the challenges that principals face in the management of the IQMS process. The research was done in the Gauteng, North-West and Mpumalanga provinces of South Africa. The researchers used the quantitative design utilising the SPSS 13.0 programme to do a factor analysis and to point out statistically significant differences between the factors and other variables (Cohen; Mannion & Morrison, 2002).

2.11.2 The role and responsibility of the principal in the implementation of IQMS

The principal has the overall responsibility to ensure that the IQMS is implemented uniformly and effectively at the school, providing every educator with a copy of IQMS documentation and as a member of the SMT, accepting responsibility for advocacy and training at school level. The SMT must organise a workshop on IQMS where individuals will have the opportunity to clarify areas of concern. After advocacy and training the principal should facilitate the establishment of the SDT in a democratic manner and ensure that all documentation sent to the district office is correct and delivered in time. The principal is also responsible for internal moderation of evaluation results in order to ensure fairness and consistency.

Together with the SMTs the principal must inform educators of the in-service education and training (INSET) programmes that will be offered and make the necessary arrangements for educators to attend.

The principal is to ensure the broad planning and implementation of IQMS, and should also ensure that school self-evaluation is done in terms of the WSE policy and in collaboration with the SDT. The SDT comprises the principal, the WSE co-ordinator; democratically elected members of the school management and democratically elected post level one educators. The school should decide on the size of the SDT (up to 6 depending on the size of the school). In schools with only one or two educators such educators constitute the SDT, but

the district office provides support. The above roles are specifically allocated to the principal, including his/her role in the SMT and the SDT.

2.12 More suggestions regarding IQMS

Besides the previous suggestions made regarding the design and implementation criteria it is clear that contextual/ situational factors in the diverse South African community must be considered when training principals to drive the process of IQMS. The following aspects should receive more attention when IQMS are implemented:

- Internal factors: These refer to factors which are found within the school itself, some of which are: the functioning of the school, physical classroom conditions, class size, lesson content, language factors and school discipline.
- External Factors: These refer to factors which are found outside of the school some of which may be: family environment factors, political, cultural, and socio economic and education administrative factors.

Furthermore, factors affecting effective teaching and learning received a high average mean score from the respondents of this research. These factors include:

- Educator to learner ratio in school;
- Provision of in-service training/support to educators;
- Physical condition of the classrooms where appraisal has to take place
- Available learner and teacher support material (LTSM);
- Level of learner discipline in schools;
- Level of nutrition of learners;
- Nature of school timetable/workload;
- Level of complexity of the learning area/subject taught by educators; and
- Personal health of the educator.

It is thus recommended that the IQMS instrument should make provision for contextual factors when appraisals are done. This will allow all panel members, including the principal, to set realistic expectations and focus on factors which are grounded in reality rather than theorised.

The school principal is responsible for the professional management of the teachers and is exposed to “parent voices” when they subjectively evaluate the teachers in the school. Parents do not have a direct role to play in the evaluation of a teacher’s work performance, but rather their input is indirect via the “grapevine” and the school governing body (SGB).

Parent involvement and quality assurance at schools

The South African Schools Act 84 of 1996 (SASA) stipulates that schools must have a governing body that is representative of all stakeholders. This is in keeping with the policy of democratic governance and the commitment to include parents as equal partners in education (Van Deventer & Kruger, 2003:11; Coetzee & Bray, 2004:51; Potgieter, et al., 1997:7). The Act encourages collaboration between the SGB, the school and the principal. The relationship should also be a supportive, with the SGB and parents supporting the school to provide quality education. However, the Act differentiates between governance and professional management. The SGB is responsible for the governance of the school while the professional management of the school is the domain of the principal. Many conflicts arise between the principal and school management team (SMT) with the SGB because the functions of these parties are not clearly defined and a thin line separates their functions.

The focus of this section of the paper is to assess the relationship between parent involvement and quality assurance at schools. The assessment of parental involvement is located within the WSE component of the IQMS.OFSTED (an external evaluation institution linked to the Department of Education) is responsible for evaluating the performance of schools as part of WSE. Mestry (2004) and Jooste (2005) attempted to establish how parent involvement could contribute to the management of effective schools.

The criteria that OFSTED uses in respect to parental involvement during WSE emphasises the role of the SGB, but gives little recognition to parental involvement. The evaluation of parental involvement is restricted to the school’s communication methods and how it improves links with the community. The criterion on whether the school provides any education for parents is vague. Providing adult basic education does not necessarily mean that there is a high level of parent involvement in schools.

Although parents do not have a direct role in teacher evaluation the assessment of parent involvement should be based on concrete criteria. Some of the criteria used by WSE evaluators to assess parent involvement appear to be vague, for example the SGB should develop systems for monitoring and evaluating the quality of education provided by the school. This will not be possible if the SGB has not been trained in drawing up and implementing monitoring tools. Effective communication does not necessarily mean that the number of newsletters and learner reports sent out by schools reflect effective communication. There is a need for in-service training of educators, in the practicalities of working with parents, some of it at a level of social skills and the presentation of information to groups of adults.

A genuine partnership with parents requires a substantial change in educator attitudes and practices. An in-service training and support programme should include the development of communication skills (written and verbal), parent-educator interviews, involving parents in the curriculum, and other aspects of home/school relationships. This can be achieved through a coherent pattern of induction into the profession, supported and extended by further opportunities for development when in a permanent post, which is essential for both serving and intending teachers.

Besides the role that parents have to play in quality assurance the principal also needs to have knowledge of the part that school districts have to play in issues of teacher quality assurance.

2.13 The role of school districts in the advocacy of effective quality assurance programmes

Research conducted by Merriam (1996), Cohen (2002) and Mannion and Morrison (2002) will be used as a basis to explain the role of districts regarding quality assurance. The context of all three studies was rural and involved township schools in the three Northern provinces of South Africa (Gauteng, Limpopo and Mpumalanga). One of the studies followed a generic qualitative research design with grounded theory elements in the analysis (Merriam, 1996) while the other two approached their studies quantitatively utilising the latest SPSS programme to do a factor analysis and then to point out statistically significant differences between the factors and other variables (Cohen; Mannion & Morrison, 2002).

The focus of this section is on the relationship between the school-based educators (SBE) - these include teachers at schools and the school management team, as well as the local district office with regard to the advocacy of “quality assurance programmes”. It must be clearly stated that all three studies investigated the perceptions of the SBE and not the perceptions of the district officials.

2.14 The relationship between the SBE and the district

From the research it is clear that the relationship between the SBE and the district is viewed by the SBE as problematic in the districts that were researched. The essential problem for the SBE is that district officials act in a manner to entrench the (according to the SBE) erroneous perception that they (the district officials) are in charge and hold a more powerful position than anyone at a school. Their actions demonstrate that they are empowered to tell the SBE what to do (Hersey & Blanchard, 1993:192-193). The educators feel, in line with Hersey and Blanchard, that this type of behaviour may be effective when leading low maturity (unable and unwilling or insecure) subordinates, who lack both job skills and motivation, which is clearly not the case for the SBE.

The SBE indicated that they viewed the role of the district officials as one of providing support during the implementation of quality assurance programmes, by assisting in the determining of quality indicators for their schools and to provide constructive feedback on the proposed implementation plans (action plans) linked to the school’s improvement plans (SIP), developed by the school in collaboration with the district. They objected to the autocratic telling style adopted by district officials in the strongest terms. They clearly felt that the district officials should, during the advocacy phase of the quality assurance programme, adopt a participating style (see Tannenbaum’s participative leadership style, Tannenbaum & Schmidt, 1973: 161). The SBE also felt that they were not at all involved in the formulation and design of the quality assurance programmes and that the programmes were communicated to them as a given (“this is now the law and you have to implement it”).

An interesting finding from one of the studies is that respondents generally agree that school districts do not provide sufficient support.

Another problem experienced by the SBE is that they feel they do not have enough freedom to implement the programme according to the local circumstances. They see the relationship as a power driven relationship, namely that the district regards itself on a higher power level than the school staff and that whatever the district communicates to the schools must be seen as directives that have to be implemented, with little room for adaptation in the local environment.

The following specific aspects were revealed by the research:

- Most of the SBE first became aware of the quality assurance programmes being in the pipeline via electronic and paper media and not via the district office. The SBE felt strongly that they, as the professionals who are to implement the programmes, should be the first to be informed, before the general public are informed via the media.
- The problem of funding seems to be an aspect that impacts negatively on the relationship between the SBE and the district in the sense that any training opportunities by the district in the form of workshops are compulsory for school staff, irrespective of whether the school can pay for the attendance from their own funds. It seems logical that if a workshop is compulsory the district should fund the attendance.
- One training opportunity that was planned for a week was reduced to three days because, as it was communicated to the SBE, that there was a lack of funds. Closer scrutiny, however, revealed that it was not reduced due to a lack of funds, but to poor budgeting.
- The officials from the district, acting as facilitators during the workshop, were not competent to do the training. They were not able to answer the participants' questions and in some cases provided contradictory information to the participants.
- It was observed by participants that the relationship between the district and teacher unions (especially South African Democratic Teacher Union (SADTU)) seemed to be "unhealthy", because opposing views on aspects of the quality assurance programmes were communicated by the unions to the SBE. Clearly the unions and the districts

were not in agreement on all aspects of the programme. These issues should have resolved through the liaison structures that exist between unions and educational departments (national and provincial), before the finalisation of the programme.

- Districts should be clear about their official role as quality assurors within the education system as a whole. They are not the gate keepers of the department but should be the source of support for schools. They should view the advocacy phase in the broadest sense to include all aspects between the design and the implementation of the programme.
- The relationship between the district and the unions need clarification. Both role players should play a constructive role during the advocacy phase of the programme.
- School districts should be more accountable in providing quality leadership and support to the schools under their jurisdiction to ensure the successful implementation of quality assurance programmes.
- The school district officials must be held accountable for the performance of schools under their jurisdiction and there should be ways and means of measuring their performance. The school district staff need to have clear job descriptions that will dictate their operation and help to measure their performance.
- The importance of effective advocacy of a quality assurance programme for the successful implementation of these programmes should lead to the provision of sufficient funding for this process. The effective planning of the workshops should ensure competent facilitators and sufficient time for the advocacy process.

2.15 Summary

Any system of evaluation is only as good as the people who design and implement it. Teacher evaluation systems need to be designed and implemented in the place where learning occurs, namely in the school. It is also obvious that introducing the IQMS, which has been designed

beyond the realm of each school, and is being essentially evaluated from outside the school, could result in dissonance.

The role of the principal in the implementation of the IQMS is not as straight forward as it is spelt out in the policy documents. Principals need to study both the design and implementation criteria of teacher evaluation systems critically. They also need to take cognisance of the role that parents and the district have to play during quality assurance initiatives in schools. The next chapter will elucidate on the research design and methodology used in the primary data collection for this study.

CHAPTER THREE

RESEARCH METHODOLOGY AND DATA COLLECTION METHODS

3.1 Introduction

The study's overall purpose was to investigate the effectiveness of the implementation of the Integrated Quality Management System (IQMS) for educators in schools in the Isibane Circuit. The study aimed to document the experiences and views of educators in the practical implementation of the IQMS process and make recommendations for developing an effective system of evaluating educator performance and development. To gain an understanding of the practical implementation of the Integrated Quality Management System in schools, two methods were used – the semi-structured interview and the survey questionnaire.

3.2 Research Philosophy

This study was framed within the phenomenological (qualitative or interpretive) research design. Phenomenological researchers argue that the world is socially constructed and that science is driven by human interests and the researcher is part of the world he/she is observing. Objectivity is thus minimised (Mancosa, 2001:10). Methodologically, the interpretive paradigm makes use of qualitative research methods such as interviews, observations, document reviews and ideographic descriptions to capture the meaning people assign to phenomena. The interpretive researcher encourages varieties of data and different sources and analysis methods in order to strive for validity. Interpretivists maintain that knowledge is constructed not only by observable phenomena, but also by descriptions of people's intentions, beliefs, values and self-understanding (Henning, 2004:20). As mentioned earlier, this study intended to analyse how the IQMS is constructed by educators as well as understanding quality management in education in the literature in general. Creswell (2003:200) asserts that particularly in qualitative research "the role of the researcher as the primary data collection instrument necessitates the identification of personal values, assumptions and biases at the outset of the study".

Qualitative researchers study things in their natural setting, attempting to make sense of, or interpret phenomena in terms of the meanings people bring to them. Qualitative research involves the studied use and collection of a variety of empirical materials – case studies,

personal experience, inter-action, introspection, life stories, interviews, observational and visual texts – that describe routine and problematic moments and meanings in individuals' lives. The researcher, as suggested by Denzin and Lincoln (1994:2), used multiple methods to obtain a better understanding of the subject matter at hand. Qualitative research relies on first-hand accounts, tries to describe what it sees in rich detail and present its findings in engaging and sometimes evocative language (TerreBlanche & Durrheim, 1999:124). The researcher assumes that people's subjective experiences are real and should be taken seriously, that one can understand other's experiences by interacting with them and listening to what is told, and that qualitative research techniques are best suited to this task (Terre Blanche & Durrheim, 1999:123). Qualitative research design begins with a question. Qualitative researchers design a study with real individuals in mind and with the intent of living in that social setting over time. They study a social setting to understand the meaning of a participant's life in the participant's own terms (Denzin & Lincoln, 1994:210).

Qualitative research design is holistic, looks at relationships within a system, refers to the personal, face to face and immediate, is focussed on understanding a given social setting, demands that the researcher stay in the setting over time, demands time in analysis equal to the time in the field, demands that the researcher develop a model of what occurred in the social setting, requires the researcher to become the research instrument, incorporates informed consent decisions and is responsive to ethical concerns, incorporates room for description of the role of the researcher as well as descriptions of the researcher's own biases and ideological preference, and requires on-going analysis of data (Denzin & Lincoln, 1994:212). The advantages of qualitative, interpretive orientation in research are that the findings often have greater validity and less artificiality, as the process of observing phenomena in natural, real life settings often allow researchers to develop a more accurate understanding of those phenomena. Qualitative research often reveals depth of understanding and richness in detail (Mancosa, 2001:10).

However, the phenomenological paradigm is undermined by the subjectivity of the researcher and the poor reliability of the findings, in that two researchers may arrive at different conclusions based on their observations of the same phenomena at the same time (Mancosa, 2001:10). The researcher describes and discusses phenomena from a subjective perspective. Hence the 'facts' can be selected and arranged in many different ways, and that what the researcher brings to study will shape the personal judgments and frameworks of

understanding that are called on in the construction of viable and useful accounts of the data. The researcher's background of ideas, experiences and intentions shape not only the findings, but also the research experience itself (Gough & Mousely, 2000:32).

