

CHAPTER 1

ORIENTATION

1.1. Introduction

One of the key imperatives in secondary schools in South Africa is the resuscitation of a culture of learning, teaching and services, evocatively referred to as *school improvement*, a strategy called *COLTS* by Chisholm and Vally (1996:4); DoE (1998:1 and 1999d:2); Christie (1998:283); Deal and Peterson (1998:28) and Monyooe (1999:69). Research findings reported by these theorists highlight the urgent need to transform the culture of learning, teaching and services in poorly functioning black schools. According to them, the breakdown of the culture of learning, teaching and services (COLTS) in these schools could be ascribed to conditions in black schools during the past 50 years - years fraught with conflict - spanning the period from the passing of the Bantu Education Act through the learner uprising of 1976 and the struggle to assert the hegemony of the 1980s (Chisholm & Vally, 1996:1).

These conflicts undermined sound governance in black schools and led to a breakdown in schools' value systems, attitudes, ethos and morale amongst educators. Koch and Fisher (1998:2) and Zackrison (2003:1) argue that potential core values such as professional recognition, challenges and achievement, hard work, being punctual, taking charge and having influence (principal's leadership) over others are significant driving forces to alter current status quo in an organisational system, and these were lost at schools. Educators could no longer assert their authority under such conditions and circumstances. By virtue of their profession, they were at times viewed by the populace as part of the apartheid officialdom. They became "targets for confrontation, prejudices and utter rejection" (Morrow, 1989:56). This further denigrated the organisational structure of education in South African black schools and marked the beginning of a dysfunctional COLTS.

The authorities exacerbated the situation by implementing more repressive and discriminatory measures with regard to funding, resource allocation and governance (DoE, 2000e:14). Secondary school premises became the new political battlefields, at the expense of education. A Department of Education (DoE) audit found evidence of a

breakdown in school systems, attitudes and ethos. This tumultuous history and vicious political repression had a considerable impact on black schools. The shock waves of the political education crisis ultimately diminished and eroded COLTS. Consequently, the majority of black learners lost faith and confidence in the South African school system.

COLTS was a presidential project officially launched in 1996 by former President Mandela. One of the purposes of COLTS, as spelt out in the Charter (DoE, 1998:1), Centre for Education Policy Development (DoE, 1999b) and Status Report (DoE, 1999c) was to commit all educators to managing and continuously improving COLTS referred to as *school improvement* (cf. 2.2). In striving to improve COLTS, collaborative efforts are required from role players including school management teams, administrative and support staff, educators, learners, and school governing bodies. Pool (2000:37) regards the collaborative efforts as *synergistic elements in a creative process* aimed at the transformation and continuous improvement of learning organisations. According to Pool (2000:37) the utilisation of the TQM philosophy would be the most effective approach/strategy in this regard given its basic tenet of culture transformation and change towards continuous improvement and customer satisfaction. She argues, moreover, that Total Quality Management integrates quality in all functions throughout the organisation and considers as essential every interaction between the various customers of the organisation.

Steyn (1999:357) in her notion of collaborative effort, just like Pool, mentions that the culture of a school, the quality of education and the standard in quality COLTS are crucial for national development and education. In this regard, he argues that Total Quality Management (TQM) is a philosophy, more specifically a management philosophy that has transformed the products and processes of leading Japanese companies and ultimately resulting in service sectors. Epistemic interest (*seeking for truth knowledge*) arose to investigate a TQM philosophy for education with particular reference to its use in changing a school's culture. Since culture is not static, role players can transform school culture in practice and attitudes because user-focused collegial culture provides sufficient condition for TQM to become reality (Holmes & McElwee, 2003:10). Chizmar (2000:1) supports this contention and also draws from other TQM experts such as Juran (1989:3) and Crosby (1984:12) mentioning that the TQM of learning, teaching and provision of services focuses the attention on those management functions that transform educators',

learners' and other role players' cultures into effective and quality learning, teaching and provision of services.

Both Steyn (1999:357) and Pool (2000:37) argue that the notion of quality culture in education is not new. What is new is that the quality philosophy already applied in business and industry is being adapted to problems encountered in schools. These researchers contend that TQM provides a methodology that can assist educational managers to cope with challenges to and changes in social environments. This approach has already been extensively analysed and described (Arcaro, 1996:6; Crammer, 1996:360). The writings of Deming (1986), most notably his Fourteen Points, are central to the approach (cf. 3.3.1).

In view of the above, Leonard and Leonard (1999:237) mention that the organisational fragmentation that characterises traditional schools is thought to pre-empt the creation of new cultures that allow educators to move beyond typical norms of isolationism and individualism (*silo effect*) and to become co-learners alongside their learners. Creating and maintaining a culture of professional and effective collaboration assume new understanding of appropriate *school leadership*. Consequently, those in leadership roles at South African schools need to be assisted to examine the relationship between the TQM as a philosophy and the transition from COLTS to *Tirisano (working together)* with a view to determining how previously dysfunctional schools can be improved (cf. 1.1.1; 2.4 and 3.5). Implied in this assumption is the notion that a school's culture supports learning, teaching and service initiatives and that all role players are willing to participate in the reconstruction, development and improvement of COLTS and TQM philosophy has been suggested as an approach and paradigm to meeting and exceeding this initiative. Whereas continuous improvement of a culture of learning, teaching and services (COLTS) is used in South African context, school improvement is used in global and foreign contexts by authors such as Caldwell (1999:11), Fullan (2001), Harris (2004:11).

1.1.1 Context

According to the Gauteng Department of Education (DoE, 1995:12), the Gauteng Member of the Executive Council (MEC) for Education in early 1995 established the Gauteng Committee to restore the Culture of Learning and Teaching (COLTS). By that time abundant evidence had emerged that there were a number of black schools in

which schooling appeared to be dysfunctional. The phenomenon, evocatively referred to as the collapse of COLTS was most pronounced in secondary schools (Chisholm & Vally, 1996:13; Makina, 1997:3/4; Christie, 1998:13; DoE, 1999d:15). The main characteristic of the collapse was its ripple effect and chain reaction to the slogan “liberation before education” (Vos & Brits, 1990:66), which exhorted learners to obtain freedom first and education second. Hence schools became the centres of political activity. This put black education in jeopardy to the extent that learners developed an anti-academic attitude and educators lost their professional ethos (DoE, 1995:17). In many schools attendance was sporadic; principals had given up attending to problems in their schools; educators had lost their desire to teach, and there was tension between rival organisations on the one hand and between role players of the school community on the other. Vandalism, gangsterism, rape, drug abuse and related problems were rampant. There was no preparation for classes and schools lost their commitment to the culture of effective learning, teaching and services. Consequently the morale and ethics of those principals and educators were low (DoE, 2000d: 23).

The breakdown of COLTS is arguably the most important, even key, issue that District D3 -Tshwane North schools, just like other black schools, face. In District D3 – Tshwane North, a vast sprawling district situated north of Pretoria (Tshwane), the situation is desperate. Makina (1997:3/4) mentions the high level of absenteeism among educators and learners, the early dismissal of classes, learners roaming the streets during school hours, educators not preparing for their classes, the absence of effective teaching and learning, and the frequent conflict between educators and principals, all of which have a disruptive effect on what little education goes on in the schools. All these contributed to the loss of COLTS.

Poor academic performance has become the norm at these schools. Features such as truancy was rife amongst children whose parents show little or no interest in the education of their children; educators lack motivation and their work morale is low. School leavers at these schools could be categorised as *once participated non graduates*, namely “drop outs, stay outs, push outs and pull outs” (Makina, 1999: 35/36) meaning, learners who encounter problems and opt to drop out of schools at some stage because of a variety of reasons. These include substance abuse by learners; lack of co-operative governance by the management and leadership; poor relationships between principals, educators, learners and parents, and poor academic performance as

is shown by the matriculation pass rates of 34 % in 1996, 39 % in 1997, 43 % in 1998, 49 % in 1999 and a slight improvement of 52 % in 2000 in District D3 – Tshwane North schools (DoE, 2000b:5). In 2002 the pass percentage in the District was 58 %.

The following questions emerge from the above context. What is COLTS? What is Total Quality Management? In its quest to improve learning, teaching and services how can a school improve COLTS through TQM? What links does COLTS have with Tirisano and school improvement? Figure 1.1 shows this link and also a conceptual framework of the study. School improvement is illustrated within the intersection of the figure below (1.1) and the implementation will be discussed in detail in Chapter 3 (cf. 3.5).

Fig. 1.1: School improvement: A South African Context

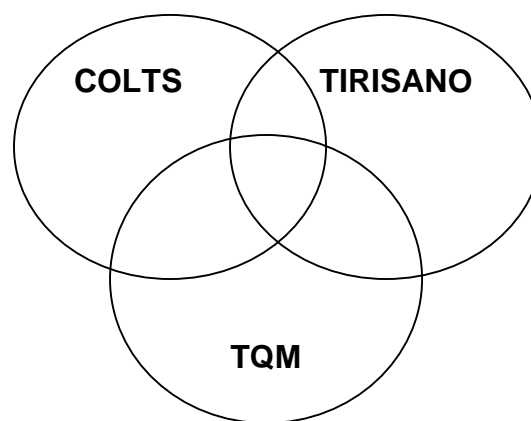


Figure 1.1 indicates the two intervention strategies namely COLTS – an ontological intervention strategy that aimed to create awareness of dysfunctional schools and Trisano – an ontological intervention strategy for the implementation phase of school improvement. The most important component of COLTS is the concept *culture*. Cultural change within an organisation is caused by a number of factors, including behaviours based on people interactions, norms resulting from teams and individuals, dominant values by the organisation and the climate of the organisation (Oakland, 2000: 34). Borrow (1993:13) and Xin (2000:40) contend that Total Quality Management (TQM) and organisational learning culture are inextricably linked. They support their position by describing the cause/effect, and a system/process relationship. Both relationships allow organisations to examine how they systematically support organisational culture and TQM principles in learning organisations. A supportive organisational culture is therefore essential in promoting positive COLTS through the adoption of TQM principles (cf. 3.2.3).

In view of the above, a school as an organisation has a culture that has developed over time, as role players work together and confront new and emerging challenges. The working together of role players is the *call to action* in terms of the implementation plan for the first year of the Department of Education's five-year Tirisano (working together) plan 1996 – 2000 programme (DoE, 2001c:v). The programme 2 (effectiveness and educator professionalism) indicates that the most powerful weapon for improvement of COLTS success lies in the commitment of all role players to the transformation of educators, to ways of managing teaching and learning, and to ways in which governing bodies formulate and realise their visions. The notion of an enduring web of influence that binds the school together and makes it effective, implies that it is up to the school's leadership and governing bodies to help identify, shape and maintain a strong school culture. These dynamic relationships explain why school culture is so powerful that it impacts on management and why no management, however good, will work in practice if it does not fit the culture. A school may have the most superb strategy, but if its culture is not aligned to and supportive of that strategy, the strategy will either stall or fail (Schneider, 2000:26). This has given rise to flawed interventions (cf. 2.5) in terms of COLTS campaigns and Tirisano strategy; hence given the results of TQM as a business approach aimed at quality improvement and leadership, it could therefore be regarded as one of the most powerful approaches to deal with dysfunctional schools because it provides a structured but flexible systematic educational delivery system which, in turn, leads to an improvement in various areas (Steyn, 1999:357). Thus it may be argued that there is a possibility that similar results may be obtained regarding the improvement of schools in South Africa and consequently dysfunctional schools may be turned around to function effectively.