3.3 Research purpose

The research design may also be classified in terms of its purpose. The researcher used an exploratory study, which is primarily concerned with determining what is happening, and discovering new insights about phenomena. The researcher conducted an in-depth search of the literature, interviewed experts in the field and conducted focus group discussions. Out of these diverse sources of information, the researcher began to piece together details about the real nature of the field of interest. As suggested by TerreBlanche and Durrheim (1999:39), the researcher employed an open, flexible and inductive approach to research as he attempted to look for new insights into phenomena in this exploratory study.

3.4 Research strategy / Data collection

Two methods were used to collect data in this study – the semi-structured interview and the survey questionnaire. These instruments enabled the researcher to pose questions to the respondents in his search for answers to the research question. Saunders in Mancosa (2001:5) maintains that it is generally a good practice to use a questionnaire in conjunction with at least one other data collection instrument. This method of collecting data in as many ways and from as many sources as possible (referred to as triangulation) helped the researcher to obtain a better understanding of the phenomenon by approaching it from different angles.

3.4.1 The semi-structured interview

Cohen and Manion (1994:271) describe an interview as a two-person conversation initiated by the interviewer for the specific purpose of obtaining research-relevant information, and focussed by him/her on content specified by research objectives of systematic description, prediction or explanation. The interview is unique in that it involves the collection of data through direct verbal interaction (face to face). The interview situation permits much greater depth than other methods of collecting data (Mancosa, 2001:18).The data collection method

used in this study was a semi-structured interview. The researcher conducted a focussed interview (used for respondents who have shared a common experience, for example the IQMS) (Gochros, 1993:274).

This method enabled explanatory discussions that allowed the researcher to understand the ‘what’ and the ‘how’ as well as to grasp and explore the internal dynamics of the research topic (Mancosa, 2001:19). Thus, in-depth information was acquired through the study.

As suggested by Gochros (1993:275) the researcher decided before the interview which aspects of the respondents’ experiences were to be explored and developed research questions / assumptions about these experiences which were tested in the interviews. The general areas explored were determined before the interviews, in the form of an interview guide. The interview was focussed on the subjective experiences of persons exposed to the pre-analysed situation in an effort to ascertain their definitions of the situation.

In developing the interview guide [Appendix A1], the funnelling technique, involving starting the interview with broad, general questions (for example age, gender, years of experience, qualifications) and then moving on to narrower, more specific (perhaps more difficult and sensitive) questions (the open ended questions) was used. This approach helped to establish a good rapport early in the interview. As respondents established more trust and confidence in the researcher, more challenging questions were asked (Gochros, 1993:278-279).

3.4.2 The survey questionnaire

A questionnaire is defined as a group of written questions used to gather information from respondents (Vogt in TerreBlanche and Durrheim, 1999:293). A questionnaire usually consists of a number of measurement scales, open ended items for qualitative responses, as well as other questions that elicit demographic information from respondents (TerreBlanche and Durrheim, 1999:293).

As suggested by Malaka in TerreBlanche and Durrheim (1999:293) the purpose of the questionnaire was established through the following steps:

- Clarify the reason for the study.
- Determine the information required from the respondents.
- List the research questions to answer.

- Identify any additional (demographic) information required to address the research questions.

Primarily, open ended questions were used in the survey [Appendix A2] in order to allow the respondents to communicate their experiences or views in their own words, without any restriction, about the practical implementation of the IQMS process in their respective schools. Responses varied from a few lines to an essay of about a page.

A few closed questions were also used. These questions did not allow the respondents to provide answers in their own words, but forced the respondent to select one or more choices from a fixed list of answers given. The advantage of these questions is that it elicits a standardised set of responses from all respondents, allowing for easier comparative analysis (TerreBlanche & Durrheim, 1999:295).

Two formats of the closed questions were used:

- **Checklists:** - which consisted of a list of all possible answers to a question and the respondent was allowed to choose more than one alternative. This format is useful when the researcher wants to survey responses to a full domain of activities.
- **Dichotomous questions:** - which consisted of only two alternatives for the respondents to choose. This format is used when there are clear 'yes-no' answers to a question and are appropriate to attain factual information from the respondents (TerreBlanche & Durrheim, 1999:296).

3.4.3 Supplementary data collection techniques

In addition to the two data gathering techniques discussed above, other supplementary techniques were relied upon in the study:

- **Observation:** In this study observation was integrated with the primary methods of data collection. Observation was used to supplement or confirm data obtained from the literature review, analysis of documents and interviews.

As the chairperson of the SDT at the school, the researcher was able to observe the following:

- The practical implementation of IQMS at the school.

- The problems experienced by educators and schools.
- Resistance to the new system of evaluation.
- The need for changes to the system.

These enabled the researcher to gain a holistic understanding of the area under study.

- **Use of available records:** Much of the available data, including minutes of meetings of the Circuit Appraisal Team, as well as results of surveys and progress reports, have been included in the literature review in chapter two.

3.5 Research questions

Broad research questions to guide the study were formulated. These questions were derived from a general knowledge of the research literature and theory, observation and the researcher's practical knowledge of the implementation of the IQMS process. The research questions and the purpose of the questions appear in Table 3.1.

Table 3.1: Research Questions and Purpose

Question	Purpose of Question
1. Were various stakeholders consulted in the formulation and implementation of the Integrated Quality Management System (IQMS)?	To assess whether there was input from educators at school, office-based or teacher unions into the design of the IQMS.
2. Was adequate training and support given to educators and schools prior to and during the implementation of IQMS?	To examine the effectiveness of the training and support given to educators and to make recommendations for future initiatives.
3. Were there any problems / difficulties / obstacles or challenges experienced by educators in the implementation and	To examine the effectiveness of the implementation of IQMS and make recommendations for modification of

management of IQMS?	the system.
4. How did the school manage the transition to the new appraisal system?	To ascertain which change management strategies were used by the schools in introducing this new process.
5. How has the experience of the IQMS contributed to the educator's personal and professional development?	To evaluate the effectiveness/ impact of the IQMS on educators.
6. What role did the prevailing school culture play in the implementation and management of IQMS?	To evaluate the relationship between the school's culture and the successful implementation of IQMS.
7. Should IQMS be linked to a reward system?	To examine the implications and levels of acceptability for a link between performance management and performance measurement.
8. What attempts have schools made to integrate the various quality assurance mechanisms into a holistic quality assurance framework?	To evaluate the level of integration and the management of the various quality assurance mechanisms in schools.

3.6 Sampling strategy

Sampling involves decisions about which people, settings, events, behaviours and social processes to observe. The main aim in sampling is to select a sample that will be representative of the population about which the researcher aims to draw conclusions. Secondly, the researcher needs to ensure that the sample is large enough to allow one to make

inferences about the population (Seaberg, 1993:241-242; TerreBlanche & Durrheim, 1999:44).

There are two broad classifications of sampling methods- probability and non-probability sampling. Probability sampling is one in which each element in the population has a known and equal chance of being selected. This type of sampling increases the representativeness, which is a desired quality of the sample. This requires the researcher to have a sampling frame (list of all members in the population) and each member of the population must be identifiable (Seaberg, 1993:244; TerreBlanche & Durrheim, 1999:276). However, this is not always feasible.

Non probability sampling, on the other hand, is non-random, subjective and purposive in that the researcher may select the sample using criteria other than those associated with randomness or selection (Seaberg, 1993:251:252; Mancosa, 2001:8; TerreBlanche & Durrheim, 1999:279).

For this exploratory, qualitative study, non-probability sampling was chosen as this gave the researcher as much unique data on the research questions as possible. As the sampling units represented people from various positions (strata), they were able to offer different perspectives on the field of study.

Purposive sampling, a non-probability sampling procedure, was primarily used in this study, since: “the logic and power of purposeful sampling lies in selecting information-rich cases for in-depth study. Information-rich cases are those from which one can learn a great deal of issues about central importance to the purpose of research.” (Patton, 1990:169.)

The other sampling procedure used in the study was stratified sampling – which is used in contexts where the population consists of subgroups of interest. The population was divided into subgroups (known as strata) on the sampling frame and simple random samples were drawn from each of the strata (TerreBlanche & Durrheim, 1999:280).

For this study the researcher used stratified sampling, in that elements of the population were the individual educators drawn from the following three groups:

- The principal or chairperson of the Staff Development Team,
- The Heads of Department, and

- The post level one educators.

The researcher needed to understand principals', HODs' as well as post level one educators' perspectives not only on how they understood the IQMS policy but also on how they implemented IQMS. These elements of the population were grouped purposively to capture inputs from the different facets of the school hierarchy and thereby getting a holistic understanding of the field of study. Triangulation of the sampling strategies added verification to the study.

3.6.1 Sample one

The principal or chairperson of the Staff Development Team is a senior manager and the person overall in charge of the implementation, management, and evaluation and reporting of the IQMS process. There is one principal or chairperson of the SDT per school (who is normally the same person), so these respondents were purposefully selected because, as the drivers of this process, they would possess in-depth knowledge of the IQMS process, the school's policies, management and development plans, history and future plans.

3.6.2 Sample two

The Heads of Department (HOD) were also purposively chosen because they are in middle management and participate in the IQMS as appraisees as well as appraisers. The HODs are subject to appraisal by senior management and appraise level one educators in their departments. They were therefore in a position to provide perspectives from both sides – the appraisee and the appraiser. Each school has between three to five HODs. A simple random sample was used to select two HODs per school.

3.6.3 Sample three

The level one educators form the largest number of elements in the sample population. The number of educators varies for individual schools. Four level one educators per school were selected based on experience (two with over 15 years of experience and two with fewer than 15 years of experience) as well as the different phases in the primary school – the foundation phase, the intermediate phase and the senior phase. This allowed a comparison of experiences

between senior educators (who have experienced previous systems of evaluation/inspection) and the younger educators who have not experienced any form of evaluation/inspection. The above factors also ensured representativeness. A summary of the data collection process appears in table 3.2.

Table 3.2: Summary of Data Collection Process

Sample	Sampling technique	Research instrument	Purpose of sample selection
Sample one: Principals/chairperson of the SDT(n=9)	Purposive sampling	Semi-structured interviews Written correspondence	To determine: <ol style="list-style-type: none"> 1. The need for educators to be appraised. 2. The functionality of the SDT. 3. The extent and the level of the implementation of the IQMS at schools. 4. The role of the SMT in the implementation of the IQMS. 5. The effectiveness of the training and support given to educators. 6. The impact of the IQMS on the quality of education at schools. 7. The link between the IQMS and the school's corporate strategies. 8. Role- players involved in the IQMS. 9. The extent of integration of the quality assurance mechanisms.
Sample two: HODs (n=11)	Stratified, purposive	Survey questionnaires	To determine: <ol style="list-style-type: none"> 1. The level of consultation and

	sampling, Quota sampling		<p>decision making regarding the IQMS.</p> <ol style="list-style-type: none"> 2. The need for educators as professionals to be appraised. 3. The effectiveness of the training and support given to educators. 4. The impact and effectiveness of the IQMS on the educators and the school. 5. The extent of the link between the school culture and the IQMS. 6. The views on the IQMS and a rewards system. 7. The rationale for the IQMS. 8. The frequency of appraisals. 9. The role of the SGB in the IQMS.
<p>Sample three: Level one educators (n=30)</p>	<p>Stratified, purposive sampling, Quota sampling</p>	<p>Survey questionnaires</p>	<p>To determine:</p> <ol style="list-style-type: none"> 1. The level of consultation and decision making regarding the IQMS. 2. The need for educators as professionals to be appraised. 3. The effectiveness of the training and support given to educators. 4. The effectiveness of the IQMS for educators and schools. 5. The extent of the link between the school culture

			<p>and the IQMS.</p> <p>6. The views on the IQMS and a reward system.</p> <p>7. The rationale for the IQMS.</p> <p>8. The frequency of appraisals.</p> <p>9. The role of the SGB in the IQMS.</p>
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3.7 Selection of site

The study was conducted in nine out of ten primary schools in the Isibane Circuit, in a suburb approximately 5 km south of Queenstown. These primary schools, indicated on map1: Schools in the Isibane Circuit (Urban strategy, 2002b:1) were selected for practical and purposive reasons. Since the researcher is based at a school in this area, it allowed for easy access to educators. Furthermore, through the researcher's involvement with the Isibane Circuit Appraisal Team, he had established positive working relationships with the principals and educators in this area. Therefore educators were comfortable, co-operative and provided an authentic account of their experiences of the IQMS.

MAP 1



The schools vary according to size, number of learners, number of educators and the socio-economic backgrounds of learners catered for. The majority of schools cater for learners from Grade R to Grade 7; one school caters for Grade R to Grade 5, one from Grade R to Grade 8 and one from Grade R to Grade 9. The number of educators in these schools varies from 18 to 30. The school which had not participated in the study, cited time constraints, backlogs on work and pressure of various scheduled activities during the time of the research being conducted as reasons for not participating.

3.8 Negotiating access

Access and entry are sensitive components in qualitative research so the researcher needs to establish trust, rapport and authentic communication patterns with participants. By so doing the researcher is better able to capture the nuance and meaning of each participant's life from the participant's point of view. In this way the participants would be more willing to share information (Denzin & Licholn, 1994:24).

In keeping with the above, authorisation to conduct the research at schools had been sought from the department of education and culture: Northern Region, the district manager Queenstown East district and the principals of schools. A letter seeking permission was sent to the stakeholders [Appendix B].

The research topic, the rationale and the significance of the study as well as an assurance of confidentiality and anonymity were conveyed to the prospective participants. Once permission was granted by the DOE [Appendix B], the researcher met with the principals of the schools and discussed the research methodology in terms of the participants required for the study and jointly compiled a list of potential participants.

During the meeting with each participant the research topic, rationale, significance, methods of data collection as well as issues related to confidentiality were discussed. The date and time for the interview with the principal / chairperson of the SDT was negotiated with each of the participants.

3.9 Data analysis and interpretation

The analysis of qualitative data concentrates on meanings expressed through words and analysis conducted through the use of conceptualisation (Mancosa, 2001:113). Hussey and Hussey in Mancosa (2001:13) suggested that there are three related elements in the analysis of qualitative data:

- Reducing the data by condensing the material in a more systematic way to make it more manageable.
- Structuring the data in terms of themes, patterns and interrelationships.
- Detextualising the data by converting extended texts into more manageable forms such as summaries, charts, diagrams and illustrations.

In the analysis of the data the researcher used the inductive strategy whereby the researcher collected and then explored the data to see which themes or issues to follow up or concentrate on, as suggested in Mancosa (2001:14).

The data collected from the interviews, survey questionnaires, observational notes and documents were assembled. This was followed by summarising and categorising or grouping them into themes. The researcher looked for patterns and recurrences in the data, interpreted these patterns, defined interrelationships among the categories and patterns identified in the data and attached meanings to the patterns and interrelationships. In so doing the researcher was able to compare the patterns with other theories (Mancosa, 2001:16).

The key themes or patterns emerging from the data, was presented in a linear-analytic format, which included the study questions, an explanation of the methods used for the study, findings from the data and an explanation and discussion of the implications (Mancosa, 2001:19). The data were integrated and viewed holistically. Meanings and conclusions were drawn with the intent of providing recommendations. The interpretation of the data involved comparison with and contrast to previous studies and literature, analysis of patterns and themes, and clustering and triangulation of the various data sources.

3.10 Validity and limitations of the study

Validity refers to the degree to which the research conclusions are sound. There are various methods of validity checks such as pilot tests or expert review rating of draft reports by participants. Validity in qualitative research has to do with descriptions and explanations and whether or not a given explanation fits a given description. In other words, was the explanation credible? Bias resulting from dependence on the researcher's subjective interpretation of the data, is a potential limitation of qualitative research. The researcher used multiple checks based on the principle of reliability, validity and credibility to evaluate data. As suggested by Denzin and Lincoln (1994:216), the cross-checking took place through member checks and audit trials.

In this study the researcher used face validity, in which the interview questions were first put forward to colleagues at his school to obtain their comments on the relevance, balance and adequacy of the research instrument in relation to the research objectives.

After transcribing the interviews, the transcriptions were returned to each of the respondents for validation and further comments where relevant. In addition, the final report on the experiences of the educators was presented to each respondent for verification.

The interview schedule was also submitted to the Queenstown East district appraisal team for its expert opinion of the content validity of the research instrument. Triangulation of the data source was used to increase the reliability and validity of the findings. In addition to the various samples, data were also collected from the final evaluation reports that schools submitted to the Department of Education at the end of the summative evaluation cycle, minutes of meetings of the circuit appraisal team, as well as surveys and progress reports from schools. These reports added to the verification of information derived from the interviews. Table 3.3 summarises the methods used to control validity and attempts made by the researcher to control validity in the study.

Table 3.3: Methods of Controlling Validity and Attempts to Achieve Validity in the Study

Methods of Controlling Validity	Attempts to Achieve Validity in the Study
Verification of the study	Cross-checked information with respondents. Pilot-tested questionnaire with colleagues. Expert opinion of the district IQMS co-ordinator.
Triangulation	Used multiple sources which confirmed data. Used survey questionnaires in conjunction with semi-structured interviews, supplemented by observation, surveys, minutes of meetings and appraisal reports.

Design of research sample	Selection of sample. Information selected according to theoretical needs.
Adequacy of data	Data were collected until saturation was reached.
Ensuring credibility of the research	<p>Researcher had practical experience with issues identified in the study which assisted in gaining the cooperation of respondents.</p> <p>Professional qualifications to conduct research appropriately.</p> <p>Interviewing techniques which helped ensure confidentiality and flexibility, built trust and confidence and showed empathy towards respondents.</p> <p>Analysed and interpreted data with intellectual rigour and professional integrity.</p> <p>Consideration of ethical issues by guarding against personal, intellectual and professional bias during the study.</p>
Audit Trial	Sufficient evidence of sampling, process notes, data collection instruments, data reduction and analysis were provided for the replication of the study.
Phenomenon recognition	Used qualitative methods, inductive analysis, holistic and systems thinking.

3.11 Ethics

In this study the researcher conformed to the ethical principles pertinent to this form of research. The educators were informed that participation was voluntary and that the data collected will be kept in strict confidence. Consent was obtained from the respondents for their experiences to be published as research. The participants in this study will remain anonymous and their identities will be protected. The study undertaken will thus not bring any harm to the respondents, or to any other person. Instead, the findings could be of benefit to the participants, educational leaders, future researchers and the education system as a whole.

3.12 Summary

In this chapter the research design and methodology were outlined. Qualitative data was obtained through the triangulation of data sources and the primary use of semi-structured interviews and survey questionnaires through purposive sampling techniques. The steps taken to validate the study were aimed at minimising error in the investigations so that the reliability of the findings could be maximised, enabling feasible recommendations to be made. The results obtained from the data collection and analysis methods described in this chapter are presented in chapter four.

CHAPTER FOUR

EXPLANATIONS OF THE FINDINGS

The findings of the research conducted are presented in this chapter. These findings are based on the data collected from the semi-structured interviews (sample 1) and the survey questionnaires (samples 2 and 3).

4.1 Sample one

The following were the responses of the nine principals / chairpersons of the SDTs interviewed.

4.1.1 The following tables indicate the teaching experience of the participants, the number of IQMS implementation processes conducted at their schools and the number of IQMS implementation processes they've been directly involved with.

Table 4.1: Teaching Experience of Respondents

Experience (in years)	Number	Percentage
Under 20	2	22.3
21-25	3	33.3
26-30	2	22.2
31-35	2	22.2
Total (n=9)	9	100

Table 4.2: Number of IQMS Implementation Processes Completed at School Since 2005

Performance evaluation process	Number	Percentage
1	2	22.2
2	2	22.2

3	5	55.6
Total (n=9)	9	100

Table 4.3: Number of Performance Evaluations That Principals/ Chairpersons of SDTs Were Directly Involved With

Appraisals	Number	Percentage
< 5	6	66.7
6-10	3	33.3
Total (n=9)	9	100

4.1.2 Views on IQMS implementation of educators

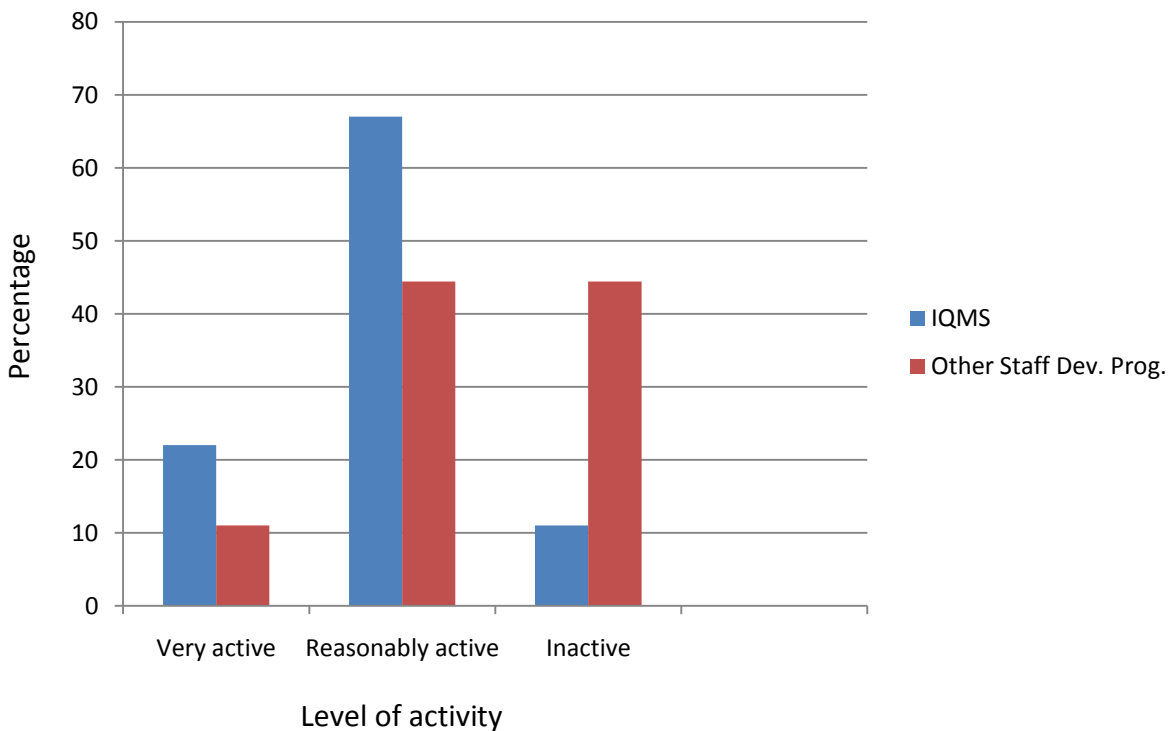
All the respondents unanimously agreed that educators need to be appraised. Some of the reasons given were as follows:

- To give educators direction in terms of their performance and professional development.
- To determine what support and guidance is needed by the educators in the classroom.
- For teachers to be held accountable for the work they do.
- To keep educators updated on the latest methodologies and techniques and the various changes taking place in the field of education (Curriculum 2005, OBE).
- To provide proper feedback from the various role-players.
- Educators are not beyond learning and will themselves learn while teaching others.

4.1.3 The activities of SDT

All schools have their SDTs in place. Their level of functionality varies, as indicated in figure 4.1. Twenty two percent of the SDTs are very active, 67% reasonably active and 11% inactive in the IQMS process. Eleven percent of the SDTs are very active, 44.4% reasonable active and 44.4% inactive in other staff development programmes.

Figure 4.1: Activity of the SDT



4.1.4 Implementation of IQMS

All schools had implemented the IQMS process. Seventy eight percent of the schools had commenced the process in 2005 and 12% in 2006. All members of staff have been appraised in seven schools and 94% in two schools. No educator had refused to undergo the process.

4.1.5 The role of the senior management team in the implementation of IQMS

In the majority of schools (78%) the senior management team was involved in the process. Two schools reported that their senior management teams were not fully involved. In the remaining schools the senior management teams were involved in the administration and organisation of the IQMS process to ensure “fair-play, transparency and democracy”. They ensured that the management plans were adhered to, cascaded the information to the staff, clarified issues, allayed the educators’ fears, gave direction to the process, gave support and guidance and identified areas for development.

4.1.6 Consultation in the planning and implementation of the IQMS

Thirty three percent of the schools indicated that they were consulted and 67% reported that they were not. The schools that were “consulted” referred to an orientation workshop that all schools were invited to.

4.1.7 Training of educators for the IQMS

The following responses were elicited with regard to training:

Table 4.4: Training of Educators for IQMS

Question	Yes	No	Total (n=9)
1. Does the school have the IQMS manual?	9(100%)	0(0%)	9 (100%)
2. Did educators receive training?	9(100%)	0(0%)	9 (100%)
3. Was this training adequate?	2 (22.2%)	7 (77.7%)	9 (100%)

The following comments were made by respondents: There are still many unanswered questions, educators are not sure of the structure and terminology, the staff did not buy into the process, more help is needed from the Department of Education officials, all educators need to be trained by the DOE, ongoing training is required and the entire process need to be reviewed.

4.1.8 Impact of IQMS on the quality of education

Table 4.5 indicates the impact of the IQMS on the quality of education. According to some respondents, the impact was noticeable in terms of educators’ preparation of lessons (for the classroom visits by appraisers), resources used and lesson delivery. Others indicated that there is no differentiation between what is happening now and what happened many years ago. Other schools indicated that more time and monitoring of IQMS was required to assess if it was the IQMS that improved or maintained the quality of education, or perhaps other

mechanisms in school such as internal supervision and the COLTS program. Some schools indicated that WSE had more of an impact than the IQMS did.

Table 4.5: Impact of IQMS on the Quality of Education

Impact of IQMS	Number
Noticeable	1 (11.1%)
Reasonable	4 (44.4%)
Not noticeable	1 (11.1%)
None	3 (33.3%)
Total (n=9)	9 (100%)

4.1.9 Link between the IQMS and the school’s mission and vision

Thirty three percent of the respondents indicated that there was a link, whilst 67% indicated that there were no links between the IQMS and the school’s mission and vision (to improve the quality of education). Responses ranged from IQMS complementing the school’s mission and vision to there being no link, as the mission and vision statements were drawn up before the introduction of the IQMS process. IQMS is seen as a separate process -“on paper it fits very well, but practically no”.

4.1.10 Managing the transition to the IQMS

Sixty seven percent of the schools reported experiencing initial problems and 33% of the schools had made a smooth transition to the IQMS process. Initially educators “were unhappy, reluctant, apprehensive, fearful, intimidated, threatened and struggled”. They were unhappy about the classroom visits, the composition of the appraising panels, and the structure of the IQMS and felt that, as experienced educators, they did not need to be appraised and evaluated.

Meetings were held to allay the fears of educators, to clarify the aims and structure of the IQMS process, and to modify / streamline the process to make it palatable to educators.

Volunteers were also used in a pilot study. Eventually educators accepted the idea of being appraised.

4.1.11 Should the IQMS be linked to a rewards system?

Forty four percent of the respondents indicated that educators need to be rewarded for good performance and if the IQMS were linked to a rewards system, educators would take the IQMS process seriously. They agreed with the link on condition that a level of objectivity is brought into the process and that the school management team, external appraisers/moderators or auditors be brought in. The other respondents (56%) opposed the link because the system was open to bias, there would be favouritism, the process is subjective, the process should be used for development only and because there is no uniformity between schools.

4.1.12 The structure, design and implementation of the IQMS

The following comments were made with regard to the structure, design and implementation of the IQMS:

- The process is complex, long-drawn, too cumbersome and overbearing. It is not practical, involves too much paperwork and is very confusing.
- Educators expressed concern over the composition of panels, which could lead to an element of bias and rating errors.
- The training manuals are not clear enough and training has been inadequate, there has been no direction from the DOE in terms of the implementation and the process has been too long (six months).
- Respondents also felt that a true reflection of an educator's performance cannot be derived from one or two classroom observations.
- The process should be ongoing.

Respondents offered the following suggestions:

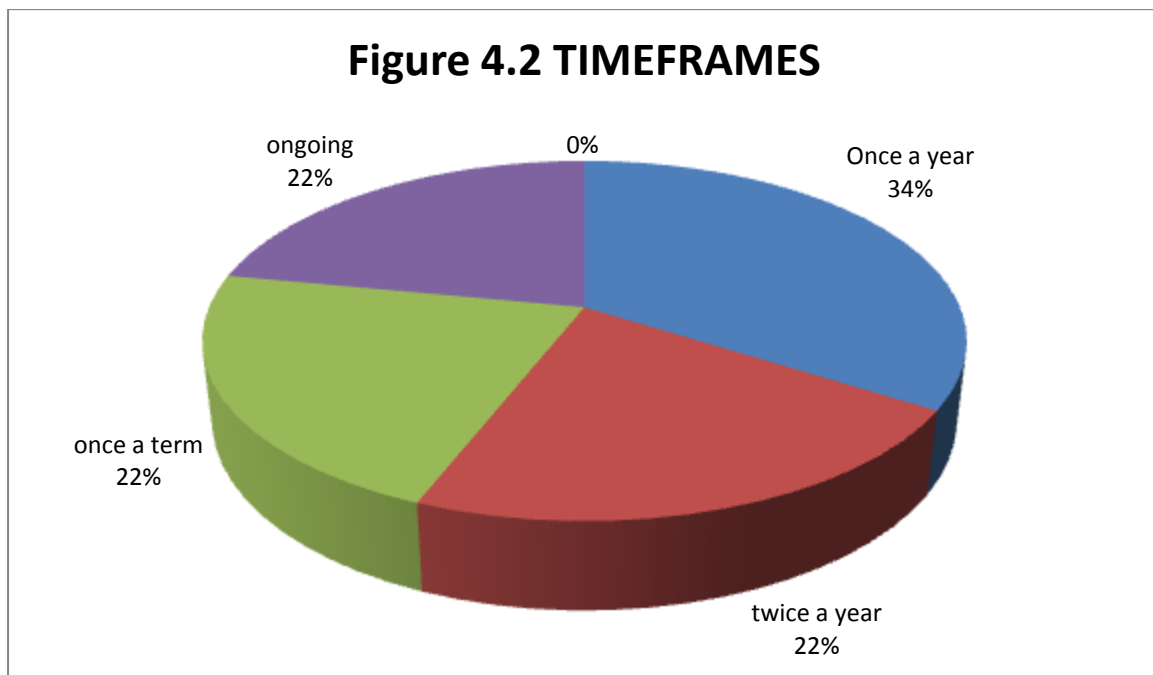
- The process should be simplified and made user friendly.
- It should be an ongoing process, with step by step guidelines to implementation.
- The process has to be more flexible and allow schools to develop their own performance and developmental indicators based on their own needs.
- The paperwork needs to be curtailed and the various forms re-designed.