In District D3 – Tshwane North schools, collaborative efforts to improve schools stem from the 1997 Soshanguve Education Co-ordinating Committee Blueprint for the reconstruction of COLTS in black schools that were mainly dysfunctional (cf. 2.3.2). In addition, an initiative, known as *The Extra, Tuition, Support and Enrichment Programme – ETSE*, that was aimed at improving matric results by at least 50 % in participating schools in 2000 was launched in Soshanguve schools in 2000 (Makina, 2000:1 - 18). All these efforts had a common vision and the strategic goal was to restore and improve schools and strive for academic excellence (cf. 2.2.1, 3.4.6).

In spite of these efforts and the financial implications thereof, the COLTS has not changed and improved as expected. Table 2.1 (cf. 2.3.1) illustrates that the matric pass rate has not improved according to the goals and time frames set. The matric pass rate for example, was only 58 % in 2002, a symptom of the lack of COLTS (cf. 2.3) and this anomaly needs to be surveyed empirically.

1.2 Problem statement

In spite of the good intentions and attempted reconstruction of COLTS in District D3 – Tshwane North schools, COLTS has not improved as expected and the average matric pass rates have remained low - at an average of 43 % annually (DoE, 2001b: 28/29) and 58 % in 2002 as compared to 68,9 % nationally (DoE, 2003:2). Furthermore, while the matric pass rates have been increased slightly from 1999, the number of matric candidates has been decreased – perhaps the 18-year-olds are disappearing because schools wanted their pass rates look better.

The purpose of this study is to determine whether or not TQM can be regarded as a philosophy that could assist improving COLTS and academic performance in the District D3 – Tshwane North schools. More specifically, what are the opinions of role players regarding the possibilities that TQM principles could assist with school improvement at the District D3 - Tshwane North schools?

To this end, the following research questions were investigated:

- What are the issues that affected COLTS negatively in the District D3 – Tshwane North schools?
- What efforts have been made to improve schools?
- What are the most important TQM principles that can be used to intervene in the process of improving schools?
- How can managers and leaders of schools be assisted to transform and create a new culture to improve schools through TQM principles?

The investigation of the improvement of schools and TQM philosophy is informed by the following assumptions:

- In order to transform the culture and improve schools in the District D3 – Tshwane North schools, issues that affected COLTS negatively need to be identified first in this survey.
- Schools that implement TQM principles reflect a significantly high level of improved COLTS.
- Significantly improved COLTS occurs when role players are actively participating in the implementation of a TQM philosophy.

1.3 Objectives

Informed by these assumptions the objectives pursued in this study are:

- To identify issues that affected COLTS negatively in the District D3 - Tshwane schools.
- To determine the efforts schools made to improve COLTS.
- To explore the implications of TQM principles for the schools.
- To recommend possible TQM framework for the improvement of COLTS and to indicate ways in which District D3 – Tshwane North schools can come closer to the ideals that principals have for the maintenance and self-sustainability or continuous improvement of schools.

To provide answers to the above questions, assumptions and objectives, this survey has been structured in the following way:

Chapter 1 presents an orientation to and demarcation of the survey including motivation, research problem, objectives, design and conceptualisation.

Chapter 2 presents positive and negative COLTS in terms of role players and the implications these have for schools. The chapter also provides an overview of efforts to improve COLTS in a democracy with new frameworks and implications for schools, describing various COLTS campaigns and their relationship with the Tirisano implementation strategy. In spite of all these, the problems of COLTS and their implications to schools continued.

In Chapter 3 the notion of TQM and the reasons for the application of TQM philosophy are discussed with reference to the implications it would have for COLTS and Tirisano. The notion of using effective 'ideal' model schools as benchmarks is also interrogated with reference to the use of the TQM framework by school leaders and/or in school leadership.

Chapter 4 deals with the empirical study, the research design, data collection, analysis and interpretation of results.

Chapter 5 presents innovative framework for implementing TQM principles as an intervention strategy to continuously improve COLTS including the summary, conclusions and recommendations.

The question arises: why, notwithstanding government interventions (COLTS, Tirisano programme 2, Call to Action) are there schools that have not improved? In brief, why did these interventions not work? Were the interventions flawed, idealistic or are schools beyond help? Furthermore, could it be that the implementation was marred by what I may call *one size fit all* or too westernised? Lastly, were COLTS and Tirisano actually implemented? Consequently literature indicates that TQM philosophy also known as new managerialism (neo-liberalism in the UK) (Davies 2003:91), has the potential to turn dysfunctional schools around provided it is implemented in a discrete way, according to specific settings or contexts of schools. It is implied that it is possible to make dysfunctional schools work. This argument is discussed in Chapter 3 (cf. 3.2).

Consequently a survey was required to establish the effect of the negative COLTS regarding dysfunctional schools (ontological perspective) first; this gave rise to the exploratory and descriptive survey of various TQM models and theories (cf. 3.2, 3.3, 3.4 and Fig. 3.1, 3.5, 3.8). A TQM model for school leadership (Fig. 3.5) is fundamental to this survey (epistemological assumption); these in turn give rise to the empirical design and methodology (methodological consideration cf. 1.4 below) and these in turn give rise to issues of instrumentation and data collection - out to the field (field work) and lastly the findings whether or not TQM philosophy could probably work in these schools provided it is customised according to specific settings.

1.4. Empirical design and methodology

Although this section will be discussed in detail in Chapter 4, the empirical survey, a synopsis of the approach is outlined. The survey is based on a combination of quantitative and qualitative paradigm/approaches as well as literature reviewed.

1.4.1 Literature review

An exhaustive literature review of COLTS and TQM and their implication for schools was undertaken to familiarise the researcher with the topic and to generate ideas and themes that could be further explored and described. This is typical of research: Borg and Gall (1989:115), Mouton and Marais (1996:161), and Babbie (1998:147) contend, for example, that it is after the establishment of what others have done (*literature reviewed*), and subsequent research, that researchers may contribute to new academic knowledge.

1.4.2 Empirical design and methodology

Babbie and Mouton (1998:74) distinguish research design from research methodology, with design being regarded as a plan or blueprint of how to conduct research, and methodology as the process, tools and procedures to be used. Informed by this definition the aim of this project was to align the research objectives with the practical considerations of the research process (Mouton & Marais, 1996:32). In this empirical survey, defined by Babbie (1998:49) as *survey research*, both qualitative and quantitative approaches are used to link the empirical with the theoretical. By combining the two approaches, a better and more substantive reality and a richer, more complete empirical theory was obtained (Berg, 1998:4) in the sense that in these activities the multiple lines of sight were used through first conducting survey questionnaires with educators and learners and then conducting sense experience interviews with principals for cross-validation, the process could be referred to as *triangulation* (Berg, 1998:5). The preference of combined approaches allowed me to look at existing practices holistically where practice has proven to be unsuccessful in the District D3 – Tshwane North schools. This is discussed in detail in 4.1.2.

1.4.2.1 Quantitative methods

Quantitative approaches deal with data that are primarily numerical (De Vos, 1998:14). Self-administered survey questionnaires were used to measure some of the character traits, feelings, beliefs, opinions and personal backgrounds of educators and learners because such questionnaires are reliable, easy to understand, valid and provide consistent measures in comparable contexts and settings (Cohen, Manion & Morrison, 2000:249). These questionnaires were distributed to 200 educators of which 189 (94,5 %) were returned and 400 learners in which case 398 (99,5 %) were returned (cf. Table 4.2 and 4.3 for details).

1.4.2.2 Qualitative methods

While quantitative methods deal with numerical data, qualitative methods deal with data that are essentially verbal (De Vos, 1998:15). Validity and reliability are increased because the triangulation technique allows researchers to compare and contrast different views from a target population (Mouton & Marais, 1996:61). In this research, semi-structured interviews for principals - exploratory and descriptive - solicited main point analysis in describing the situation. Each second principal was interviewed (cf. Table 4.2 and 4.2.4) and, because I was able to ask follow-up questions and probe for the necessary clarification when required, interview data provided more in-depth information.

Although observation as a qualitative instrument was not used in this research (*because of its threat to reliability and validity* cf. 4.2) spontaneous non-structured, observation did take place. For example, while walking around the schools, I observed what had happened on the school grounds, in staff rooms and the principals' offices. Thus, observation was used as supportive technique for questionnaires and interviews in those 14 schools.

1.4.3 Sampling

Sample, as a concept, refers to the elements of the population considered for actual inclusion in a study (Cohen & Manion, 1994:83; De Vos, 1998:191). Prior to the sampling procedures, a pilot test was conducted of both newly constructed questionnaires and interviews in their semi-final form (De Vos, 1998:158 and De Vos, 2002, 249) as a trial run. Section 4.3 and Table 4.2 presents the sample of 14 secondary schools out of 16 (*those who offer Grades 10 to 12 classes only*) which was

selected to represent the district. Sampling was used for feasibility reasons (De Vos, 1998:191). Thus one of the limitations of the survey was that it was restricted to District D3 – Tshwane North schools. These schools were experiencing under-provision of basic resources such as poor housing, problems with electricity, proper and in some areas no sewage systems, infrequent waste removals, community-based centres like clinics, libraries, sporting facilities, parks and other recreation facilities. I preferred a population in Gauteng province but, owing to time constraints, financial limitations and in-depth focus I had to limit the survey to schools in the district. These schools are typical township schools, some in new settlement areas of the district, and therefore they share similar characteristics with other townships. In addition, these schools also share similar features with other Gauteng schools to allow generalisation of the results.

1.5 Clarification of concepts

Since the following key and repeated concepts are critical to an understanding of the discourse of this report, a brief clarification is provided below. More detailed explanations are provided in relevant sections of the report.

1.5.1 Total Quality Management

Chizmar (2000:1) *indicates that TQM in the learning and teaching processes refers to a collaborative and holistic implementation of ideas derived from the industrial TQM model.* In this context, TQM is, thus, a philosophy that focuses attention on the management functions that transform learning. Steyn (2000:12) supports Chizmar's definition and defines TQM as 'focusing on achieving quality'. According to her, TQM can be defined as a philosophy and a set of guiding principles that intend to meet and exceed expectations of various external and internal customers. The second focus is on the acceptance and pursuit of continuous improvement as the only useful standard or goal of attaining quality through participation of role players in a school. Murgatroyd and Morgan (1993:59) refer to this as the *systematic management of an organisation's customer-supplier relationships* in such a way as to ensure sustainable, steep slope improvement in quality performance and refer to the five components of management and leadership namely *communication, commitment, culture, vision and empowerment.*

1.5.2 Culture of learning, teaching and services/School improvement

Goetz (1998:784) defines culture as the integrated pattern of human knowledge, belief and behaviour: it consists of language, ideas, beliefs, customs, taboos, codes, rituals, ceremonies and other related components. Cultural development then depends upon a person's capacity to learn and to transfer knowledge to succeeding generations. In educational context culture refers to behaviour based on educators' and learners' interactions; norms and criteria resulting from team work; individuals' dominant values, and the climate to improve schools (DoE, 2001d:12). Smith (1996:4) defines COLTS as the attitudes educators and learners have towards teaching, learning and provision of services. These attitudes imply the spirit of dedication and commitment in and to a school's culture, which develops through the joint efforts of school management and leadership, that is the inputs of the educators, the personal characteristics of learners, factors in the family life of learners, school-related and societal factors.