- The composition of appraisal panels should consist of management members and >departmental representatives.
- There is a need for greater team work.
- The IQMS should link to incentives, rewards and bonuses.
- Educators should be given time off to conduct the process.
- The format needs to change, especially with regard to the functioning of the panels.
- The entire process needs to be re-worked, re-launched and re-implemented in a proper manner.

4.1.13 Frequency of performance measurement

Respondents indicated the following timeframes as to how often evaluation should be conducted:

Figure 4.2: Timeframes



4.1.14 The key role-players

The respondents recommended the following as the key role-players of the performance management and evaluation process (in order of preference):

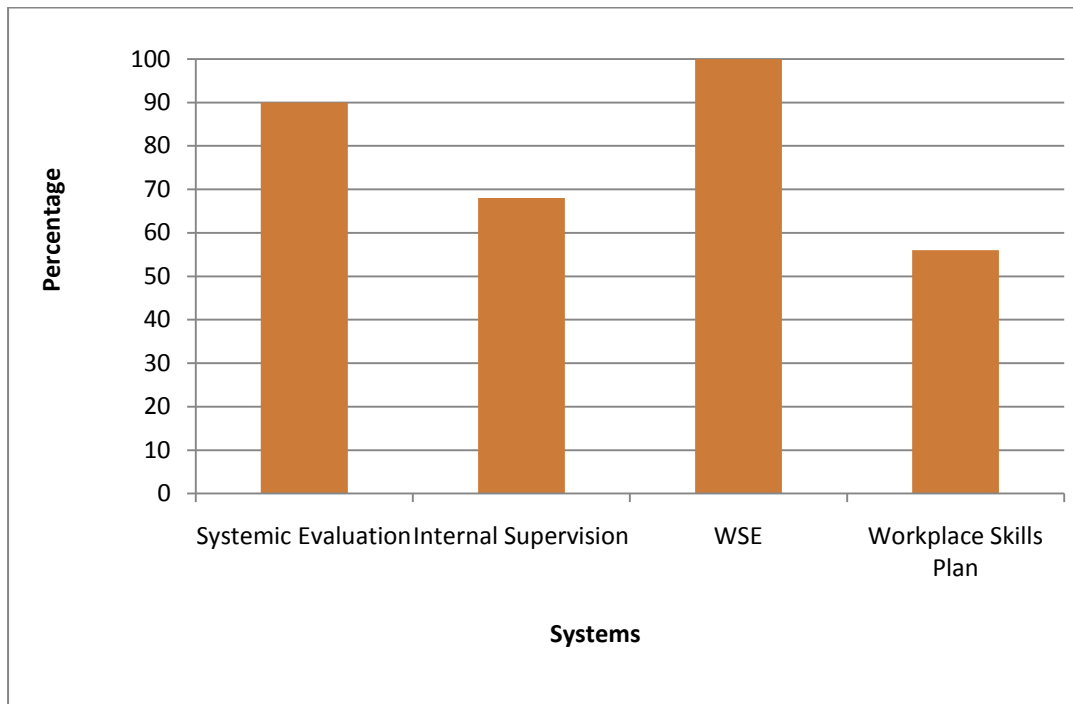
- The SMT (principal, deputy principal and HODs)
- Departmental officials (curriculum unit, subject advisors).
- Peers.
- Educators from other schools; and
- Other agencies (universities, NGOs).

The majority of the respondents (89%) were negative about the prospect of the SGB appraising educators, because it was felt that: they would interfere with professional matters (classroom observation); they are unlikely to be from the same professional background; they do not have the capacity of expertise to monitor and evaluate the professional development of educators; and it would cause conflict and result in nepotism as some SGBs have their “own agendas”. One respondent felt that SGBs should be involved because they have a stake in improving the quality of education in schools on condition that they are properly trained in conducting appraisals.

4.1.15 Other quality assurance mechanisms in schools

Figure 4.3 indicates the quality assurance systems that are in operation in schools. All schools had implemented the Whole School Evaluation, 90% of schools had implemented the Systemic Evaluation, about 70% of the schools had some internal supervision and 56% of the schools had implemented the Workplace Skills Plan.

Figure 4.3 Quality Assurance Mechanisms in Schools



The following responses were received regarding the integration of these systems:

Table 4.6 Integration of Systems

Question	Yes	No	Partially	Total(n=9)
1. Are the systems integrated?	0%	100%	0%	100%
2. Should they be integrated?	100%	0%	0%	100%
3. Have attempts been made to integrate them?	22.2%	66.6%	11.1%	100%

None of the schools have integrated the various quality assurance mechanisms. However, all schools would like to integrate these mechanisms into a holistic framework. Few schools had made some attempt to integrate the systems.

4.2 Sample two

The following are the responses to the survey questionnaires by the HODs of the nine schools. Eleven responses (61%) were received from nine schools. A total of eighteen questionnaires were distributed.

4.2.1 Teaching experience and appraisals undergone

The following tables indicate the teaching experience of respondents and the number of appraisals they had undergone.

Table 4.7: Teaching Experience

Teaching experience (Years)	Number
15 – 20	2(18.2%)
21 – 25	7(63.6%)
26 – 30	1(9%)
31 – 35	1(9%)
Total (n=11)	11(100%)

Table 4.8: Number of Appraisals

Number of appraisals	Number
1	2(18.2%)
2	3(27.3%)
3	3(27.3%)
4	3(27.3%)
Total (n=11)	11(100%)

4.2.2 IQMS and the school

4.2.2.1 Has IQMS been implemented at school?

Ninety one percent of the school had commenced with the implementation of the process. One school had started the process, but has not completed the first cycle.

4.2.2.2 When was the process initiated?

Sixty four percent of the schools commenced the process in 2005, 27% in the year 2006 and 9% in 2007.

4.2.3.1 Were educators involved in the decision making process at school?

Ninety one percent of the respondents were involved in the decision making process and 9% were not. One respondent who was not consulted felt that he/she should have been consulted.

Thirty six percent of the respondents had pre-knowledge of the IQMS and 46% not. Those respondents who had prior knowledge of the IQMS obtained it from workshops, from principals and SDTs, through research and by means of union workshops.

4.2.3.2 Initial response to the IQMS

Eighty two percent of the respondents were initially negative about the system. They viewed the IQMS as “a burden, an additional task for already overworked educators”. They were fearful and sceptical that this system would be similar to the previous negative and judgmental inspections. There was too much paperwork and they felt that the composition of panels would lead to subjectivity and rating errors. Eighteen percent of the respondents favoured the new system as they felt it was a good idea for professional development and furthermore felt that educators, like any other worker, need to be accountable.

4.2.3.3 Need for educators as professionals to be appraised

Eighty two percent of the respondents indicated that educators needed to be appraised and one felt that they should not be. The reasons given for educators to be appraised were as follows:

- To develop professionally and grow / To provide support and guidance
- To learn new ideas from colleagues.
- To improve one’s quality of teaching and service delivery.
- To keep updated on the latest methods and curricula. (One must not “stagnate or get into a rut”).
- To identify weaknesses and strengths and identify areas for professional development.
- An element of accountability should be pursued, especially during this period of transformation.
- To gauge the educator’s adaptability to the new curriculum.

- To give credit for the work educators do, provide motivation incentives, positive reinforcement and rewards.
- Improve the quality of teaching and learning at schools.

4.2.4 Training and support

4.2.4.1 Respondents had received the following training

- A two-day workshop conducted by the DOE, at which information was cascaded to them.
- Workshops/meetings at school.
- Workshops by teacher union bodies.
- Hand-outs from the IQMS manual

4.2.4.2 Effectiveness of the training programme

Sixty four percent of the respondents viewed the training as adequate and effective, while 36% regarded it as inadequate.

4.2.4.3 Suggestions to improve training

The following suggestions were made:

- Revise the entire system
- More training and workshops by the DOE are needed at grassroots level.
- The process needs to be simplified.
- The facilitators should be better trained on answering questions and express themselves clearly.
- All stakeholders should participate in the training process.
- Proper feedback should be provided by the DOE with regard to reports already submitted to them.
- Educators need to recognise the rationale of IQMS – “a growing process”– and should learn to accept healthy criticism.

4.2.5 Impact and effectiveness of IQMS

4.2.5.1 The following table gives an indication of the impact of the IQMS on the personal and professional development of educators, and the quality of education at school:

Table 4.9: Impact of IQMS

Impact on:	Yes	No	Total (n=11)
Personal development	7 (64%)	4 (36%)	11 (100%)
Professional development	8 (73%)	3 (27%)	11 (100%)
Quality of education at school	3 (27%)	8 (73%)	11 (100%)

Those who saw no change with the introduction of the IQMS stated that they had always been working hard and their schools had always maintained a high standard of education. Others felt it had some impact, as it: created awareness of the criteria required, identified their weaknesses and areas for development, developed team spirit, introduced new methodologies and techniques, helped to build confidence, was a morale booster, helped them develop holistically and the self evaluation made them introspective. IQMS assisted schools in: creating a better learning environment, improving their level of accountability and improving lesson preparation and delivery in the classroom. Some respondents felt that it was too soon to assess the degree of impact on schools.

4.2.5.2 The link between IQMS and the school's mission and vision

Seventy three percent of the respondents indicated that there was a link between the IQMS and the school's mission and vision and 27% did not indicate a link. Respondents claimed that the IQMS contributed to whole school development, which is linked to the school's mission and vision. The other respondents claimed that they "strive for excellence in education and quality education" even without the IQMS.

4.2.6. Effectiveness of the IQMS

Table 4.10: Effectiveness of IQMS

IQMS procedures are:	Yes	No	Total (n=11)
1. Effectively organised	6 (56%)	5 (44%)	11 (100%)
2. Conducted in a structured way	10 (91%)	1 (9%)	11 (100%)

Respondents felt that procedures are ineffective because they are time consuming and tedious, require excessive record-keeping/documentation, and have no clear guidelines. The majority of respondents (91%) claimed that the process is over-structured.

4.2.7 Overall impression of IQMS

Respondents indicated that the process is: not objective, time consuming, (having too many forms to complete), a farce, not a true indicator of the effectiveness of educators (as it was based on just one or two classroom observations), consisting of too many sub-committees, burdening educators with belonging to a number of panels, requiring meetings to be scheduled after school hours, good for new educators, could be successful with concise guidelines, receiving no support from the DOE and not too impressive (with regards to the composition of the panels).

The following suggestions and comments were made: the DOE needs to conduct more structured workshops on the process; cut out the paperwork; be more objective; panels need to be less cumbersome; management to offer greater support to educators who need it; consistency in assessments; to be conducted by independent staff committees; simplify the process; needs modification; educators with over five years experience require appraisals for merit/rewards, and WSE is more effective than IQMS.

4.2.8 School culture and IQMS

The majority of respondents (82%) indicated that their schools have a democratic, participative culture, which allows educators and management to develop. There are transparency and accountability, the schools are systematic and organised with structures in place, and the leaders are dynamic and supportive. These factors enable the easy implementation of the IQMS process.

4.2.9 Rationale for the IQMS

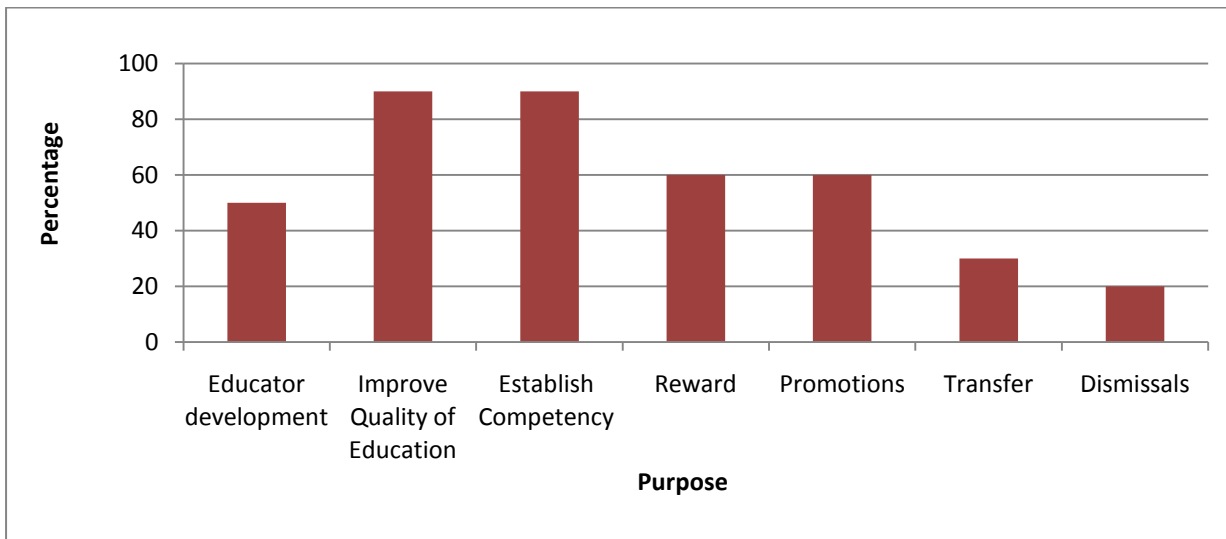
4.2.9.1 Should IQMS be linked to a rewards system?

Fifty five percent of the respondents indicated that the IQMS should be linked to a rewards system and 45% felt that it should not be. The reasons given for linking the IQMS to a rewards system were that educators who work hard need to be rewarded, it is an incentive to boost morale and it will motivate educators to perform better. Others felt that the IQMS is too subjective and is not a true assessment of educators as the panels compromise colleagues (“pals or buddies”), which can lead to nepotism.

4.2.9.2 The purpose of the IQMS

Figure 4.4 indicates the purpose of the IQMS. Ninety percent of respondents stated that the IQMS could be used for improving the quality of education and to establish educator competence, over half (60%) stated that it could be used for rewards and promotions and half of the respondents (50%) stated that it could be used for educator development. A minority indicated that it could be used for transfers and dismissals.

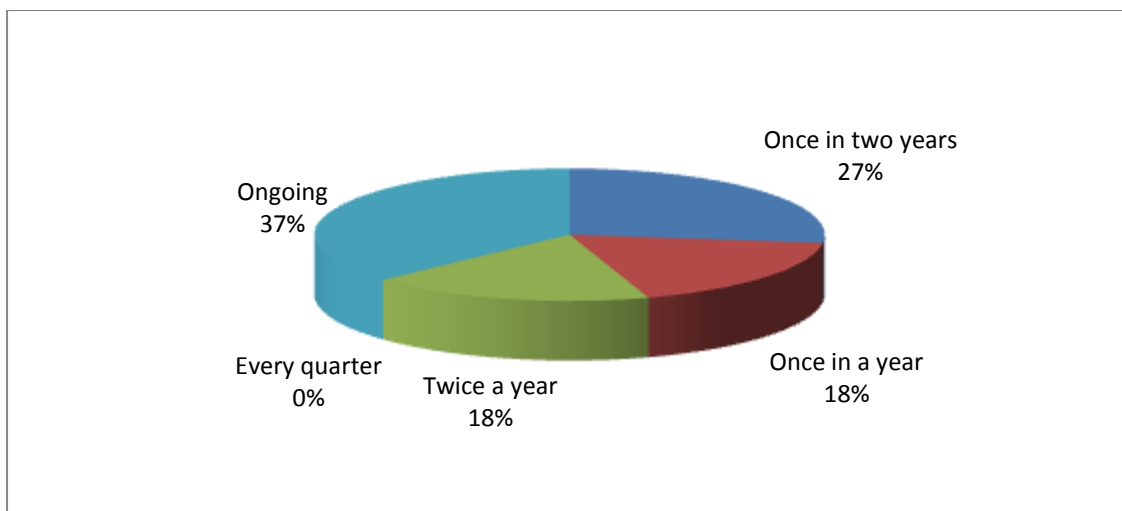
Figure 4.4: Rationale for the IQMS



4.2.9.3 Frequency of IQMS

Respondents indicated that the appraisals should be conducted within the following timeframes:

Figure 4.5: Timeframes



4.2.9.4 Involvement of the SGB in IQMS

Eighteen percent of the respondents indicated that the SGB should be involved and 82% indicated that they should not be involved in appraisal.

4.3 Sample three

The following are the responses to the survey questionnaires by the level one educators of the nine schools. Thirty responses [83%] were received from the nine schools. A total of thirty six questionnaires were distributed.

4.3.1 Teaching experience and appraisals undergone

The following tables indicate the teaching experience of educators and the number of appraisals that they had undergone:

Table 4.11: Teaching Experience

Teaching experience (Years)	Number
06 – 10	4 (13%)
11 – 15	13 (43%)
16 – 20	9 (30%)
21 – 25	4 (13%)
Total (n=30)	30 (100%)

Table 4.12: Number of Appraisals

Number of appraisals	Number
0	1 (3%)
1	7 (23%)
2	18 (60%)
3	3 (10%)
4	1 (3%)

Total (n=30)	30 (100%)
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4.3.2 IQMS and the school

4.3.2.1 Has IQMS been implemented at the school?

The IQMS has been implemented in all nine schools.

4.3.2.2 When was the process initiated?

Sixty seven percent of the schools had commenced the process in 1999, 20% in 2000 and 13% in 2001

4.3.3 The educator and the IQMS

4.3.3.1 Were educators involved in the decision making process at school?

Eighty percent of the respondents were involved in the decision making process at their schools and 20% were not. Those who were not consulted felt that they should have been consulted as it affects them as educators and it would assist them in understanding the process involved.

4.3.3.2 Pre-knowledge of the IQMS

Seventy percent of the respondents had prior knowledge of the IQMS and 30% did not. Those who had some knowledge indicated the following as their sources: media, word of mouth, university library, books, documentation from the DOE, workshops and meetings held by the principal and the SDT, DOE workshops and union workshops.

4.3.3.3 Initial response to the IQMS

Sixty percent of the respondents initially responded negatively to this appraisal system. They felt “intimidated, sceptical, apprehensive, suspicious, hesitant, nervous, frightened, worried,

reluctant, anxious and irritated". They did not know what to expect and were concerned about: educators not being trained to appraise others; it being fault-finding exercise; the composition of the panels (colleagues) leading to bias and subjectivity; the time constraints; the rating scale being too narrow; the loopholes in the process; difficulty in meeting as panels; the extensive record-keeping, and the issue of confidentiality.

Twenty seven percent of the respondents favoured this new appraisal system as they felt it was essential to ensure accountability, development and growth. It also boosted confidence and teamwork. It could be used to award rewards or incentives which would recognise outstanding work by educators. It provided an opportunity for support and guidance after identifying weaknesses and strengths and could thus lead to an improvement in education. Seven percent of the respondents were unsure of their feelings.

4.3.3.4 Need for educators as professionals to be appraised

The majority of respondents (87%) indicated that educators need to be appraised and 13% felt otherwise. The reasons given for educators to be appraised were as follows:

- To identify strengths and weaknesses so that areas for development could be identified and the necessary guidance and support given.
- For professional development.
- To keep abreast of latest methodologies, skills and techniques.
- For accountability.
- To develop confidence, efficiency and to empower educators.
- To reward educators.
- To promote the culture of teaching and learning.
- To uphold standards and quality.
- To ascertain levels at which the educator and the school is functioning.
- To motivate educators and boost educators' morale.
- To ensure service delivery in a changing context.
- To prevent weak practices.

The minority of respondents who felt that educators should not be appraised gave the following reasons: educators are professionals and qualified in their field to do their jobs; it is an added stress; the IQMS is not for experienced educators; the present system is too tedious and not effective and ongoing educator in-service training is a better method of training.

4.3.4 Training and support

4.3.4.1 Respondents had received the following training:

- Workshops/meetings at school.
- Workshops by teacher union bodies.
- Workshops by the DOE.
- Hand-outs from the IQMS manual.

4.3.4.2 Suggestions to improve training

The following suggestions were made:

- Facilitators of workshops should be better trained.
- The manuals should be user-friendly, give clear guidelines and be written in simple language.
- Educators need regular feedback.
- Training should be done in consultation with educators from all levels.
- Workshops are needed to develop skills on how to appraise/evaluate.
- Workshops are needed on how to be reflective (self-appraisal).
- The DOE should undertake the task of identifying areas of weakness and provide support.
- Training should take the form of regular staff development workshops.

4.3.5 Impact and effectiveness of IQMS

4.3.5.1 The following table indicates the impact of the IQMS on the educator's personal and professional development and the quality of education at school:

Table 4.13: Impact of the IQMS

Impact on:	Yes	No	Not sure	Total (n = 30)
Personal development	14 (47%)	14 (47%)	2 (6%)	30 (100%)
Professional development	17 (57%)	11 (37%)	2 (6%)	30 (100%)
Quality of education at school	8 (27%)	18 (60%)	4 (13%)	30 (100%)

The following comments were made:

- Those who felt that there was no change stated that they had always been working hard and their schools had always maintained a high standard of education.
- Others felt it had some impact, as it created awareness of their weaknesses and areas for development, developed teamwork, helped them become more organised as individuals, helped them to accept criticism together with compliments, established confidence and re-motivated educators.
- IQMS assisted schools in creating awareness of strengths and weaknesses, clearing up grey areas, enabling educators to become familiar with current policies, helping educators in the application of skills, assisting educators to adjust teaching methodologies, improving lesson planning and presentation and motivating educators.

4.3.5.2 The link between IQMS and the school's mission and vision

Sixty percent of the respondents indicated that there is a link between the IQMS and the school's mission and vision, 27% indicated no links and 6% were unsure. Respondents viewed the IQMS as a motivator for educators to achieve excellence in classrooms, to become effective, responsible and accountable facilitators. It guides and assists educators in the accomplishment of their tasks. One respondent stated that the school did not have a mission statement.

4.3.6 Effectiveness of IQMS

Whilst the majority of respondents felt that the management plan was structured, between 10% and 20% felt that the choice of panel members resulted in subjectivity and that there were too much flexibility and consultation. Table 4.14 outlines the effectiveness of the IQMS.

Table 4.14: Effectiveness of the IQMS

IQMS procedures are:	Yes	No	Total (n = 30)
1. Effectively organised	27 (90%)	3 (10%)	30 (100%)
2. Conducted in a structured way	24 (80%)	6 (20%)	30 (100%)

4.3.7 Overall impression of IQMS

Thirteen percent of the respondents had a favourable impression, 80% had a negative impression and 7% were unsure. Some respondents claimed that the system is fair, highlights educator strengths and weaknesses and is a good way of promoting staff development. Others believed the system is a futile exercise as: there is no evidence of it helping educators to develop; it adds more pressure and administration work to already overworked educators; there is no feedback from the DOE officials; there is still confusion; the process is long-drawn; concepts are poorly defined and not implemented uniformly in all schools; there is too much paperwork; no time for classroom visits; poor implementation due to contextual factors (under-resourced schools, unqualified educators, financial constraints); the process is time-consuming and subjective; it has too many core criteria, and it has too many loopholes (no verification of scores).

The following suggestions were made:

- The selection of panels should be done randomly to eliminate subjectivity.
- SEMs/subject advisors should call at schools regularly to assist in learning areas.
- The IQMS should be withdrawn as DAS is an overlap of the IQMS procedures.

- Sufficient time has to be allocated to follow through on development programmes.
- Greater consultation should be present with educators at all levels.
- The process should be shorter and simpler.
- The number of core criteria should be reduced.
- The timeframes should be re-defined.
- Appraisal should be ongoing.
- The provision of resources and working conditions of educators should be improved.
- The IQMS should be linked to a rewards system.
- Facilitators should be properly trained and qualified.
- The IQMS should be aimed at new educators only.

4.3.8 School culture and IQMS

The majority of schools have a democratic, participative culture. There is transparency, responsibility and accountability. The schools are systematic and organised with structures in place. The leaders are dynamic, forceful and supportive. This enabled the easy implementation of the IQMS process. In other schools there is a lack of accountability, teamwork, support and development, pride and motivation. SMTs are not involved in the classrooms. There is ineffective management in the IQMS teams. Leadership is autocratic and self-motivated and allows little room for progression, academic and curricular development. In these schools, the IQMS is seen as a “shame and a waste of time and paper” and the implementation was problematic.

4.3.9 Rationale for IQMS

4.3.9.1 Should IQMS be linked to a rewards system?

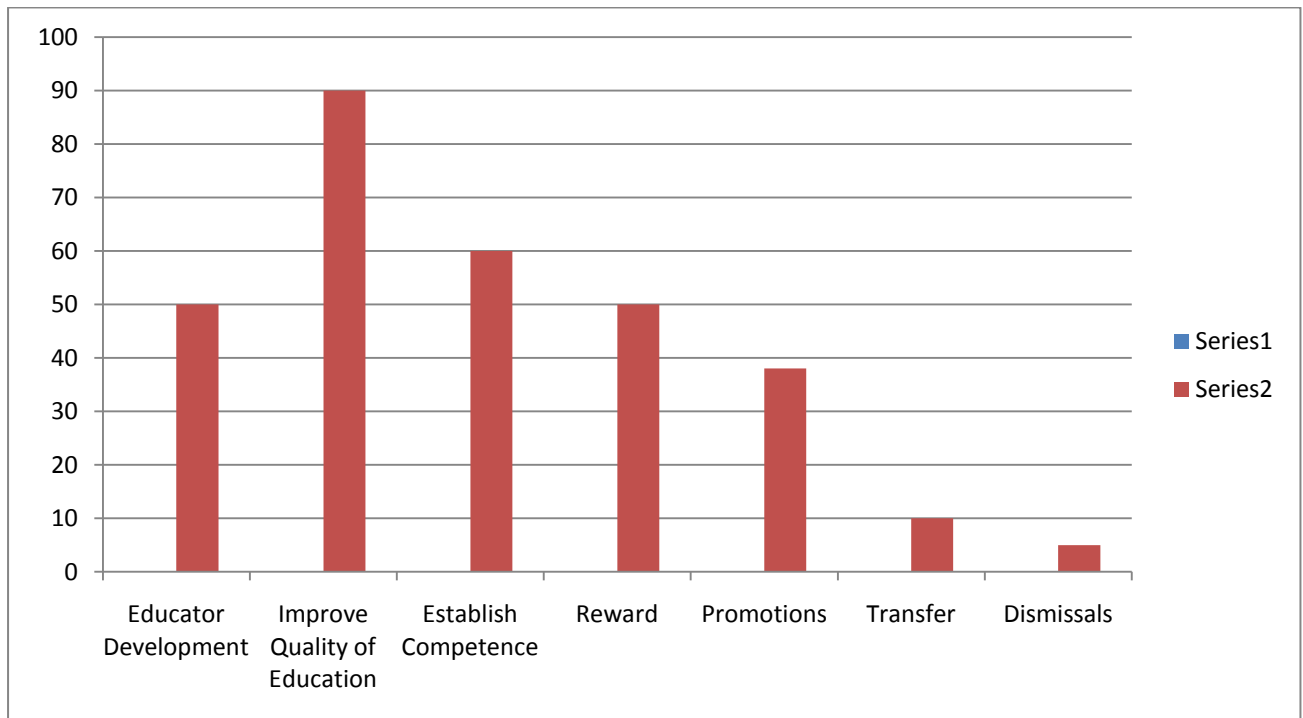
There was a difference of opinion as to whether the IQMS should be linked to the rewards systems. About half of the respondents saw the IQMS as an incentive to motivate educators to achieve outcomes (however this needs to be monitored to overcome nepotism). The system could serve to identify hardworking, dedicated educators and to reward them, to uplift and raise the quality of education, to award salary increases and performance bonuses for effective work. The remaining respondents felt that the IQMS is too subjective and will lead to nepotism and that it should be used for educator development only. They also felt that

appraisers need to be properly trained to appraise and that the assessments cannot be based on just one or two classroom visits.