1.5.3 Transformation

It is essential in this survey to put the concept 'transformation' into context because improvement of COLTS implies transformation and, secondly, because improving COLTS needs to be directed by transformational leadership. Van der Merwe (2000:82) mentions that the concepts 'transformation', 'change', 'renewal', 'reformation' and 'transition' appear to be synonymous because they have the same semantic value, all of them indicating change towards improvement. 'Change' in this context implies transformation of the structural organisation of schools, resulting in a complete change of the existing relations. Consequently transformation in schools implies a transition from apartheid to a more equitable dispensation. In addition, transformation of the structures, values and cultures of governance is a necessity, not an option for South African schools.

1.5.4 Principles

Principles are basic truths related to human behaviour. Allen (1996:xxv) mentions that principles are fundamental truths that identify universal cause-effect relationships applicable to leadership practice. A leadership principle is universal and can be applied in new situations in much the same way as it was applied in situations already observed. Thus TQM principles like culture, communication, commitment, vision, strategies and goals, teams and tools are fundamental to the implementation of TQM with a view to creating a new culture in school situations for the improvement of COLTS.

1.5.5 Philosophy

The concept 'philosophy' is derived from Greek, by way of Latin, with *philosophia* meaning *love for wisdom* (Goetz, 1998:388). Love for wisdom is based on the premise that people are complex and dynamic and are able to constantly rediscover and recreate themselves within the confines of their culture. Philosophy in educational settings refers to the search for knowledge, skills and wisdom to create and recreate culture within the confines of schools. It also means that schools are entitled to a set of specific and fundamental human codes that include ethics and moral principles underlying role players' actions, attitudes and behaviour. In short philosophy has to do with explaining the way things are, with what theory that enables one to explain things as they are.

1.5.6 Dysfunctional schools

Dysfunctional schools are schools that have no resilience in the sense that they cannot survive/recover from or recuperate after the extreme adversity caused by the apartheid legacy of the past. Common features of such schools include disputed and disrupted authority relations between principals, educators and learners, often the result of the absence of governing bodies, school management teams, acting principals with no authority etc all of which ultimately lead to the poor functioning of schools and the breakdown of the culture of learning, teaching and services.

1.6 Summary

Chapter 1 is meant to serve as an orientation to the survey. To this end the research context was described and the research problem and objectives introduced. In addition to this, the research design and the plan were described; critical concepts were identified, and the limitations of the study were highlighted. A more detailed description of the survey design and the strategies used to collect, analyse and verify data is provided in subsequent chapters. The rest of the report will be devoted to the presentation and interpretation of the research findings.

CHAPTER 2

A CULTURE OF LEARNING, TEACHING AND SERVICES

2.1 Introduction

The purpose of this chapter is to explore how the dramatic changes in South African society have affected the culture of learning, teaching and services (COLTS) in schools, with particular reference to the effect that the transition from apartheid rule to democracy had. At the heart of transition are approaches to the creation of quality schools in all communities. Quality COLTS could enhance the quality of work life for school educators as internal role players because it assumes safe work environments, fair supervision, participation in decision-making processes, opportunities for advancement, growth and co-operative governance (Steenkamp, 1998:23). Related to these are humanism regarding ethical standards in the work place, improvement of working conditions, worker protection, scientific organisation of labour and democratisation of work (Van der Westhuizen, 2002:268), all of which are character traits of positive COLTS.

Transition, which means a movement or a shift from a current (*troubled*) state to a new state (*quality schools*), needs to be managed. In education, transition involves not just managing the current or transitional organisation of schools, but also organisation in new schools. For this purpose the Gauteng Committee for COLTS was established during the transition phase to assist the Department of Education (DoE, 1999d:12) in and to develop an understanding of this transition. More specifically, the purpose was to identify intervention strategies that could contribute to a climate conducive to change and the improvement of schools (Chisholm & Vally, 1996:1). Indicators of such climate would include permanently appointed principals; established school governing bodies and school management teams; internal role player (educator) satisfaction; frequent interaction of role players; a specific school culture, belief system or ethos that reflect the values of the entire school community (Van Schoor, 2001:21; Kruger & Van Deventer, 2003:14).

2.2 What is a culture of learning, teaching and services

Chisholm and Vally (1996:13), Smith and Schalekamp (1997:4), Christie (1998:13; Metcalf (1997:7), DoE (2000e:15) and others in South Africa refer to the Culture of

learning, teaching and services as positive COLTS. Bruce and Geoffrey (1997:14), Pool (2000:37), Oakland (2000:22), Fullan (2001:71), Kato (2001:1), Marlow (2002:1) and others, use the terms '*culture change*' and '*improvement of schools and quality culture*' when referring to positive COLTS. It seems, therefore, that COLTS is a South African concept used to refer to what is known as *culture* in foreign contexts such as in the United States, United Kingdom and Australia. Both concepts refer to the norms, values, behaviour, climate and attitudes of educators and learners towards learning and teaching. Since this is a South African study, the term *culture* will be used when referring to foreign contexts while COLTS will be used for South African contexts. On the whole the implications of these concepts mean school improvement.

The establishment of COLTS as a Department of Education structured intervention strategy was the result of a lengthy struggle for justice in education that started during the 1976 Soweto uprisings. The uprisings marked the beginning of a long and bloody conflict that spanned generations, took the lives of thousands and enslaved millions (Vos & Brits, 1990:56). The uprising negatively affected black schools spawned by apartheid, with unprepared educators, educator despondency, late-coming, absenteeism (*resulting in the loss of teaching and learning*), abuse and violence becoming the norm rather than the exception. This was the beginning of a negative COLTS in the black schools (Kruger & Van Deventer 2003:4).

Campaigns such as the multi-media project *Yizo – Yizo* (a 13 television drama series), the Gauteng COLTS, and the South African Education Charter were launched to create an awareness of dysfunctional (primarily black) schools and the need to improve them (DoE, 1999b: 2). In July 1999 the former Minister of Education, Professor Kader Asmal, launched his *Call to Action campaign*, which was designed to mobilise South Africans to build an education and training system appropriate to the 21st century. The *Call to Action*, operationalised under a plan known as Tirisano – a Setswana word meaning, "working together" (DoE, 2001c:18), could be regarded as the second stage of the COLTS campaign - a five-year project (1996 – 2000) for the creation of awareness regarding dysfunctional schools, and officially terminated in 2002 (DoE, 2002:14). Tirisano focuses on accountability, efficiency and performance excellence in schools and requires the establishment of mechanisms that will ensure continuous improvement, the measuring of performance excellence, the evaluation and monitoring of reform. The next

section argues that Tirisano programme 2 was a strategy for the implementation of quality COLTS (2000 – 2004).

In spite of the good intentions and concerted attempts to reconstruct dysfunctional schools, the cultures in schools did not improve as expected. There are still symptoms of negative COLTS in black schools (cf. 2.3), suggesting the need for a different approach/strategy. In this regard TQM philosophy is proposed in this study (cf. 3.5) to enhance Tirisano strategy (programme 2). Its notable successes in enhancing quality in industry and schools in the US, UK and Australia will be discussed in Chapter 3 (cf. 3.3). It suffices to say here that its holistic systems approach, customer-driven focus and empowerment of role players are seen as crucial to the continuous improvement and transformation of schools in South Africa (Van der Westhuizen, 2002:287).

Kruger and Van Deventer (2003:3) refer to positive COLTS as the attitudes of role players towards teaching and learning, and the presence of quality management of teaching and learning processes in schools. Advocates of COLTS argue that, in the improvement of COLTS, joint and collaborative efforts are required from all role players. Indicators of positive COLTS are willingness, commitment, positive attitudes and dedication of role players in the improvement of teaching, learning and provision of services to schools. This implies that all role players value the process of teaching and learning; existing practices reflect a commitment to teaching and learning; the resources needed to facilitate this process are available and schools are structured to facilitate these processes.

2.2.1 The role players in a culture of learning, teaching and services

According to Kruger and Van Deventer (2003:4), schools with positive COLTS display the characteristics such as a positive classroom environment in the sense that educators are committed to teaching, learners participate in learning and teaching activities, order and discipline prevail and interpersonal relationships are sound. The leadership and management are effective and School Governing Bodies (SGBs) and School Management Teams (SMTs) work towards the realisation of a vision, aligning and directing role players' settings, strategies and empowerment accordingly. Subsequently, the necessary infrastructure and facilities are in place and are neat and safe for teaching and learning. Lastly, educators maintain high professional standards, including role

modelling and there is evidence regarding healthy relationships that exist between all role players and all of them exhibit a sense of purpose.

In short, it can be concluded that:

- Principal is to instill a culture of working together in the spirit of oneness and inspire, promote and support innovation among role players.
- Educator is to work in tandem with parents in teaching learners how to live, lead productive lives and care for others with a view to share in diverse cultures, common values, norms and climate as good citizens.
- Learner is to build a strong community as foundation for improving the learning climate of schools because schools need to form bonds of their communities.

These role players' roles are summarised below:

Oakland (2000:24) mentions that the primary task of a principal, just like that of a leader is to create and build quality culture in schools. Similarly, Bond (2001:22) argues that it is the responsibility of a leader to inspire, support and promote a culture of performance excellence. Performance excellence in school contexts would mean educators and learners doing their best in managing teaching and learning respectively; demonstrating commitment to a culture of performance; providing support and appropriating resources and assistance; establishing partnerships with internal and external role players and appreciating and recognising achievements. The principal as the leader of a school fulfils a number of roles in creating positive and quality COLTS. These roles are summarised and documented as follows by authors such as Gilchrist (1996:135), Gates (1998:19), Freiberg (2000:13), Kruse (2001:350/360), Hausman (2000:25), Blasé and Blasé (1999:130), Caldwell (1999:456) and DoE (2001d:1):

- The principal provides a vision of where he/she wants the school to be. For example, this vision may be about academic performance, in terms of the pass on a yearly basis. This vision may be captured in the mission statement as milestones for achieving these results.
- The principal develops strategies that will guide the school towards achieving the vision. These strategies are broad directives to be followed by all role players designing operational plans.

- The principal takes care of critical success factors without which the plans cannot be executed. For example, it will not be possible for a school to teach effectively if stationery, textbooks and other teaching learning resources are not available to educators and learners.
- A related factor is the provisioning of appropriate infrastructure. The principal alerts the Department of Education to an inadequate infrastructure by submitting a requisition, following the appropriate procedure through school governing bodies.
- Fullan (2001:112) and Marlow (2002:1/2) argue that the leadership skills of the principal as context setter and designer of culture change are all about instilling a culture of oneness, transparency, trust and innovation among role players. It is important for principals to tap into the energy and excitement of staff, to resuscitate their passion for teaching, even after years of restructuring that might have left many suffering from change fatigue. Only then will educators be willing to take risks and to express their ideas freely.

Educators need to know their learners and focus on relationship building. Consequently, they establish a relationship of trust in which learners are respected, understood and recognised for what they are. Such a message of inclusion lays the foundation for open communication channels provided there is enthusiastic and professional management of learning processes and learning environments that are the core of the motto of being well prepared. Attention is paid to advance preparation in order to anticipate learners' expectations. The creation of an environment conducive to learning and teaching strategies such as learning materials and methodology provides the opportunity for learners to practice their skills as well as to build co-operative learning environments in which they understand the dynamics of working together and are able to give and take in a group situation.

The primary task of an educator is to teach but, that for teaching tasks to be didactically and pedagogically effective, teaching has to be properly managed. In other words:

- Planning and preparation of lessons must take place timeously.
- The classroom environment must be conducive to teaching and learning.
- Learner activities must be organised for learner involvement and participation.
- Various teaching methods must be used to make learning interesting.
- Classroom conflict must be managed towards a win-win situation.