4.3.9.2 Purpose of the IQMS

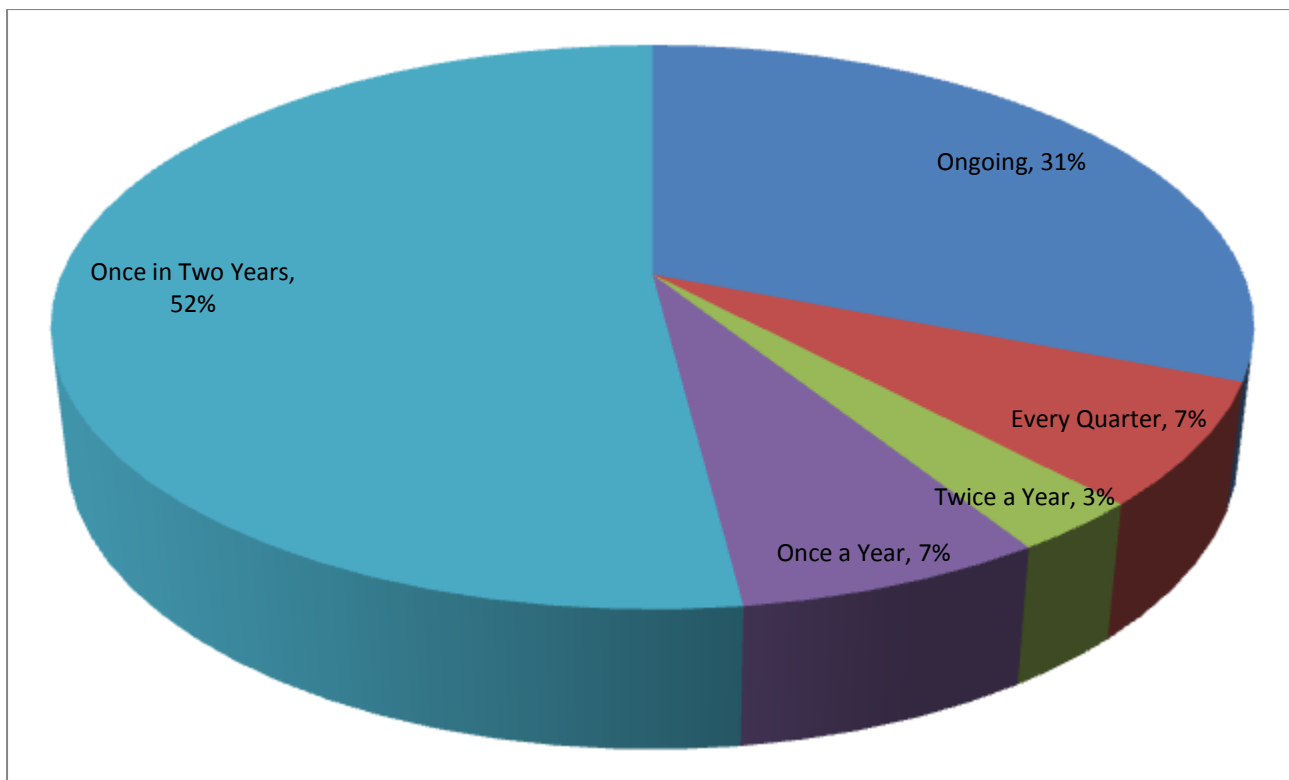
The majority of respondents (90%) felt that the IQMS should serve to improve the quality of teaching. Sixty percent felt that the IQMS could be used to establish educator competence. Half of the respondents felt that the IQMS should be used for educator development and bestowing rewards. Figure 4.6 represents the rationale for the IQMS.

Figure 4.6: Rationale for the IQMS



4.3.9.3 Frequency of the IQMS

Respondents suggested the following within which appraisal should be conducted:



4.3.9.4 Involvement of the SGB in IQMS

One respondent (3.3%) indicated that the SGB should be involved provided they are educators or linked to the education in a professional field and twenty nine (96.7%) indicated that they should not be involved as they do not have the expertise.

4.4 Summary

The above findings indicate that the IQMS was not favourably received by educators. Educators are sceptical and many are worried that the DOE had revived the old judgemental form of inspections under a pseudonym. There was little consultation with educators at school level and therefore educators generally did not accept the system. This contributed to many challenges in the implementation of the process.

The above findings will be discussed in chapter five. The common themes or trends emerging from the findings will be discussed and evaluated in terms of the literature reviewed in chapter two.

CHAPTER FIVE

DISCUSSION OF FINDINGS

5.0 Introduction

This chapter examines the common trends and themes emerging from the responses of the participants from the three sample groups in the study. These trends are analysed and discussed in relation to reviewed literature of the IQMS system as well its implementation and management in schools. The findings of the study basically confirm Peter's (1989) statement in Torrington and Hall (1998:382) that staff appraisal is a major management problem. All schools in the study have had difficulty, albeit in varying degrees, in implementing the IQMS. Educators have differing perspectives on the new IQMS. Some are in favour of it; others have negative feelings about it. Some are merely going through the process as it is a departmental prescription, whilst others feel that the system is so flawed that it should be withdrawn.

5.1 Teaching experience of educators

The majority of respondents (92%) were experienced educators with over ten years of teaching experience. All the respondents in sample one and sample two had more than 15 years of experience. Just 33.3% of the respondents from sample three had less than 10 years experience. Educators with 10 years of experience and over would have experienced the previous "judgemental" type of inspections, which was halted in the early 1990s, and would have been able to make comparisons between this old system of evaluation and the new IQMS. It was also interesting to get the perspectives of the "younger" educators on the current system of evaluation so as to gather a wider range of views and develop a more holistic perspective from educators from a broad spectrum of experience.

5.2 The number of appraisals completed

The majority of the respondents (98%) had been appraised. One respondent was undergoing the process for the first time at the time of being interviewed. On average each educator had been appraised twice since the IQMS process was initiated in 2005. Some educators have

completed their fourth appraisals since 2005. Sixty seven percent of the respondents in sample one have been directly involved in five appraisals or less and three have been involved in six to ten appraisals.

5.3 The IQMS and the school

All schools participating in the study had implemented the IQMS process. This is supported by the survey carried out by the Isibane Circuit Appraisal Team (CAT) (2001c:1) and the Minutes of Meeting of the Isibane CAT (2006b). Seventy eight percent of schools had commenced the process in 2005 and 12% in 2006. This is verified by the Minutes of Meeting of the Isibane CAT (2006a). All educators had been appraised in seven schools and 94% in two schools. No educator had refused to undergo the process. Those that were not appraised as yet were either new in the schools or were in the process of undergoing the appraisal. Schools that commenced the process in 2005 had experienced problems such as resistance from educators who had adopted “delaying tactics”. However, after explanation of the process and assurance from the SDT that the process was developmental and not judgmental, educators embarked on the process with some adopting the view that the system “was here to stay, so we might as well get it over with”.

5.4 Views on the appraisal of educators

The respondents in sample one unanimously agreed that educators need to be appraised. Ninety one percent of the respondents in sample two and 87% of respondents in sample three also agreed. These educators felt that educators need to be appraised for the following reasons:

- To give direction in terms of educators’ performance and professional development
- To analyse the strengths and weaknesses of educators and determine what support and guidance is needed by educators.
- For educators to be held accountable for the work that they do.
- To keep educators updated on the latest methodologies and techniques, especially in the current context of transformation of education in South Africa, as supported by Olivia and Paulas (2001:40-41).
- To provide proper feedback from the various role-players.
- To improve the quality of teaching and service delivery.

- To develop confidence, efficiency and to empower educators.
- For new educators who have little experience in the teaching field, as supported by Olivia and Paulas (2001:40).
- To motivate educators, boost morale and provide incentives.
- To ascertain the level at which the educator and the school is functioning.
- To prevent weak practices.

The respondents who felt that educators did not need to be appraised provided the following reasons: educators are professionals and qualified in their field to do their jobs, the IQMS should be used for younger educators only and not for experienced educators (similar to the findings of Olivia and Paulas, 2001:516), and the IQMS is tedious and not effective. These educators felt that a new system must be introduced for experienced educators so that merit could be rewarded and that ongoing educator in-service training is a better method for development.

5.5 Consultation and decision making

The institution-based educators were not consulted on the structure, design or implementation of the IQMS. This was developed by the national DOE and negotiated with the unions' representatives at national level (DOE, 1997:51). Educators at schools felt that they needed to be consulted and should be part of the process as this affects them as educators. Educators therefore, did not take ownership of the system and did not accept the system. This, as mentioned by Torrington and Hall (1998:3932) and Longenecker and Fink (1997:28) is essential for the effective implementation of the appraisal system. Therefore, educators resisted the implementation of the new system. Some felt that the DOE had not done proper research into the system and had introduced "a flawed system to schools".

There was evidence of consultation and participative decision-making in schools. The majority of respondents (91%) in sample two and 80% of respondents in sample three had indicated that educators were involved in the decision making process and had made contributions with regard to the implementation of the IQMS system and management plans.

5.6 The role of the SMT

Most SMT members (78%) were also involved in the SDT and therefore helped give direction to the process. In most schools (78%) the senior management team were involved in the process. Two schools (12%) reported that the senior management team were not fully involved. Those who were involved regulated the administration and organisation of the IQMS process to ensure “fair-play, transparency and democracy”. They ensured that the management plans were adhered to, cascaded the information to the staff, clarified issues, allayed the educators’ fears, gave direction to the process, rendered support and guidance and identified areas for development.

5.7 The activities of the SDT

The SDTs have been elected and are functional in all schools, as supported in Minutes of Meetings of the Isibane CAT (2006a, 2006b). However, their level of functionality varies. Six SDTs are reasonably engaged in monitoring the IQMS, two are very actively involved and one is inactive. The SDTs are primarily involved in the organisation and the administration of the IQMS. They are not as involved in other professional staff development programmes. Only one school indicated that they are very active in this aspect, four are reasonably active and four are inactive. The views expressed were that the SDTs should be involved in assisting and supporting educators with their professional development plan as stated in the professional growth plan (PGP). They should be liaising with the service providers (such as DOE officials, subject advisors, and NGOs) to provide support to educators. Respondents have clearly indicated a lack of feedback and support from the DOE.

5.8 Training and support

All schools had received a copy of the IQMS manual, outlining the rationale, structure, design and implementation procedures of the IQMS. Respondents in sample one indicated that all schools received some training. This training was in the form of a two-day orientation workshop, organised by the DOE and attended by the principal and one educator from each school. Information regarding the IQMS was cascaded to them. They in turn had to cascade the information to educators at their respective schools and implement the process at their schools. This training was considered ineffective, as educators still did not understand the

process, nor did they take ownership of it. Furthermore, there was no support and guidance from the DOE. All educators expressed the need to be trained on an ongoing basis.

Respondents from samples two and three were “trained” at school by the principal and the SDT. Sixty four percent of HODs and 47% of the educators felt that the training was effective, while 53% did not benefit from the training. A striking response from respondents was that no actual training in terms of development of skills or techniques had taken place. It was merely the cascading of information. The views of the respondents on training in appraising skills and techniques were similar to the findings of Swanepoel (2000:411), Longenecker and Fink (1997:28) and Randall in John (1997:2).

5.9 Pre-knowledge of IQMS

Whilst a few educators had heard about the process from sources such as the media, word of mouth and library books, the majority of educators had only heard about the IQMS when the information was conveyed to them by the principal and SDT. The teacher unions had held workshops after the system was introduced at schools. Therefore, educators in general had little knowledge of the system. This accounted for the apprehension and anxiety that educators felt caused by the fear of the unknown.

5.10 Initial response to the IQMS

Sixty eight percent of the HODs and level one educators initially expressed negative feelings about the IQMS. They were fearful, sceptical, apprehensive, suspicious, hesitant, nervous, worried, reluctant, anxious and irritated. They did not know what to expect and were anxious that the system would be similar to the old “inspection” systems. They also did not favour the amount of paperwork, or the composition of the panels which could lead to subjectively and nepotism as “pals” and “buddies” were selected. These views were similar to the views expressed by Naude and Bridgraj (1992:2) and correlated with the survey conducted by APEK (2001:2), which indicated that 54.5% of respondents were negative about the IQMS and 61% experienced problems with the process.

On the contrary, 30% of the respondents favoured the system as they recognised the potential of the IQMS for professional development, to ensure accountability, to boost educator

motivation and morale and as an instrument to award rewards/incentives for outstanding work by educators. By identifying educators' strengths and weaknesses, the system could assess what support and guidance is required to improve the quality of education.

5.11 Impact and effectiveness of the IQMS

Fifty six percent of the principals indicated that there was a noticeable impact on the quality of education, especially in the educators' preparation of lessons (for the classroom observations), use of resources and lesson delivery. Forty four percent claimed that there was no impact or no noticeable impact. The latter view was greatly supported by respondents from samples two and three, with 73%% and 60% of respondents respectively agreeing that the IQMS had no impact on the overall quality of education at their schools. Kerandran in Bissessor (2000:277) expressed similar views on analysis of the British system. Some schools claimed that more time was needed to assess the impact of the IQMS on the quality of education. They also indicated that other quality assurance mechanisms, such as internal supervision, COLTS and WSE could have contributed to the improvement of the quality of education – not necessarily the IQMS. They also stated that they had always worked hard and maintained a high standard of education. The IQMS therefore had little or no impact.

However, some HODs and educators indicated that the IQMS did assist them in their personal and professional development (51% and 61% respectively). This is comparable to statistics obtained in the APEK survey (2001:14). Educators stated that the process helped them to identify strengths and weaknesses and areas for development, built team spirit and confidence, boosted morale, assisted in creating a better learning environment and also improved the level of accountability.

The majority of HODs and educators felt that the implementation of the IQMS was effectively organised and conducted in a structured manner at school level. A detailed management plan was in place that schools adhered to. The district office had appointed an IQMS co-ordinator in 2005, who requested regular feedback from schools. The process was also structured in that the SDTs were elected, panels had to be constituted (with chairpersons and secretaries elected) and classroom visits had to be scheduled. Some respondents claimed that the process was “over-structured”, agreeing with the OFSTED review (John,1997:3) that

the British system paid more attention to the structure of the appraisal which was seen as bureaucratic and hierarchical than to the process of appraisal.

5.12 Links with the school's mission and vision

There were marked differences in views between the sample groups on this aspect. Sixty seven percent of principals claimed no links exist between the IQMS and the school's mission and vision, whilst 68% of HODs and educators claimed that there was a link. Most schools' mission and vision included improvement in the quality of education. The IQMS, by focusing on developing the educator, would indirectly improve the quality of education. Similar links were seen in the British system (DES Circular 12/91:17 in Fiddler, et al, 1997:153). However, as one principal responded: "the school's mission and vision were drawn up before the implementation of the IQMS process. The mission and vision were not re-visited when the IQMS and other policies were introduced". Schools need to revise their mission and vision, for, as suggested by Macdonald Ooms (2001:3) the appraisal system must be directly linked to the organisation's goals.

5.13 Overall impression of IQMS

Contrary to the findings of the pilot study by the University of Witwatersrand (DOE, 1997:51), but similar to the findings in the APEK survey (2001:14), the majority of respondents (70%) from all three samples in this study had a negative overall impression of the IQMS. The main comments were that:

- The process is too complex, long-drawn, too cumbersome and overbearing.
- It is not practical, involves too much paperwork and is very confusing.
- The composition of the panels is flawed – the selection of "pals" leads to nepotism and subjectivity (rating errors)
- The one or two classroom observations do not give a true reflection of the educators' performance.
- Meetings have to be scheduled after school hours (which clashes with the scheduling of extra-curricular activities, workshops and other meetings).
- No feedback is received from the DOE officials.
- Manuals are too difficult to understand.

5.14 School culture and the IQMS

There was a distinct correlation between the school culture and the success of the implementation of the IQMS. Some respondents indicated that their schools have a democratic, participative culture. There is transparency, responsibility and accountability. The schools are systematic and organised with structures in place. The leaders are dynamic, forceful and supportive. This enabled the easy implementation of the IQMS process. As stated in the KZN-DOE manual (1999:748), the achievement of the aims of the IQMS depends on the democratic organisational climate and learning culture of schools, as well as the commitment of educators to development, openness and trust.

In other schools there is lack of accountability, teamwork, support and development, pride and motivation. The SMT is not involved in the classrooms, and there is ineffective management of the IQMS teams. Leadership is autocratic and self-motivated and allows little room for progression, academic and curricular development. In these schools, IQMS is seen as a “sham and a waste of time and paper” and the implementation was problematic.

5.15 The transition to IQMS

Seven schools (78%) reported experiencing initial problems and two schools (22%) made a smooth transition to the IQMS process. Initially educators were “unhappy, reluctant, apprehensive, fearful, intimidated, and threatened, and they struggled”. They were unhappy about the classroom visits, the composition of the appraising panels, the structure of the IQMS, and felt that as experienced educators they did not need to be appraised.

Meetings were held to allay the fears of educators, clarify the aims and structure of the IQMS process, and to modify/ streamline the process to make it acceptable to educators. Volunteers were also used in a pilot study. Eventually educators agreed to this system of appraisal.

5.16 The rationale for IQMS

5.16.1 Link to reward system

Respondents from the various samples were divided on the issue of linking the IQMS to a reward system. Forty eight percent of the respondents indicated that there should be a link, 46% said there should not be a link and 6% were unsure. The respondents who were in disagreement suggested that the system needed to be modified before it could be linked to a reward system. They claimed that the system is open to bias, favours or nepotism, the process is subjective and flawed, appraisers are not trained to appraise and that the system should be used for developmental purposes only.

Unlike the views expressed by principals in Britain (Fidler, Russell & Simkins, 1997:152), some respondents in this study wanted the IQMS to be linked to a rewards outcome stating that educators needed to be rewarded for outstanding performance, that it could be an incentive to boost morale and motivate educators and that it could also raise standards of education. Bannister and Balkin (in North, 2001:4) agreed that employees (educators) would be more satisfied with the system if it were linked to rewards.

5.16.2 The purpose of IQMS

The respondents from samples two and three indicated the following uses for the IQMS (ranked from highest to lowest):

- | | |
|------------------------------------|-----|
| ➤ Improve the quality of education | 88% |
| ➤ Establish competence | 66% |
| ➤ Award merit/bonus/pay rise | 51% |
| ➤ Educator development only | 49% |
| ➤ Promotions | 41% |
| ➤ Transfers | 15% |
| ➤ Dismissals | 7% |

The majority of educators saw the IQMS as being used for organisational development. As Swanepoel (2000:407) and Cascio (1995:275) stated, the appraisal system diagnose the level of performance of employees and the organisation (educators and the school) and suggest

overall developmental needs. Sixty six percent of the respondents regarded the IQMS as having ‘personal development uses’ [as found by Swanepoel (2000:407), Cascio (1995:275) and Singh (1999:1)]. Fifty one percent would like to see it linked to a rewards outcome and 41% indicated that the IQMS should be used for developmental purposes only, agreeing with Randall in Torrington and Hall (1998:320) that the appraisal system should serve one purpose only.

5.17 Frequency of appraisals

Thirty seven percent of the respondents indicated that the IQMS should be conducted once in two years. This is contradictory to the study undertaken by Cascio (1995:293-4) which showed that once or twice a year is too infrequent. Thirty one percent of the respondents stated that the appraisal should be ongoing, similar to the findings of Morriss (1999:58) and Nelson (2000:39).

5.18 The key role-players

The respondents indicated the following as the key role-players in the process (in order of preference):

- The SMT (principal, deputy principal and HODs).
- Departmental officials (academic curriculum unit, subject advisors).
- Peers.
- Educators from other schools.
- Other agencies (universities, NGOs).

Respondents included the peer as a component of the appraisal panel, which contradicts their response that peers in the panel had led to subjectivity and nepotism. The SMT and external appraisers were chosen to ensure an element of objectivity. The union representative was excluded from the panel, as respondents claimed that a grievance procedure was already in place. The process is democratic and transparent and the right of the appraisee is protected. There are dispute resolution procedures to be followed should the appraisee not be satisfied with an appraisal report.

Eighty nine percent of respondents in samples one and 93% of respondents in samples two and three responded negatively to members of the SGB appraising educators, stating that: they would interfere with professional matters; they do not have the capacity/expertise to monitor and evaluate the professional development of educators; and it would cause conflict and result in nepotism as some SGBs have their “own agendas”. A few respondents felt that SGBs should be involved because they have a stake in improving the quality of education in schools, on condition that they are properly trained in conducting appraisals.

5.19 Other quality assurance mechanisms in schools

Most schools were using other quality assurance mechanisms to improve the quality of education. The following mechanisms are in operation: WSE (all schools), systematic evaluations (89% of schools), internal supervision (67% of schools) and Workplace Skills Plan (56% of schools). However, none of these systems are integrated in any of the schools. They are all being implemented as separate entities in a compartmentalised manner. This could be problematic as there is repetition of procedures, processes and documentation, which causes frustration to the educator.

All schools agreed that these mechanisms must be integrated, as it would reduce the administration time and costs, paperwork, and would be far more acceptable to educators. Thus far, only three schools have “experimented” with integrating some of the mechanisms, with the approval of the educators. An example of this is the classroom observation of the educator. This is being done on an ongoing basis as part of the school’s internal supervision programme and the same reports are used for the IQMS, WSE and Skills Development. The other six schools continue with the compartmentalised implementation.

5.20 Summary

The IQMS is being implemented in all schools. However, all schools have experienced problems with the implementation of the IQMS. This was largely due to a lack of adequate consultation and decision making with educators at school level as well as training of all educators. Schools were basically left on their own to unpack and implement the process. Therefore, schools have had varying degrees of success in implementing the process. One of the key challenges is the culture of schools (lack of democratic climate and learning culture, low morale of educators and low commitment to development, lack of openness and trust). Schools that have a democratic, participative culture implemented the process smoothly, but others experienced difficulty and could only commence up to a year and a half after the system was introduced, due to resistance from educators. Although the process is being implemented, in some schools the process is seen as a “shame” – educators are merely going through the process to “get it over with”. The actual purpose or rationale of the IQMS has been lost.

The conclusions reached in the study and recommendations for future appraisal systems will be presented in chapter six.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

Staff evaluation takes place in most organisations. For schools and educators, formal assessment is not a new concept. The system of appraisal or inspections as it was known prior to 1990 was authoritarian, oppressive, judgmental, a top-down approach and instilled intimidation amongst educators. Educators embarked on a defiance campaign in the late 1980s, which led to a period where no evaluation of educators' work took place. However, a need was felt to develop a performance measurement system that would be acceptable to all stakeholders and would enhance the development of educators and the quality of public education in South Africa. After 1994, the educator unions and the DOE reached an agreement on the guiding principles of the new system of performance management. The IQMS was introduced as a formal, systematic and compulsory system of educator appraisal in South Africa. This study focused on the effectiveness of the implementation of the IQMS for educators at institutional level. In this chapter, the main conclusions drawn from the study, as well as some feasible recommendations are presented. The recommendations would be made in the light of past experience, current practice and suggestions for the future.

6.1 Conclusions

The main conclusions reached in the study are:

6.1.1 The IQMS and schools

All schools had commenced with the IQMS process. However, the schools had varying degrees of success in implementing the performance measurement system. The majority of the educators in these schools had doubts about the performance evaluation system and were initially sceptical, apprehensive, reluctant and anxious. They were essentially afraid of the unknown. However, after assurance that this system is different from the previous system of inspection, they agreed to implement the system. Nevertheless, educators still see the system as flawed, especially in terms of the subjectivity of the system, the composition of the panels, the amount of paperwork the process entails, the long-drawn process, the lack of time to implement the process and its impracticalities. Educators would like to see the system modified.

6.1.2 The need for educators to undergo performance measurement

The majority of educators agreed that educators' performance need to be assessed. The strongest reasons given for this view were: to analyse the strengths and weaknesses of educators and determine the support and guidance needed, for professional development, for accountability and to update educators on the latest methodologies and techniques.

6.1.3 Training and support

The study indicated that the training and support given to educators was inadequate and ineffective. Training by the DOE entailed a two-day orientation workshop for the principal and one educator per school, at which information pertaining to the IQMS was cascaded. The principal and educator then had to convey the information to other educators by means of a workshop, but did not understand the process and showed reluctance to implement it. They, therefore, resisted the implementation process.

Additionally, many schools were left on their own to “unpack” the process. There was no support from the DOE in the implementation of the process.

Furthermore, educators at school level were not consulted or involved in the design, structure and implementation of the process. They felt that, as the system affected them, they could have made vital inputs towards a more practical system. This lack of consultation contributed to the resistance in implementing the evaluation system.

6.1.4 The effectiveness of the IQMS

The system has had some effect on the personal and professional development of educators in terms of identification of strengths and weaknesses, building team spirit and confidence, boosting morale, improving accountability and creating a better learning environment. However, the majority of educators felt that the system had no impact on the overall quality of education at schools. The other quality assurance mechanisms, such as internal supervision, assisted or guided the educators with service delivery. Schools also claimed that a high standard of education was maintained prior to the implementation of the IQMS.

The study also indicated that there was no direct links between IQMS and the school's mission and vision statement. For the performance measurement system to be effective, it needs to be linked directly to the school's goals and aims, and educators need to be fully aware of this link.

6.1.5 The overall impression of the IQMS

The majority of educators had a negative overall impression of the new appraisal system, similar to the findings of the APEK survey (2001:9). They felt that the system is too complex, long-drawn, cumbersome, impractical, confusing, involved too much paperwork is subjective and does not provide a true reflection of an educator's performance. Naicker (2000:2) reflected similar findings in her study.

6.1.6 School culture and the IQMS

The study showed a distinct correlation between the school culture and the success of the implementation of the IQMS. In schools which had a democratic, participative culture with a transformational leadership style, the implementation of the new appraisal system proceeded smoothly. These schools were able to allay the initial fears of the educators, focus on the rationale of the IQMS, make some modifications to the system and implement the system.

In schools which were autocratic, lacked teamwork, accountability and where the SMT was not involved in the IQMS process, the implementation of the IQMS was problematic. Educators resisted the process for up to two years. One of the underpinning assumptions of the IQMS is the existence of a democratic culture at schools to ensure its acceptance and successful implementation.

6.1.7 The rationale for the IQMS

The study indicated that educators wanted the IQMS or an appraisal system to be linked to a rewards outcome. Educators need to be rewarded for outstanding work, as well as be provided with incentives to boost morale and raise the standard of education. However, the subjectivity of the present system needs to be addressed. The study indicated that the main

purpose of the IQMS is to improve the quality of education, to establish educator competence, to award merits, bonuses or pay increase and to enable educator development.

6.1.8 The key role-players in the IQMS

The study indicated that the School Management Team needs to play a major role in the appraisal system. Educators were dissatisfied with the current composition of the appraisal panel which led to subjectivity, bias or nepotism. They felt that the SMT or alternatively external appraisal (DOE officials) would add a level of objectivity and fairness as well as maintain uniform standard in all schools. Educators were clear in that they did not see SGBs having a role in the appraisal process of educators, as this would interfere with the professional matters of education. Furthermore, the SGBs did not have the expertise to appraise educators. The British system of appraisal also did not consider the governing boards as having a direct role in the appraisal process. However, the board of governors can ask to see the targets that have been negotiated for the educators in school. If they are involved in a staff disciplinary case, they can request relevant information from the appraisal procedures. Their role, therefore, in relation to appraisal is real, but limited. The main implication for them relates to quality assurance, that is, to ensure that the quality of teaching is being kept under review and systematically improved (Martimore & Mortimore, 1991:125). The role of the SGBs in South Africa is similar to the role of the governors in Britain.

6.1.9 Other quality assurance mechanisms in schools

Educators strongly felt that there should be a single, integrated, holistic framework to ensure quality of education in schools. The British OFSTED review also proposed that appraisal should be integrated with other management processes directed at school improvement (Bartlett, 2000:24). Currently the WSE, system evaluations, internal supervision and Workplace Skills Plan are being implemented in a compartmentalised manner, leading to a great deal of duplication and frustration.

6.2 Recommendations

The following recommendations are made in view of the data collected in this study and the literature reviewed:

6.2.1 Consultation

As suggested by Grote (2006:21); Huffman and Liner (2004:10); Cork (2006:44); Nelson (2000:39); Longenecker (199:18) and Sawa (1995:1), employees (educators) need to be consulted and awarded an opportunity to give their input about matters that concern them. This will ensure that educators will accept the change and take ownership of it. This will also eliminate resistance to the proposed change. Educators have had experience with the system since 2005, and have identified flaws in this system. The DOE needs to consider the views of these educators before adapting or identifying the IQMS system or implementing a totally new system. This would rectify the DOE's initial failure in not consulting with the educators at school level before designing the IQMS. Structures are now in place at school-, circuit-, district-, regional-, provincial- and national level through which information can filter. IQMS co-coordinators have also been appointed at district level. Schools have been submitting appraisal reports to the circuit and district levels. These reports contain information on the problems that the schools are experiencing and support that educators require. However, there is no evidence that these reports are being looked into and that follow up support is given. The district coordinator needs to forward these problems and suggestions to the regional, provincial and national levels to effect the change to the system. According to Huffman and Liner (2000:10) educators need to serve on a committee to review the evaluation process. This will promote teamwork and acceptance of the system.

6.2.2 Training and support

Training is critical to the implementation of any new strategy. The DOE needs to intensify its capacity for building workshops for educators. Whereas previously the DOE focused on two educators per school, it now needs to target all educators, as suggested by Starr (2000:38). This also ensures that all educators in all schools are on the same wavelength and that a uniform standard is maintained in all schools. This training program could be executed in the form of comprehensive in-service and ongoing training that includes:

- ❖ Developing skills and techniques on how to appraise or rate educators
- ❖ Writing reports
- ❖ Conducting classroom evaluations
- ❖ Avoiding rating errors
- ❖ Providing feedback
- ❖ Designing development programs

Training workshops need to be conducted on an ongoing basis, supported by regular refresher courses. Additional funding needs to be allocated for this.

The IQMS manual needs to be revised -the terminology needs to be simple and understandable. The DOE needs to simplify the manual and make it more user-friendly. The manual should provide a step by step explanation of the IQMS process. In order to reach a wider audience, the manual has to be translated to other widely spoken languages, for example IsiZulu. This would ensure a better understanding of the process by second language educators.