- Learner performance must be assessed in multiple ways.
- Discipline must be maintained and disruptive behaviour dealt with.
- Teaching media should be developed with input from parents to ensure buy-in and sharing of expertise.
- Homework should form part of learning and parent's involvement.
- Parents should be involved in classroom activities such as discipline.
- Time should be used effectively - in classes, timetabling schedules, lunch breaks, etc.
- Positive interpersonal relationships should be fostered in class through educators' enthusiasm for the subjects they teach.

Educators who create classrooms like these contribute to the creation and maintenance of a climate, atmosphere or spirit conducive to quality COLTS. Through the dedication, willingness and commitment of educators, learners' negative attitudes can be changed and they can be motivated to take charge of their learning through diverse cultures that need to be connected by common values. Educators must, therefore, articulate those value systems intrinsic to learning, including confidence in the ability to learn, commitment to hard work, a desire to do their best, responsibility for doing what is right, initiative in moving into action, perseverance in completing tasks given, caring attitudes for others, and willingness to work with others (Diane, 1997:2).

Bruce and Geoffrey (1998:30), in their ethnographic study of children's perceptions of the culture in schools, found that children understand the complex form of collective identity in diverse cultures. Bush and West-Burnham (1994:126), in identifying learners as *clients* or *customers*, argue that, as managers, educators need to embrace a client-centred approach typical of quality schools. In today's educational context, cultural diversity is a given. Such differences often influence educational outcomes, resulting in lower self-esteem, misbehaviour and poor academic performance by learners (Kato, 2001:1) yet laziness, lack of motivation or incompetence, rather than cultural differences, is often erroneously given the blame.

The DoE (2000e: 21) indicates that learners have the right to be treated fairly and responsibly, to be shown respect, to be taught in a safe and disciplined environment. Educators on the other hand should be enthusiastic and interested in redirecting their effective learning. As change agents, educators must assist learners to link the moral

purpose that influences them with strategies that will prepare them to engage in productive learning (Fullan 1996:12).

In positive COLTS learners are regarded as the primary customers (Silins & Murray – Harvey, 2000:231). Consequently, learner self-concept is valued as an element that facilitates the attainment of outcomes related to academic achievement since it determines academic self-concept. The latter, if good, may lead to ownership of learning by learners. Even the quality of school life as experienced by learners is influenced by their perceived academic success and the extent to which they feel good about themselves as learners. Silins *et al.* (2000:232) indicate that there is evidence to suggest learners' feelings about their experience of school environment that it shape their future plans and influence their learning. Therefore a sense of achievement and a positive attitude towards the quality of school life are crucial to improved school performance.

Belonging to a school community and learning how to learn are also regarded as important indicators of quality schooling, with learners' approaches to learning and studying being linked to the quality of their learning and to their academic achievement. According to the DoE (2000d:22/23) learners should, if they want to be successful demonstrate positive learning features such as punctuality, listening to and being tolerant of others' opinions, accepting responsibility for securing their own safety, possessions and respecting the personal property of others by not damaging or stealing it and accepting responsibility for ensuring that premises are kept clean, not damaged or defaced so that they (learners) study in a healthy environment.

Lastly, parents play a major role in positive COLTS as Cronje, Jacobs and Murdoch (2002:33) contend that parents contribute to quality teaching and learning, but that their contribution is hard to detect and often goes unrecognised. The South African Schools Act (*Act 84 of 1996*) defines a parent as a person who undertakes to fulfil his/her obligations to a child or one who is legally entitled to the custody of a child (RSA, 1996c: 2). Obligations include financial obligations (such as paying school fees if so decided by the school). In terms of Section 8 (1) the South African Schools Act (cf. SASA) the governing body of a school is required to consult the parents of learners at the school on the content of a Code of Conduct, on the budget for the school and on fees to be

charged at a school (Davies, 1999: 71). Thus, educators need to recognise parents as partners in education, and to promote a harmonious relationship with them.

Given this context, parents are morally encouraged and obliged to share responsibility for developing the full potential of their children in academic, social and cultural fields. De Villiers, Wethmar and Van Der Bank (2000:59) mention that all parents, irrespective of whether they are members of the governing body or not, should support the governing body and attend its meetings to be informed of its activities. Moreover, they should ensure that their children adhere to school rules and behave in accordance with these, deal with any disruptive behaviour of their children and, when deemed necessary, refer them to education support services. It is crucial that relationships between educators and parents be characterised by mutual trust, respect and transparency if it is to be harmonious. Such relationships pave the way for communication, continuous improvement of COLTS, quality of work life for educators and motivation of learners to learn and educators teach.

Kruger and Van Schalkwyk (1997:148) argue that since the parents are primary educators of their children, they are responsible for the care, development and education of their children. However, parents may not always have the time, knowledge or training to provide their children with a sound education. Schools are therefore established for planned and specialised teaching and learning. Educators, as secondary educators, are acting in *loco parentis* in the teaching and managing of learning at schools. Parents should, however still be actively involved in all aspects of non-curricular as well as curricular aspects of their children's formal education, including academic achievement, attendance, attitudes, behaviour and willingness to do their homework.

According to Griffith (2000:162/163) parental involvement in education includes at least the following:

- Parents fulfilling their basic obligations – providing for their children's health and safety, creating a sound basis for learning and conduct and extending this to the child's school. Parents can help the school by establishing parent-support teams, creating resource centres, communicating with families through newsletters and home visits and assisting one another with professional and specialised support because some of the parents may be educated and also more specialised than educators (for example clinical psychologists).

- The most important aspect of parent involvement is the provision of learning support at home, which should be aligned to class work. Parents assist with, for example, listening and reading, ask questions, take learners for extra classes and supervise homework.
- Parental involvement in the management of classroom events necessitates a shift in emphasis and an adjustment in the training and behaviour of educators in the sense that educators acknowledge the existence of competent parents who can assist with specialised knowledge and are willing to utilise such competence, for example in budgeting and disciplinary procedures.

Parents could help to sustain positive COLTS by keeping learners busy during an educator's absence, assisting in practising skills such as reading and writing, checking work and revising homework. Parents may even assist with administrative tasks such as completing stock lists and drawing up budgets, filing forms such as applications for excursions and fundraising. Involvement of parents in the education of their children in the new education dispensation is necessary for full partnerships in education. Research also shows that a positive association between school, parents, educators and learners support, promote and inspire school culture and partnership (Sanders, 1999:220). Heystek (1999:21) indicates that the relationship between parents and schools should change from a client type of relationship to a partnership type of relationship. He argues that previously parents were perceived as clients because they did not have any say in the school or in their management. In partnerships all role players contribute to the decision-making processes and its implementation in schools; all role players have equal strengths and expertise to contribute towards decision-making processes in that they receive services on an equal footing and share responsibility and accountability at school. Such community partnerships benefit all those involved. Pena (2000:42) indicates that this partnership relationship also impacts positively on such learner achievement, overall quality of schools and the development of better attitudes, and more active assistance to educators in the continuous improvement of COLTS.

Lastly, the Department of Education has a major role to play in this partnership. Services at schools should be co-ordinated to match the available resources in holistic ways. Oakland (2000:19) argues that an organisation is a complex whole; an assemblage of aspects and features affected by and, in turn, affecting a system. It is the Department's responsibility to develop a system for the continuous improvement of quality planning of

services in schools (DoE, 2000c: 1): the setting of organisational goals and objectives, and the development of policies, procedures and programmes to attain these.

Schools affect the Department because of their purpose and focal point of interest, namely teaching and learning including technical and socio-economic functions; human, cultural and political functions as well citizenship and educational functions. The services the Department has to deliver are customer-focused services: departmental officials in the provinces and districts conduct school audits and attempt to involve role players at all levels in the essential activities of their schools. It is a process approach and the end results are achieved more efficiently when related resources and activities are managed as a process.

For example, The Gauteng Department of Education has also reaffirmed its commitment to the COLTS (DoE, 2001d: 1). In its vision it promises the best delivery of services and education possible for learners to empower them to take part in the social, political and economic life of the country and to become critical thinkers who have a say in matters of importance, including quality education. Furthermore, the Gauteng Department is committed to providing schools with secure and healthy learning environments and adequate buildings, equipment and facilities. It has also committed itself to fostering attitudes and values that will result in respect for the culture of other role players. Other features include empowering educators by providing training in new trends and methods so that they can work with learners in new and different ways to promote a good learning climate, helping learners work with a variety of accessing and processing. Lastly, it has committed itself to empowering parents by consulting and negotiating with them and other role players involved in the school.

With regard to the empowerment of learners, the Gauteng Department of Education has committed itself to fostering attitudes and values that will result in learners developing respect for other people, their democratic rights and cultural traditions as well as self-respect for the environment; developing their skills and broad competencies, thus enabling them to take part in economic, political and social life and developing their ability to think for themselves and use and handle information confidently and with pride.

With regard to the empowerment of educators, the Gauteng Department of Education has committed itself to train and develop them to accept new ideas and methods of

teaching; helping them to see learners as thinkers who need to learn to think for themselves; helping them to work with learners in new and different ways to promote a good learning climate and helping them to assess learners in new ways on different kinds of information – from books to computer sources such as:

- to build schools into functioning organisations through supporting the SMT; keeping close contact with schools; clarifying roles and responsibilities so that role players are able to work together; helping to negotiate legitimate authority relations within schools and helping to create a safer environment for schools;
- to assist schools in recognising the importance of COLTS as their central task;
- to strengthen capacity and build leadership by assisting in timetabling, budgets, meeting procedures and purpose, including record keeping and
- assisting in management of conflict resolution and team building exercises, and school development planning, ensuring participation and bringing role players together to work on common aims.

2.3 The negative culture of learning, teaching and services

In spite of all these efforts there are still schools that are not able to survive and develop because of extreme adversity caused by apartheid. These are black schools in the rural and township areas where the leadership is struggling to envision an improved COLTS (Christie & Potterton, 1997:12). Evidence of this often surfaces in communities wracked by poverty and unemployment where violence and substance abuse are often rife. Kruger and Van Deventer (2003:4) cite the following characteristics of secondary schools with negative COLTS such as poor attendance by educators and learners alike; educators not having the desire to teach; tensions between rival educator organisations; tensions between the various elements of the school community; occurrences such as vandalism, gangsterism, rape and drug abuse, high drop-out rate, poor school results; weak leadership and management; general feelings of hopelessness, apathy among educators, demotivation and low morale and poor state of buildings, facilities and resources.

Underlying all these features is the lack of a sound philosophy and/or the values and norms required for a sound organisational culture (Kruger and Van Deventer (2003:4).

The schools affected were dysfunctional in their organisation (Christie, 1998:14). Another issue of concern is the rate of pregnancy at schools. Issues relating to *education first and parenthood later* are often raised with reference to constitutional principles such as expulsion of pregnant learners is unconstitutional, unlawful and promotes gender discrimination. Another issue involves parents trying to get rid of a principal who was reinstated because he was on parole after serving eight years in jail for murdering five people. The moral decay reflected in these case studies cannot be allowed to continue. Rather, the causes and effects of these problems in black schools need to be identified and dealt with.