The facilitators of the workshops themselves need to undergo intensive training. These facilitators must be fully au fait with the IQMS process and procedures and must be able to explain these concepts and procedures clearly and unambiguously to educators. They should be equipped to answer questions posed by educators and clear up any misconceptions. They need to motivate the educators so as to create enthusiasm in implementing the system. As suggested by Starr (2000:38) and DeNisi and Kulger (2000:129) effective facilitators will be able to provide support and motivation for both the appraisers and appraisees and also ensure that the process operates smoothly.

The DOE needs to provide regular feedback and support. Schools are sending appraisal reports to the DOE through various sections (district, regional, provincial and national). These reports need to be analysed and proper feedback given to the schools in terms of support and guidance. The IQMS coordinators and the DOE subject advisors need to be more involved in supporting educators, especially with regard to the identified development areas.

6.2.3 Documentation

Simple, yet effective documentation is required in order to ensure an objective assessment of educators, as suggested by Squelch and Squelch (1999:1), Starr (2000:38) and Longenecker (1999:18). The current documentation, both in terms of the number of forms and their content, need to be revised. The information provided on documentation must be concise, accurate and factual. Fundamentally, the documentation should entail: a record of specific interviews and discussions with the appraisee, a memorandum used for the classroom observation and a memorandum for setting out recommendations and plans for development.

The current “personal details form” could be discarded, as all schools have personal portfolios of the educators on file -this is duplication. The current “professional growth form, discussion paper and appraisal report” could be combined into a single report containing the identified needs, strengths, areas for development and development plan for the educator.

6.2.4 Classroom observation

The current one or two classroom observation opportunities are insufficient to conduct a proper evaluation of an educator’s performance. More lessons need to be observed to obtain a true reflection of an educator’s performance. Ideally, this should be an ongoing process which includes follow up observations as part of the review process. However, due to time constraints, at least one classroom observation per quarter needs to be conducted.

Both the appraiser and the appraisee need to understand the criteria that is to be used and know which aspects are going to be appraised. Ideally the appraiser must be a subject specialist in the topic of the lesson, as suggested by Kyriacou (1997:38).

6.2.5 The composition of the appraisal panels

The School Management Team and/or external appraisers from the DOE (subject advisors) must be involved in the appraisal process. These role-players would ensure a level of objectivity and would be more constructive in their criticism. The current system allowing “pals” to be on the panel has led to bias, subjectivity, nepotism and rating errors where appraisees were all given good and very good ratings, indicating no room for development.

As Starr (2000:38) stated, the staff must be encouraged to invite appraisers who do not think like them. This would aid in broadening the appraiser's perspective and in developing a shared perspective. The HOD, who checks the educator's record books on a weekly or fortnightly basis and who is a mentor to the educator, is in a better position to make holistic evaluations of the educator's performance. The senior management team (principal or deputy principal) can serve as moderator to ensure fairness and a level of uniformity throughout the school. The role of the union representative on the panel needs to be reviewed. The appraisal system is democratic and transparent and includes the grievance resolution procedures, which protects the rights of the educator. There is therefore no need for the union representative to be on the panel. The panel should therefore consist of the educator, the peer and the HOD. Thus the size of the panel will be reduced, making it easier for panel members to schedule their meetings.

6.2.6 The appraisal system and the school's mission and vision

The appraisal system must be directly linked to the school's mission statement and goals and the school's development plan and strategic plan, as suggested by Kyriacou(1997:36); Department of Education and Employment (UK) (1999:2); MacDonald Ooms (2001:21); Grote (2000:21); Palguta (2001:15) and Nickolas in Fandray (2001:36). One of the goals of every school must be to develop its staff through the process of a staff appraisal system. The educator needs from the appraisal process must be included in the school's development plan. By taking into consideration educators' areas for development, the school as a whole will be able to identify its areas for development. Schools therefore need to go back to revising their mission, vision and organisational goals and strategies. This link will ensure a meaningful, realistic and effective appraisal system. The organisation needs to clearly define its goals and its mission and develop a real understanding of what each employee contributes to these goals. Each employee must be well aware of and buy into the organisation's goals and measures (Palguta, 2001:15).

6.2.7 Integration of quality assurance mechanisms

The various quality assurance mechanisms (WSE, internal supervision, Skills Development Act, systematic evaluation) currently being implemented in a compartmentalised manner in schools must be integrated into a holistic quality assurance framework. This would prevent

duplication of work and frustration. All the above mechanisms do not need to run concurrently and certainly will not be applicable to all schools. The systems should be applied as and when the need arises. The recommendations below are adapted from Patel (2001:2).

- As a first step, the systemic evaluation can be used to objectively test the school's performance outcome. This system sets minimum standards of performance at grades 3, 6, 9 and 12. If the school fails to achieve the minimum outcomes then it should be subjected to the Whole School Evaluation (an external evaluation which assesses the quality of education provided by schools).
- If the school achieved the outcomes and performed well, then the educators and the school should be provided with incentives or rewards through Whole School Evaluation for good performance.
- Where schools have failed to achieve the expected outcomes, they should be censured and targets set through a school development plan, incorporating the workplace skills plan, using the Integrated Quality Management System. Funding for the school's integration strategies can be accessed from the Skills Development Levy.

The above recommendations apply to the school as a whole. However, there may be cases of individual educators requiring development in schools that achieve the expected outcomes and perform well. These educators could voluntarily request to undergo the IQMS process. There may also be cases where individual educators perform very well in schools that do not meet the expected outcomes. These educators could apply for an individual appraisal for a reward outcome.

As Nelson (2000: 39) stated, much of the work done in organisations is accomplished through work teams. As teams are integral in schools, the appraisal system must be made team friendly. He further argued that linking goals of the team and its individual members to the organisation's objectives is important. It is possible to accurately recognise and reward the team and/or the individual for their contributions to the organisation by having well-defined goals and objectives which are clearly communicated and supported by continual feedback.

6.3 Conclusion

The implementation of the new IQMS for educators was fraught with problems. The initial fears and reluctance of educators were overcome by the assurance that the system is not judgmental. Although the system had been implemented in schools, many problems were still experienced. Among the many recommendations made, consultation with all role-players and the integration of a holistic quality assurance framework need to be emphasised.

Staff appraisals are required to justify a wide range of human resource decisions, such as pay increase, promotions, demotions, terminations and recruitment. They are also critical in determining training and development needs. Formal appraisals are also required to maintain a competitive edge, which is becoming more important in schools as they are now expected to be self-managing, raise a major portion of their own funds and manage the organisation as a business.

In order for appraisal systems to work efficiently time, effort, discipline and proper support is required. Designed properly, appraisal systems can promote positive attitudes towards performance evaluation and integrate the interests of the individual with those of the organisation. Appraisals also result in mutual goal setting, professional development and the promotion of continuous improvement.

It is hoped that the findings and recommendations made in this study will be a challenge to educators and the DOE for consideration, implementation and even further research with the aim of improving the quality of education.

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APPENDIX 1

1. Guidelines for the semi-structured interview
2. Survey questionnaire

GUIDELINES FOR THE SEMI-STRUCTURED INTERVIEW

DESIGNATION: PRINCIPALS / CHAIRPERSONS OF THE STAFF DEVELOPMENT TEAM (SDT).

1. How many years of teaching experience do you have?
Do you think that educators need to be appraised?
How many appraisals have been completed at your school since 1999?
How many appraisals have you been directly involved with?
2. Does your school have a staff development team?
If so, how active is the SDT with regard to staff development?
3. Does your school implement the IQMS process?
If yes, when was the IQMS initiated at your school?
What percentage of your staff has been appraised through the IQMS?
Did any educator refuse to undergo the appraisal? Why?
What role does your senior management team play in the implementation of the IQMS?
4. Were you consulted in the planning and implementation of the IQMS?
5. Does your school have the IQMS manuals?
Did the educators at your school receive any training with regard to the IQMS?
If yes, was this training adequate?
6. How would you describe the impact of the IQMS on the quality of education at your school?

7. How does the IQMS fit into your school's mission, aims and professional staff development plan?

How did your school cope with/manage the transition to the IQMS?

8. Do you think the IQMS should be linked to a rewards outcome (e.g. pay increase, bonuses, or promotions)?

9. What are your views with regard to the structure, design and implementation of the IQMS?

Do you have any suggestions for the future practice of these appraisals?

10. How often should staff appraisals be conducted?

Who do you think should be the key role-players in staff appraisals?

11. What are the current quality assurance mechanisms that are being implemented at your school?

Have any attempts been made to integrate the various quality assurance mechanisms into a holistic framework?

SURVEY QUESTIONNAIRE

SECTION A:

1. Rank: HOD: Educator
2. Number of years of Teaching Experience:

3. Number of Appraisals undergone since 1999:

SECTION B: IQMS AND YOUR SCHOOL:

1. Has the IQMS process been implemented in your school?

2. When was the process initiated at your school?

SECTION C: YOU AND THE IQMS:

1. Were you involved in the decision making process regarding the implementation of the IQMS at your school?

2. If no, do you think you should have been consulted? Why?

3. Did you have any pre-knowledge of the IQMS before its implementation?

What was this source of knowledge?

4. What was your initial response to the implementation of the IQMS? Why?

3. How could this training and support be improved?

SECTION E: IMPACT AND EFFECTIVENESS OF THE IQMS:

1. What impact did the implementation of the IQMS have on your

1.1 Personal development?

1.2 Professional development?

1.3 The quality of education at school?

2. Is the IQMS linked to the school's mission, aim and educator development plans?

3.1 Are the IQMS procedures effectively organised?

3.2 Is the IQMS conducted in a structured manner?

4. What is your overall impression of the IQMS as it currently designed and implemented?

5. What suggestions do you have on improving / modifying/ refining the IQMS?

SECTION F: SCHOOL CULTURE AND IQMS:

1. Describe the school culture (the way things are done at school, leadership style, etc) and the effect it had on the implementation of IQMS.

SECTION G: RATIONALE FOR THE IQMS

1. Do you think that the IQMS should be linked to a rewards outcome (PRP/Bonus)?
Provide reasons.

2. The IQMS should be used for:

➤ Educator development only

- Improve quality of teaching
- Establish competence
- Merit/bonus/pay rise
- Promotions
- Transfers
- Dismissals

3. Staff appraisal should be conducted:

- Once in two years
- Once a year
- Twice a year
- Every quarter
- Ongoing

4. Should members of the SGB be involved in staff appraisal?

APPENDIX 2

1. Letter to DOE seeking permission
2. Letter to principals of schools
3. Letter to respondents
4. Letter from the DOE granting permission

30 Woodhouse Street
Central
Queenstown
5319
10 March 2006

The District Director

Sir/Madam

SUBJECT: REQUEST FOR PERMISSION TO CONDUCT THE RESEARCH STUDY IN THE QUEENSTOWN DISTRICT SCHOOLS

I am a Public Administration Master's student at the University of Fort Hare. I am also the Head of Department at Shiloh Senior Primary School in Isibane Circuit. I am undertaking a study titled: "The implementation of Integrated Quality Management Systems (IQMS) in Queenstown District Schools: Experiences from Isibane Circuit". This study will examine:

1. The effectiveness of the implementation of Integrated Quality Management Systems.
2. Views of the various role-players (in education), of this evaluation method.

It aims to make recommendations for a holistic, integrated quality assurance system, which can be implemented at a national level. The study will be conducted in nine schools within the Isibane Circuit in the Northern Region.

I assure you that the information furnished and the views expressed will be duly acknowledged in the dissertation and treated with strict confidence. The normal teaching and learning programme will not be disturbed. A copy of the report will be made available to the Department of Education on completion of the study.

Thanking you in anticipation of a favourable response.

Yours truly

.....

SAMBUMBU A.M. (Mr)

30 Woodhouse Street
Central
Queenstown
5319
10 March 2006

The School Manager

Sir/Madam

RE: APPLICATION TO CONDUCT ACADEMIC RESEARCH

I am a Public Administration Master's student at the University of Fort Hare. I am also the Head of Department at Shiloh Senior Primary School in Isibane Circuit. I am undertaking a study titled: "The implementation of Integrated Quality Management Systems (IQMS) in Queenstown District Schools: Experiences from Isibane Circuit". This study will examine:

1. The effectiveness of the implementation of Integrated Quality Management Systems.
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I assure you that the information furnished and the views expressed will be duly acknowledged in the dissertation and treated with strict confidence. The normal teaching and learning programme will not be disturbed. A copy of the report will be made available to the Department of Education on completion of the study.

Thanking you in anticipation of a favourable response.

Yours truly

.....

SAMBUMBU A.M. (Mr)

30 Woodhouse Street
Central
Queenstown
5319
10 March 2006

Dear Colleague

Sir/Madam

RE: APPLICATION TO CONDUCT ACADEMIC RESEARCH

I am a Public Administration Master's student at the University of Fort Hare. I am also the Head of Department at Shiloh Senior Primary School in Isibane Circuit. I am undertaking a study titled: "The implementation of Integrated Quality Management Systems (IQMS) in schools in the –Queenstown District Schools: Experiences from Isibane Circuit".

This study will examine:

1. The effectiveness of the implementation of Integrated Quality Management Systems.
2. Views of the various role-players (in education), of this evaluation method.

It aims to make recommendations for a holistic, integrated quality assurance system, which can be implemented at a national level. The study will be conducted in nine schools within the Isibane Circuit in the Northern Region.

I assure you that the information furnished and the views expressed will be duly acknowledged in the dissertation and treated with strict confidence. The normal teaching and learning programme will not be disturbed. A copy of the report will be made available to the Department of Education on completion of the study.

Thanking you in anticipation of a favourable response.

Yours truly

.....

SAMBUMBU A.M. (Mr)

APPENDIX B



Province of the
EASTERN CAPE
DEPARTMENT OF EDUCATION

*Physical Address: MASIBULELE Complex, Whittlesea.
*Postal Address Private Bag X 0032, Queenstown, 5320. REPUBLIC OF SOUTH AFRICA
*Tel: +27 040 608 4027 *Fax: 040 608 4615 *Website: www.ecdoe.gov.za
*Email: mtunase.kas@edu.ecp.gov.za 14 March 2006

TO: Mr. A.M. Sambumbu

SUBJECT: **PERMISSION TO CONDUCT RESEARCH**

Your letter dated 10 March 2006 in respect of the above matter has reference.

Kindly be informed that permission is granted for you to conduct the research subject to the following:

1. The schools which participate in the project would do so on a voluntary basis.
2. Access to the schools you wish to utilise is negotiated with the principal concerned by yourself.
3. The normal teaching and learning programme is not to be disrupted.
4. The confidentiality of the participants is respected.
5. A copy of the thesis/research must be provided to the Research Directorate through my office on completion of your studies.

I wish you all the success in the research you are undertaking.

Kind regards.



M.H. Kaly
DIRECTOR - QUEENSTOWN DISTRICT