2.3.1 District D3 – Tshwane North Schools: A situation analysis

In the black schools of District D3 – Tshwane North, a vast sprawling area 34 km North of Tshwane (Pretoria), the situation at the time this study commenced, was desperate. In response to this situation a four-day workshop was organised for dysfunctional schools in the area. The workshop was a joint initiative of the Technikon Northern Gauteng and the Education Co-ordinating Committee and had the support of organisations, structures, and schools and individuals with an interest in the community. The workshop, held during the September 1997 holidays, was aimed at representatives from all schools, including learners. The facilitator, with permission of the organisers, developed a workshop programme before hand (Makina, 1997:23), indicating that its objectives were to restore COLTS; address the collapse of discipline in schools and the lack of responsibility exhibited by role players (educators, learners and parents); .re-introduce appraisals so that processes of promotion, recognition, achievement, growth and advancement could be resuscitated; find ways of motivating educators and learners to actively participate in schooling; ensure the availability of facilities, resources and equipment in schools since these were in a state of disrepair, inadequate or out of date; involve parents in the education of their children beyond the mere paying of school fees and lastly to develop strategies for the re-introduction and re-construction of COLTS.

The workshop revealed some very real problems, including a high level of absenteeism amongst educators and learners; classes dismissed before the time; learners roaming the streets during school hours, and frequent conflicts between educators and principals, all of which had a disruptive effect on what little education went on in the schools (Makina, 1997:13). All this and much more painted a very gloomy picture of the status of

education in black schools of District D3 – Tshwane North. To confirm the situation, the average matriculation pass rate for the high schools was only 43% compared with the provincial average of 55% (DoE, 2001b: 12/13), with only five high schools in the area having a pass rate of 50% and above by the year 2000.

The following issues, having been raised at the workshop, were prioritised and subjected to in-depth discussions.

Truancy amongst learners and educators who agreed that absenteeism was disturbing the harmony and order at schools in the sense that classes were sometimes without educators. This allowed learners to roam the streets and ill-discipline resulted. Absenteeism amongst learners was evident from attendance registers, which were marked after break, since learners did not bother to return to school after their lunch break.

The problem occurs of once participated non-graduates such as non-graduation *drop-outs* who cannot cope with the formal schooling system and/or who leave of their own accord because of pregnancies, learning difficulties, lack of interest and other related factors; *stay-outs* who have never entered the school system; *push-outs* who are denied access to schooling and *pull-outs* who leave as a result of external forces such as family and guardians, peers and friends, lack of funds to pay levies, uniforms, transport and related factors. In addition the need to earn money to supplement the family income is a common motivation for pulling out learners from schools. Last but not least, the pursuit of criminal activities and drug trafficking to earn money is another causal factor.

Lack of motivation, defined as “getting results through people or getting the best out of people” (Evarard & Morris, 1996:20) has been one of the problems in the District. Evarard and Morris mention that it is a fundamental mistake to forget that people are best motivated to work towards a goal that they have been involved in setting and to which they therefore feel committed. Another demotivator (hygiene factor) was the environment itself. According to educators:

The school buildings and facilities make the school climate debilitating. School buildings are in an appalling condition. Laboratories are not well equipped. In some schools there is no electricity. Laboratories and media centres are in an appalling condition with no materials to support the facilities. Toilet facilities are not functioning

properly and classes do not have proper light fittings. In two of the schools, latrines and the pit system were used. The staff-rooms were in an appalling state and the telephone booths had been vandalised. Principals were concerned about the safety and security of personnel and learners. The schools were fenced off but due to severe vandalism, gates could not be locked.

At the time of the workshop, there were moves to relocate and deploy one of the schools to a new building because the illegal squatters had invaded the hostels around that school. Chisholm and Vally (1996:13) argue that in many educational institutions the improvement of school buildings and facilities will not make a difference to school quality, and that the improvement of school quality lies in the classroom processes of teaching and learning and in the school processes of leadership and management. However, in contexts where schooling has collapsed, the condition of the school buildings and facilities does make an incalculable difference to the climate of learning and teaching because, *inter alia*, the morale of the learners and educators is influenced very much by the physical environment.

Substance abuse such as smoking and alcohol abuse occur frequently at schools. Christie and Potterton (1997:5) characterise substance abuse (use of drugs and smoking) as harmful and habit-forming. The user takes such harmful substances to the extent that his/her entire being is adversely influenced physically, psychically and spiritually. According to educators, learners use these substances because of peer pressure. Drugs identified include “shaba”, which is a drug of unknown origin, which may have profound consequences for the learners who use it. It affects academic performance because users are allegedly unable to concentrate in class because of hangovers and addiction and this leads to other offences such as skipping classes. In addition learners and educators indicated that they did not feel safe and secure at schools because of drug-related chain reactions such as violence, rape, crime, vandalism and car hi-jacking, implying that people who are under the influence of drugs may easily and unconsciously react negatively

Educators were also dissatisfied with the lack of co-operative governance (management and leadership roles) that prevailed at schools in the sense that the necessary participative balance in terms of sharing power, responsibility and accountability was non-existent. There was no proper consultation, transparency or sense of ownership.

Decisions that were taken were often not legitimate, excluded certain role players, thereby demoralising educators and learners whose parents were excluded from decision-making processes. Some of the Deputy Principals and Heads of Departments mentioned that they did not trust and respect their principals and felt no optimism about the leadership of the schools. In only six schools principals inspired confidence while social conflicts and problems engulfed the rest of the schools.

In all the schools learners raised the lack of professionalism amongst educators. They indicated a lack of respect for one another and for learners, a lack of co-operation and division amongst educators, sexual abuse and harassment of learners and drunkenness, especially during excursions and sports trips. Learners also accused educators of failing to involve parents in school governing bodies and resented them for their alleged watchdog role. There were indications that the interpersonal relationships between the principals, educators, learners and parents were not conducive to fluid communication. This affected the environment and contexts in which role players were operating. However, educators emphasised that their relationship with the principals was crucial, using key words such as *vital*, *critical* and *absolute*. They desired a mutually supportive partnership based on honesty, trust, openness and respect for persons. Instead, they experienced a sense of isolation from the community; coupled with breakdowns in communication and fragmentation between different constituencies.

Lastly, schools' academic performance was poor (cf. Table 2.1 below) due to their lack of facilities and resources such as media centres, laboratories and related cultural facilities. According to the District D3 – Tshwane North school ratings of the black schools (DoE, 2001b: 15); one school had been classified in the category 00 % - 19,99 %. The school obtained a 16,27 % matric pass rate in 2000 and a 19,66 % in 1999. The 3,59 % decline in performance is an indication that this school was not improving its academic performance. Nine schools were classified in the category 20 % - 39,99 %, and three in the 40 % - 59,99 % category. Two schools (a special school for the disabled and a technical centre) were classified between 60 % and 79,99 %. Only two schools obtained a pass rate of between 80 % and 100 %. One of these schools is a comprehensive school which obtained an 82,14 % pass in 2000 and a 64,00 % in 1999. The other school obtained an average of 81,34 % pass in 2000 and a 77,58 % pass in 1999. These statistics include passes with and without matriculation exemptions.

Table 2.1: Pass rates of Grade 12 in black schools of the District D3 Tshwane North.

SCHOOL	1996	1997	1998	1999	2000
A	19,02	19,52	36,74	14,50	43,51
B	28,00	28,33	50,29	50,90	58,47
C	23,68	28,33	47,67	25,97	31,64
D	45,38	23,10	31,48	19,66	16,27
E	35,60	23,24	30,95	19,06	25,40
F	19,40	10,97	30,64	24,69	32,40
G	26,30	28,90	24,80	32,30	26,17
H	83,00	76,53	64,34	77,58	81,34
I	19,40	16,67	21,42	29,90	32,26
J	50,00	39,26	39,60	24,50	32,41
K	39,26	29,36	40,67	55,66	46,67
L	21,90	18,29	25,31	46,97	37,16
M	36,00	28,09	63,47	31,63	38,86
N	-	-	77,50	64,00	82,14
O	-	-	50,81	65,30	76,92
P	74,00	64,40	62,29	58,00	73,13

The statistics show poor academic performance according to the Grade 12 results. This clearly illustrates the effect of negative COLTS on the schools. It is therefore imperative that factors undermining COLTS need to be identified analysed and eliminated/addressed and that principals of affected schools be assisted to address problems relating to individual behaviour, school processes, strategic direction and school culture.

2.4 Addressing dysfunctional schools in the transition period

Since 1994 South Africa has embarked upon an open and transparent process of policy making. The most important policies and legislation regulating the provision of education formed a framework of enabling Acts for the delivery of quality education, something that is crucial to economic prosperity and might enable South Africans to improve the quality of their lives (DoE, 2001c: 14). Schools are required, in terms of this framework, to ensure that education is underpinned by democracy, equity, access, quality education, efficiency, effectiveness, democratic participation, sustainability and relevance. This requirement is also implied in the vision statement included in the 1995 White Paper on Education and in the Foreword to C2005 policy. The vision is of:

a South Africa in which all our people have access to lifelong education and training, which will in turn contribute towards improving the quality of life and building a peaceful, prosperous and democratic society (DoE, 2001c:14).

The Department's role in achieving this is indicated in the mission statement:

Our mission is to provide leadership in the construction of a South African education and training system for the 21st century (DoE, 2001c: 14).

The vision and mission are idealised notions verbalised by the Department of Education to give direction to the objectives of the future. Schools need to go further, describing their objectives and desired results beyond the range of current resources and objectives, with reference to the constitutional framework and principles, namely equity, redressing imbalances of the past and providing finance and resources to formerly disadvantaged schools. In addition, schools need to provide access to basic education that is relevant to the needs of the economy and vocational aspirations, as well as broader social and cultural values. Included is the sustainability of development initiatives for learners so that they become contributors to overall transformation in the long term.

Implied in the vision and mission statements of the Department of Education is a commitment to address dysfunctional schools. This commitment formed the basis for interventions to improve COLTS. First was the need to create awareness of dysfunctional schools and create effectiveness or quality schools. Second there were changes and transformational trajectories for the improvement of school effectiveness and educator professionalism. Lastly, the impact of these - awareness of dysfunctional schools as well as school effectiveness and educator professionalism - would be determined.

2.4.1 Towards principles for intervention

This section addresses some ameliorative interventions by education departments in dysfunctional schools. The purpose of the interventions was to develop strategies for improving the quality of schooling and contributing to or promoting successful climate of quality COLTS. The following were the efforts to do so.

2.4.1.1 Culture of learning, teaching and services

Previous sections indicated that that the climate in many black schools is not conducive to effective teaching and learning. To address this problem, the Ministry of Education launched the COLTS campaign, aimed at developing COLTS conducive to the delivery

of quality education throughout the country, example, excellence, best practice, fitness for purpose and effective teaching and learning (Harvey and Green, 1998:11). This could be achieved by building a positive perception of education and by improving the conditions of schools (DoE, 2000d: 18). Secondly, in the *Call to Action* collaborative efforts are suggested for successful implementation of school effectiveness and educator professionalism to continuously improve COLTS.

2.4.1.1.1 Campaign for and implications of improved COLTS

School transformation requires both restructuring and reculturing (Datnow & Castellano, 2001:221). In the process of transformation, the role of the principal is reshaped and educators are developed to enable them to craft school cultures that help set the foundation for change (Deal & Peterson, 1998:27). The COLTS campaign attempted to transform schools and bring massive viability, urgent change and commitment to educational quality throughout the education system. Cilliers (1999:18) and Waghid (2000:101), in their thesis on culture change, provided a focus for behaviour modification by instilling key values and ethics such as application, commitment, determination to succeed, orderliness, discipline, mutual support, community involvement and community ownership of schools in education processes and practice.

The vision of a school is typically underpinned by values and principles that in South Africa are informed by the constitution. Chisholm and Vally (1996:1) mention that the aim of the new culture of learning and teaching is to foster creative, critical, independent thinkers with transferable skills and competencies. They also mention the need for attitudes and values that are compatible with the ongoing transformation of society. Against this background, the Department of Education felt the need to intervene through strategies like the COLTS campaign. The objectives of the COLTS campaign were:

- To ensure engagement with COLTS at all levels.
- To encourage parental participation in institutions of learning at all levels.
- To create a safer learning environment.
- To facilitate development and adoption of a South African Education Charter (DoE, 2000b: 18).

Since the launch of the COLTS campaign in 1997, schools were required to create an awareness of these campaigns amongst its role players. The mandate was to highlight

the issues, challenges and difficulties surrounding education and to put into place a strategy, which would address them (DoE, 1999c: 2). To this end the Tirisano strategy was launched during Phase 2, the *implementation* phase of COLTS.

At the outset of the COLTS campaign it was categorically stated that the use of successful schools as role models would play a critical role in fashioning the ideals to which all schools could aspire. Successful schools were defined as those schools that were effective in achieving or even surpassing their objectives. To be effective, the role model (benchmarks) chosen could not be distant or removed from the schools or communities to which they would be applied. It was also crucial that the profiles of the role models became visible (Western Cape Department of Education, 1999:1 - 78).

In Gauteng, the provincial department focused its COLTS *Management Plan* on those secondary schools that reflected poor academic performance, poor management and leadership. Other shortfalls, such as basic resource packages, safety and security; working in teams and partnerships were also major foci (Chisholm and Vally, 1996:4).

One of the proposed objectives was to combat poor matric results through the Extra Tuition, Support and Enrichment Programme (ETSE) in the District D3 – Tshwane North (cf. 2.3.2). Other intervention strategies aimed at improving COLTS were: Training of Members of the Representative Council in conflict management and dispute resolution, communication, code of conduct, planning and the role and responsibilities of other role players in schools (DoE, 1998a). School Governing Bodies also received training in areas of development planning and in their roles and responsibilities as members of school communities and/or management teams.

In addition to the COLTS campaign, a national publicity campaign was launched - in all eleven official languages of South Africa. The campaign used the full range of media, with schools constituting springboards for publicity. The publicity campaign strategies had maximum participation as purpose and included adverts on radio, television and in newspapers; posters displayed at public places including schools, bus and taxi terminals, places of employment and other government departments; road shows taken to public places, making use of celebrities to attract the people; seminars at institutions and schools and workshops with learners, educators, parents and employers (DoE, 1998a:15).

As part of the campaign, a COLTS Directorate commissioned a multi-media project, called *Yizo Yizo*, which consisted of a 13-episode drama series (broadcast on television) and supportive materials, which were distributed to secondary schools in South Africa. The *Yizo-Yizo* print materials were designed to accompany the television series and included newspaper inserts in the *Teacher*, a youth magazine and there were educator's notes. Educators, mainly at Grade 10 to 12 levels, received the materials for use in their schools in South Africa and classrooms. Research had been conducted in townships throughout South Africa prior to its production to ensure that *Yizo Yizo* was as realistic as possible to its target audience, youth and educators.

The series explored the collapse of Supatsela, once the autocratic, cane-wielding principal was forced to leave after a dramatic incident. Under Mr. Mthembu, the school had a reputation for order and discipline because he ran the school with an iron fist. His golden rules were proper dress code, discipline and cleanliness. Any learner caught breaking these rules was caned. He believed that order was more important than good education. He hated noisy classes. Consequently, educators always ran into trouble when they set out to make learning fun for their learners. One day Mr. Mthembu went too far. He beat a learner until she bled and he was forced to resign (*Teacher*, May 1999a:15).

Mr. Mokoena, who was lazy and corrupt, was appointed as principal – much to the delight of the lazy and corrupt people. His weak and corrupt leadership was an open invitation to the gangsters and criminals to move in. Drug sellers started bullying learners and disrupting classes. The school became a place of fear. Nothing could stop the anti-learners and gangsters from destroying the schools. Chaos ensued and things went from bad to worse.

A small group of learners and educators, under the leadership of a new principal, Ms. Grace Letsatsi decided to fight back. Under the guidance of the new principal a culture of learning and teaching began to emerge and it is this change that is explored in the follow-up series.

Yizo-Yizo was bold and direct – even shocking in places. It showed the nation those issues that had to be faced if COLTS were to be restored and improved. These included the high incidence of drug and alcohol abuse in schools; attitudes condoning rape and

sexual abuse of girls; the sense of powerlessness felt by the educators and principals since the abolition of corporal punishment, with educators often living in fear of gun-toting learners and lacking the means to enforce discipline; the anger and uncertainty educators felt regarding endless delays around rationalisation and redeployment; a breakdown in relationships between learners and educators who tended to blame one another for the crisis.

In presenting *Yizo-Yizo* as a case study, the DoE hoped that principals would understand that a school could change if leadership towards change was present and visible. Central to such leadership is the principal's management style, a style that should reflect a balance between task- and people-directedness.

2.4.1.2 Transition: From COLTS to Tirisano

The change and transformation of the structures, values and culture of school governance is a necessity, not an option. Schools are vital partners in the massive changes communities are undergoing, including the challenges of culture change. As a consequence, the *Call to Action* may not be realised by 2004, just like the realisation of COLTS awareness was not attained by 2000.

One major problem in schools was their lack of understanding regarding COLTS campaigns and their implications. Schools may have been mandated by top-down policies without role player's participation and, in all likelihood met with anxiety, conflict and resistance and/or took time to adapt to new cultures. Ignoring these dynamics and assuming that the introduction of the new policies will remedy these problems, is not likely to improve schools.

2.4.1.2.1 From COLTS to Tirisano

I took time to conduct an unstructured interview with Department of Education officials regarding the move from COLTS to Tirisano in 2002 because COLTS offices officially closed in 2002. Their response was that COLTS was meant to create awareness (1996 - 2000) while Tirisano was the call to action/implementation plan (2000 – 2004). The COLTS exercise identified a range of projects - from mutually dependent to specialised and autonomous projects for the period 2000 to 2004 (DoE, 2000b:14 – 17). The project highlights seven specialised priorities that serve as guiding principles for those

attempting to improve service delivery and/or satisfying the needs of all role players. The guiding principles for schools (COLTS) were Programme 2 which focuses on *school effectiveness and educator professionalism* meaning new vision of leadership in the improvement of quality culture in schools; role players working together, striving for quality service and seeking better ways to achieve the Tirisano goals; educators meeting standards of performance excellence through professionalism with a view to enhancing an ethos of ethical integrity; commitment to teamwork and co-operation with other role players, for example the formation of partnerships with schools in an open and supportive way to achieve shared goals and the reconstruction of schools as learning organisations in which role players seek and share pockets of knowledge, information, excellence and commitment towards growth and advancement.

It is implied that all role players need to be committed to the principles of continuous improvement (school improvement) and, through their innovations, to the delivery of quality service. The preceding principles serve as a philosophical foundation for commitment, consultation, legitimacy, transparency and ownership.

2.4.2 Relationship between COLTS and Tirisano

COLTS was promulgated to commit educators and learners to effective teaching and learning respectively. Critical pillars of COLTS according to the Department of Education (DoE, 2001a:3) were making schools work for us, reciprocity between governing bodies (which includes leadership and management), provision of a package of basic necessities and facilities (in order to facilitate teaching and learning), the adoption of the Education Charter for improved learner's performance and attainment and no crime in schools. The latter implies building processes and solidarity to ensure safe, secure and healthy environments for schools and quality education

School effectiveness and educator professionalism are included in Programme 2 of Tirisano, which provides schools with a unique opportunity to collaborate closely with role players in transforming schools and improving COLTS. Its guiding premise is that professional and motivated educators, in a school with adequate resources and buildings, are essential to effective teaching and learning (DoE, 2001a: 19). The implication is that schools need to be safe environments, where learners will not be victims of violence, crime, harassment or sexual abuse. Educators and learners should

be committed to teach and learn respectively; all members of the school community should be involved in school improvement, ensuring quality of learning and teaching, quality of work life for educators and implementing the no crime policy in schools (DoE, 1999b:2). Table 2.2 illustrates this:

Table 2.2: Relationship between COLTS and Tirisano

COLTS	Tirisano
Five Year programme (1996 – 2000)	Five Year programme (2000 – 2004)
Total commitment, willingness to be disciplined and dedication of role players	Making school work for all role players
Appointment of principals and SMTs	Leadership and management
Empowering governing bodies	Governance
Dedicated and committed to improved and positive COLTS.	Status and quality teaching
Learners attend school five days a week, full term and complete assignments	Learner achievement through regular attendance of classes
Addressing issues of crime and violence	School safety
Ensuring the availability of essential learning resources	School infrastructure and resources

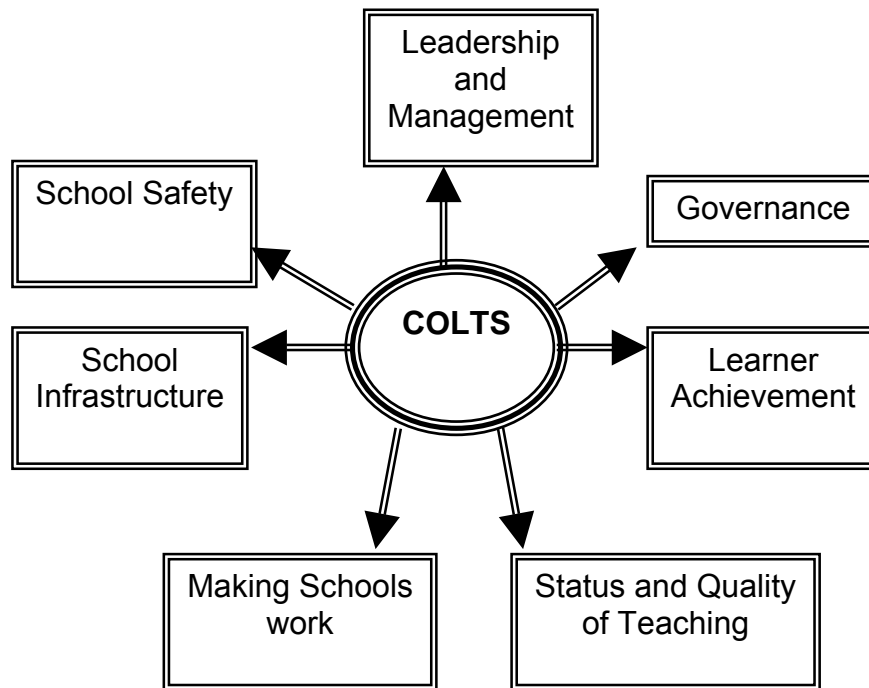
Table 2.2 shows that Tirisano strategy is an effective COLTS implementation plan. It was important for the Department of Education and schools to first create awareness of the existence of dysfunctional schools through initiatives such as the *Yizo-Yizo*, television show, the Education Charter, *The Teacher* newspaper, *The Educators Voice* magazine. This was followed by the COLTS implementation plan, which differentiated between structures that were mutually dependent, specialised and autonomous (see Figure 2.1 below).

To make the schools work, a shift is required from basic and routine functionality to renewal and enablement, a focus on learning, teaching, services and whole school development. The shift should occur in the context of the Department of Education's overall strategy and be integrated into social service delivery and clear prioritisation. A clear priority is the mobilisation of educators, learners, parents and communities to improve COLTS in schools and to provide opportunities for a better quality of work life for educators. These shifts in emphasis need to be communicated and institutionalised in the sense that they become part and parcel of the normal day-to-day functioning of schools (Datnow & Castellano, 2001:220). Implementation needs to be seen as a holistic continuous process rather than as discrete individual actions/occurrences.

Schools should, therefore, develop systems that focus on quality management, quality teaching and learning environments.

It has been noted above that Tirisano strategy comprises six programmes, COLTS implementation plan is the Programme 2 (goal 2) namely schools effectiveness and educator professionalism. This programme covered a number of deliverables, all aimed at making our schools more effective. Some outputs have been met, except few cases that this study would like to focus on such as leadership and management (governance) and schools' development framework to guide quality culture and continuous improvements in schools referred to as quality COLTS.

Fig. 2.1: Differentiation of COLTS into specialisation and autonomous priorities



2.4.2.1 Leadership and management

The leadership and management of a school – commonly referred to as the School Management Team (SMT) and the School Governing Body (SGB) must demonstrate support for but also inspire and promote commitment to the development of a culture of performance excellence for educators, learners and parents. As schools become centres of community life, as consultation between schools and communities improve, and as consulting processes and procedures become transparent, ownership of schools takes place. Such a sense of ownership is enhanced if everybody shares a common

vision of quality learning and teaching (professional character which characterises schools as closed organisations).

2.4.2.2 Governance

Governance is the component of leadership and management that has to do with the structures and processes of decision-making processes. Governing bodies comprise parents, learners, educators and interested parties from the private sector elected in terms of legitimate election procedures and policies. Governing bodies are meant to provide strategic leadership and direct schools through its vision and mission statements in the development of quality schools; to forge links and partnerships with other organisations, such as the private sector, in order to involve these in school activities with a view to ensuring continuous funding and resource contributions (bureaucratic character which characterises schools as open organisations).

2.4.2.3 Making schools work

For schools to function effectively and efficiently, all leadership structures (school management teams and the governing body) are required to continuously improve quality and standards with the aim of creating proper school communities and to ensure that all the role players contribute to the emergence of such communities. For example, educators must teach according to stipulated hours; learners must spend the whole school day learning and/or developing those skills that will enable them to enter the world of work; governing bodies should guide and manage schools. With regard to ethical integrity, learners must acquire/develop appropriate values and behave in acceptable ways. It is, after all, the mission of quality schools to prepare learners for broader society, implying good citizenship and the world of work.

2.4.2.4 Status and quality teaching

Quality teaching implies that the requirement quality learning is taking place. Hence, educators need to continuously adjust their teaching, mediation and assessment in accordance with new trends in schooling and education. Requirements to be met by educators and learners alike are formulated as norms and standards that describe acceptable behaviour and/or expected performance. It is assumed that effective learning takes place when educators create climates that are conducive to learning and where

there is evidence of educator professionalism. It is implied that educators should demonstrate that they are consistent, innovative, vary teaching methods and materials, respect the dignity of learners and inspire interest, trust and enthusiasm in learners, all of which are character traits of positive COLTS.

2.4.2.5 School safety

The safety and security of educators and learners make the school's climate conducive to teaching and learning, thus schools should be free from crime, violence and sexual harassment.

2.4.2.6 School infrastructure

The school infrastructure includes buildings, facilities and resources. Research indicates that improving school buildings and facilities will make a difference to school quality in dysfunctional schools but that, in general, the essence of school improvement lies in the quality of teaching and learning. Schools must therefore meet minimum infrastructural requirements necessary to establish and support climates that are conducive to teaching and learning, e.g. conforming to the minimum requirements for school safety.

2.4.2.7 Learner achievement

In a whole school approach to improvement, the creation of environments that are conducive to teaching and learning imply the existence of a learning culture, optimal use of teaching-learning time, reliable assessment and regular feedback to parents, learners and other stakeholders in this regard.

2.5 Impact of the interventions

The previous sections identified problems such as poor physical and social facilities; organisational problems; poor school and community relationships between the education department and schools. Many of these aspects of dysfunctional schools are still observable and have been documented:

- In Chapter 4 educators, learners and principals' perceptions showed symptoms of negative COLTS (cf. Tables 4.21 – 4.28). Evidence emerged that not all the black schools have serious problems and that there is no uniform culture, however, there are still many dysfunctional schools.

- In terms of poor academic performance, black schools still show poor matric pass rates. For example it has been indicated that the matric pass rates improved by 4,4 to 73,3% in 2003 and that university endorsements increased from 16,9% to 18,6%. There were indications that Grade 10 and 11s seem to be disappearing (cf. 2.3.1).
- As has been discussed in the previous paragraph, some outputs have been met such as principals, deputies, heads of departments, school governing bodies have been appointed and elected respectively and new schools are being built. There are a few cases that this study would like to focus on. These include effective leadership and management, resources, environments, school development framework to guide school improvement (quality COLTS). These issues are priorities for attention and are identified in Chapter 4.

It can, therefore, be concluded that the department's COLTS intervention has had little or no impact on some black schools. This could be due to the fact that the intended *message* did not reach the intended target schools; or the one size fit all notion articulated in earlier sections; or the implementation was too westernised or without situation analysis or the sum combination of all these factors. In this research project it is suggested that we should look elsewhere to improve COLTS, that we should consider using a TQM approach towards improving schools (Chapter 3).

2.6 Summary

The phenomena evocatively referred to as the culture of learning, teaching and services (COLTS) and Tirisano (working together) for schools were compared. Their relationship and comparison indicated a relationship between the two and suggested that a third strategy, the adoption of a TQM philosophy (cf. 3.2; 3.4; 3.5), may enhance what has already been achieved by COLTS and Tirisano because the TQM principles show a natural alignment to the philosophy underpinning both COLTS and Tirisano, since all of them:

- focus on the total picture, recognising that role players contribute in some form or other to the end product or service to the customer (Van der Westhuizen, 2002:284). Role players are involved in every function and at every level in the school (cf. 3.2.) including school leadership and management; school governance; status and quality classroom management; learning and teaching achievements, safe and tolerant

learning environments. Such total interaction implies a give-and-take interaction at schools. Thus the quest for quality is everybody's concern

- subscribe to quality in the global sense but also in terms of contextual needs. First, there is the need to ensure school safety and consistency of processes, and secondly, there is a growing need to differentiate learner achievement and services in an increasingly competitive global environment (Van der Westhuizen, 2002:284). The focus is therefore on excellence in terms of making schools work effectively and efficiently; fitness for purpose in terms of school infrastructure and safety; value for money with regard to improved infrastructure and facilities; continuous transformation of status and quality of teaching and focus on management and leadership, more specifically on governance, that require a cultural change that will transform management behaviour and attitudes and accept that, because quality will not be achieved by accident or by dictate, but by sound management with leaders who are dedicated and committed to transformational change and continuous improvement.

It is not the intention of this survey to indicate that the TQM philosophy is the answer to all the problems at schools and/or that it will serve as a quick fix to all the problems associated with negative COLTS. Rather, it proposes that the adoption of TQM is a natural progression from COLTS, through Tirisano, because their aims, philosophies and principles are so closely aligned. Together, the initiatives launched by the Department of Education and a new TQM initiative could improve the COLTS at schools to the extent that excellence becomes the norm rather than the exception.

CHAPTER 3

TOTAL QUALITY MANAGEMENT FOR SCHOOLS (TQM)

3.1 Introduction

This chapter describes Total Quality Management (TQM) as a philosophy and explores the possibilities for its implementation in schools, with specific reference to the implications for the COLTS in South African schools. The primary aim of this chapter is to create an understanding of the basic philosophy of TQM that can enhance the quality of learning and teaching in schools. For this purpose, the chapter explores the notion of TQM in terms of its philosophy, principles, culture and implementation possibilities. It also considers the roles played by principals and other governance structures in the implementation of TQM at schools.

3.2 Total Quality Management for schools

According to Blankstein (1999:4), the idea of *'Total Quality Management'* (TQM) grew out of what was described as an 'economic miracle' worked by a transformational management guru, Edward Deming, in Japan after World War II. According to Van Schoor (2001:3), Japanese products were, at that time, regarded as inferior, with the result that they could not compete with European or American products in world markets. The Japanese realised that they had to do something to improve the quality of their products and one of the measures they took was to enlist the services of Deming. Focusing on quality management as a tool for transformation, Deming helped the Japanese regain the respect of their competitors because they managed to produce products that were not only on a par with but often better than those of their rivals.

Quality is often associated with excellence and/or conformance to specific standards. Informed by this association, authors such as Horine, Hailey and Rubach (1993:2) contend that the most crucial element of quality is "fitness for purpose" while Oakland (2000:4) as well as Willis and Taylor (1999:5) identify customer satisfaction as the most important element. TQM in education follow the general definition of excellence, value adding, and fitness of educational outcome and experience for use, conformance of

education to output planned goals, specifications and requirements in education (Sahney, 2004:145; Karusnes, 2004:45).

Most TQM theorists typically support one or the other of these broad definitions: fitness for purpose (Juran, 1989:12); conformance to requirements (Crosby, 1979:5); continuous improvement (Hillard, 1990:13). Others, like Van der Westhuizen (2002:283), focus on the holistic nature of TQM which, according to Allen (1996:23) implies the existence of synergy, something intangible that emerges when all organisational activities are directed by a particular focus, albeit a vision, goal or end product. According to Kerzner (2001:77), synergy could be obtained if a group of elements in a system, either human or non-human, are organised and focused on the same goal, thereby creating a 'whole' rather than a 'fragmented' approach to quality management. Crucial to the creation of synergy, according to Van der Westhuizen (2002:287), is the need for a common understanding of quality and the need to change in the organisation. Secondly, Leaders/managers operate in accordance with agreed upon principles and values and provide the requisite systems and resources. Lastly, role players provide quality service to identified customers and lead by example (models).

Yet others, like Crawford and Shutler (1999:68), Quong and Walker (1999:3), Koch and Fisher (1998:1), Shlomo and Moti (1999:3), Willis and Taylor (1999:6) argue that TQM is a philosophy, an approach to management that uses reason and arguments in seeking the truth (Allan, 1996:23). Davies (2003:91) refers to TQM (US) as new managerialism (neo-liberalism in the UK) requiring compliance and desire to shape own directions (vision). In terms of this argument, the ontology of cause and effect implies a material universe, physical phenomena and productive human behaviour. Koch and Fisher (1998:3), pursuing this argument, contend that the adoption of a TQM philosophy holds the promise of increased customer satisfaction because it implies quality service focused on customer needs, committed to continuous improvement and involvement of employees in decision-making processes.

Informed by these arguments concerning the nature of TQM, Shlomo and Moti (1999:7) contend that it is both a philosophy and a system which, together, could serve as a basis or foundation for organisational improvement. Deming (1986:11) himself pointed out that, although TQM philosophy was originally intended for the industrial sector, the

management principles on which it rests, could also be applied to service sectors, including education.

Irrespective of the differences in definition however, all of the major TQM proponents (Deming, 1986; Crosby, 1979 & 1984; Ishikawa, 1983 & 1985; Juran, 1985 & 1989; Oakland, 2000:14) emphasise:

- The role played by leaders in the creation of quality culture as primary tasks of the leader in the TQM organisation, namely schools and industry.
- The importance of vision and mission statements as elements of culture change.
- The ability of leaders to develop strategies, mobilise staff and use tools that will facilitate the realisation of the vision while maintaining quality.

Notwithstanding its seeming simplicity, TQM must not be regarded as a quick fix strategy that can be mastered in a one-day seminar and then quickly implemented in an organisation. Rather, it should be seen as *kaizen*, a Japanese concept that describes the dedication of the entire organisation to continuous improvement. The process of continuous improvement should not be regarded as a stand-alone event, but as a race without a finish, where team members accept co-ownership of the process and the products, thereby contributing to the creation of a climate of success.

TQM is also not simply a matter of quality assurance or quality control, although these are elements of the TQM culture. According to example Van Schoor (2001:22) quality control falls into one of three categories, namely *before the fact*, *during the fact (operational)* and *after the fact*, categories that Kruger and Van Schalkwyk (1997:34) describe as *prior*, *during* and *after*. 'Before the fact' actions (*quality assurance*) have to do with pre-empting and forecasting future conditions, eliminating uncertainty and providing guidelines for a particular kind of behaviour, thus leading to high quality production. 'After-the-fact' actions (*quality control*), on the other hand, are aimed at the identification of flaws/faults in goods or services with a view to taking corrective measures (Oakland, 2000:13).

Since TQM is a holistic approach, it encompasses before, during and after the fact actions that are pre-empting, monitoring and rectifying, hence the descriptor 'total' in TQM (cf. Table 3.1). The effectiveness of an organisation within the TQM paradigm will, therefore, depend on its guiding philosophy, core values, beliefs and particular purpose

(Oakland, 2000:22), but also on the extent to which each role player performs his/her duties in moving towards the common vision and objectives defined by the organisation where s/he works. In this context quality management becomes a process by which information is provided in order to keep all functions on track, the sum total of the activities that increase the probability that the planned results will be achieved.

Current trends in schools refer to TQM as new managerialism, which is also referred to as neo-liberalism in the UK which means that the requirement of school improvement and commitment to strive for it is one of the strategies for creating continual change (Davies, 2003:93). New managerialism relies on requiring compliance and individual desires to shape their own direction within a structure and it partially disguises the coercion by placing increased emphasis on personal responsibility within the new system. This results in an attempt to achieve more for less from educators – workloads going up, thinking that change and leaders seeing their roles as curtailing academic performance flexibility and freedom in order to achieve the kind of performance principals want. George and Gerard (2003:1) assert that managerialism is more important for productive activity for individuals and that only effectiveness and professionalism (Tirisano goal 2) and collegial culture (quality COLTS) provides sufficient condition for total quality enhancement of quality initiatives to become reality. In addition they argue that leadership in schools fosters an environment for resourceful and enterprising behaviour where all role players are considered to be important in the achievement of personal and school quality of teaching and learning (quality COLTS). This is a typical distributed leadership that is currently in vogue (Harris, 2004:13). It is currently receiving attention and growing in empirical support. Consequently this study advocates it as a form of collective leadership in which educators work together to create a TQM framework.

3.2.1 TQM culture

According to Murgatroyd and Morgan (1993:65) a TQM culture - the first “C” of TQM - is one where implicit rules, assumptions and values bind an organisation together. They contend that a typical TQM culture in a successful organisation is one in which innovation is valued highly; status is secondary to performance; leadership is a function of action, not position; rewards are shared by all; development, learning and training are

seen as critical paths to sustainability and empowerment is related to continued development and the achievement of goals.

Peterson and Deal (1998:28) support this contention, adding that TQM cultures reflect the values, norms, beliefs, traditions and rituals that are developed over time as people work together, solve problems and confront challenges with a view to improving their organisation. According to Pool (2000:37) these are the synergistic elements that contribute to the creation of a positive climate. Rooted as they are in the organisational culture, they represent the values and/or beliefs held by members of the organisation, the philosophy/approach adopted in the management of the organisation and the common habits of the members of the organisation.

Sallis (1993:37), accepting that the TQM culture is about ethos, observed behavioural regularities, norms and values, rules of the game, philosophy, management style and customer satisfaction add another dimension to the concept by pointing out that it is also about minimising the control role of those in leadership positions while gaining energy from everybody's achievements and sense of ownership. Oakland (2000:25) implicitly supports this contention in the emphasis he places on commitment, understanding and the ability of leaders to motivate others towards the realisation of the vision and/or goals in the building of quality culture. According to him, leaders/managers should, if they wish to build a successful organisation, be able to define the critical success factors that will make the achievement of the vision and mission possible; understand the processes and structures required for TQM; understand the role of leadership in the development and motivation of members of the organisation and understand the rules of the game.

3.2.2 TQM vision

According to Davidoff and Lazarus (1997:67) a "vision is the flame which lights the organisation, which gives its members a sense of pride of the unique contribution that this school alone can make". Abolghasemi, McCormick and Connors (1999:80) define it as the image of a desirable future. According to Blendinger and Jones (1989:230) a TQM vision imbues organisational culture with a sense of purpose, indicating what is important and valuable. Murgatroyd and Morgan (1993:79) concur with these views when they describe the vision as an overarching concept or guiding force for transformation that finds its expression in a mission statement.

Ramsey (1999:30), arguing that no vision or mission statement is complete unless it has synergistic elements in creating a culture change, claim that organisations become what they believe. He emphasises the importance of everyone involved knowing what these elements are because they cannot be connected or committed to something if they do not know what it stands for. According to him, visioning is, therefore, an integral part of a strategic planning process, part of which is allowing participants/members of an organisation to express their ideals and harness their unique qualities towards the realisation of a vision. Davidoff and Lazarus (1997:46) agree with Ramsey, emphasising that such a process ought to be a creative strategy that recognises the cardinal principles of school governance and capacity building including sharing of values, hopes and dreams; understanding environmental trends, constraints and possibilities looking at the human resources available in a school. Integrating all of these into a colourful tapestry expresses who we are, what we can bring in and what we believe in.

Given these arguments it could be inferred that vision and mission statements embody two complementary components: a guiding philosophy and a common image of the organisation concerned, albeit a business, industry or school. In terms of their being guiding forces for transformation (Morgan,1993:79), vision and mission statements are useless without visionary leadership, leadership infused with and able to infuse TQM principles into all activities (Lambert, 1988:13), ensuring that all efforts are geared towards the realisation of the vision.

3.2.3 TQM principles and pillars

TQM stands or falls by its principles, the basic truths which form the basis of reasoning and which serve as guide to interactive efforts (Prinsloo, 2001:17). According to Prinsloo (2001:17 – 19) these principles are:

- customer focus,
- leadership,
- involvement of role players,
- adoption of a process approach,
- adoption of a systems approach to management,
- commitment to continuous improvement,
- adoption of a factual approach to decision-making and

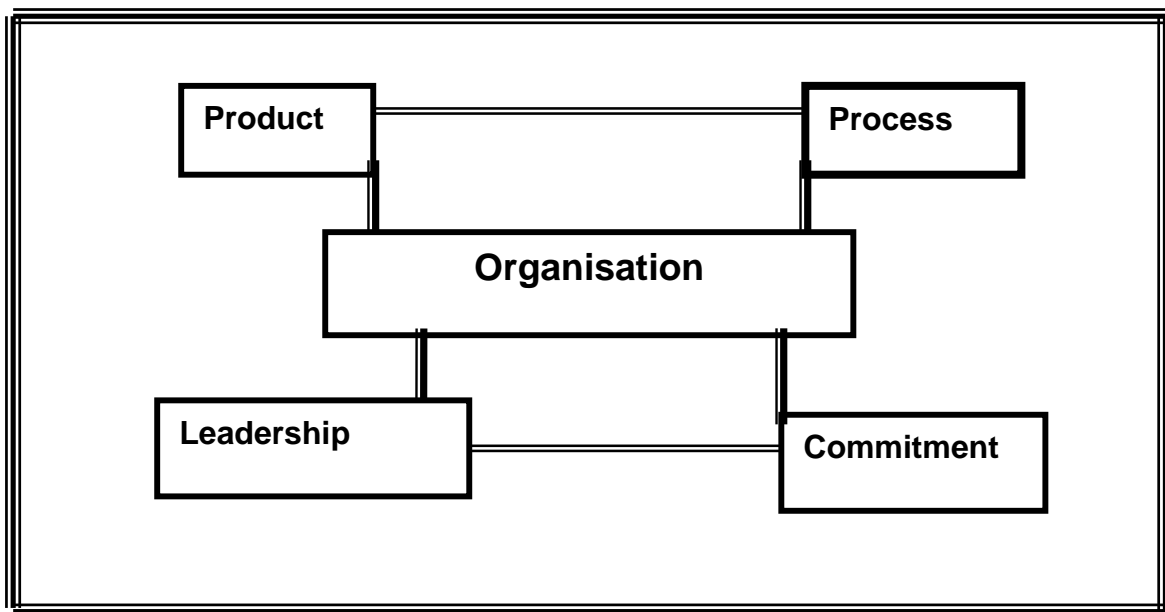
- establishment of mutually beneficial relationships.

According to Creech (1994:7) a holistic, humanistic management system - like TQM - needs to infuse its principles into every aspect of the organisational model because:

Product is the focal point for organisation purpose and achievement. Quality in the product is impossible without quality in the process. Quality in the process is impossible without the right organisation. The right organisation is meaningless without the proper leadership. Strong, bottom-up commitment is the support pillar for all the rest.

Informed by this assumption he identified what he called the 'Five Pillars' of TQM (*product, process, organisation, leadership and commitment*), arguing that each pillar depends upon the other four and that, if one is weak, all of them are (Creech,1994:6) (see Figure 3.1).

Fig. 3.1 The Five Pillars of TQM (Creech, 1994:7)



3.3 TQM for school's change

According to Matthews (2001:52) one of the objectives of 'schooling' is to encourage cultural change, a change that will be regarded as valid if it has the improvement of teaching and learning as focus and if accountability is regarded as a 'change element'. Cultural change implies changes to the whole of the school - structures, processes,

relationships and the ways people think and feel (Matthews, 2001:53). Its purpose is to create a changed school organisation, hence changes to values and beliefs are implied.

Sharples, Slusher and Swaim (1998:75) and Sahney (2004:162) argue that TQM will also work in education provided that its adoption is part of a strategic planning process that has TQM as purpose and is customised according to specific contexts. Once the strategic plan has been adopted, an implementation plan needs to be drawn up to facilitate achievement of TQM goals. Given these requirements, TQM becomes a management responsibility (Grant, Mergen & Widrick, 2002:11). School managers need to drive the adoption and implementation of customised TQM philosophy in schools by communicating the objectives and policies and by modelling commitment to quality culture (Barnett, McCormick & Conner, 2001:4).

Given Koch and Fisher's (1998:3) and Banwet and Karune's (2004:146) contention that the fundamental purpose of TQM is customer satisfaction – which implies quality service – the adoption of a TQM philosophy for schools sounds like a reasonable option, not least because dissatisfaction with the quality of schooling is frequently cited as a problem. According to Quong and Walker (1999:5), schools can no longer maintain their traditional structure and its accompanying approaches to managing, learning and teaching if they are to become providers of quality learning. Rather, they should accept that they are in the business of providing a service and that their primary customers are learners (Willis & Taylor 1999:5). Having done that, they should organise all their activities towards the achievement of customer satisfaction, in the context of TQM, without compromising quality.

The primary business of schools has been discussed as to promote learning. By implication, schools operate in accordance with specific norms and values, and should ensure that these are conveyed to learners, their parents and the broader school community. According to Van der Linde (2001:535) a key task of the contemporary school is to stay ahead of change. As a result, the roles of school managers also have to change. Both these statements are particularly applicable to the current South African situation, where schools are required to change from an exclusive, apartheid system to an inclusive democratic one, hence the proposition that TQM be considered as a way towards the continuous improvement of South African schools and, specifically, the COLTS in currently dysfunctional black schools.

Adopting TQM as a change (*or transformation*) strategy for schools does not mean that schools must seek perfection in all their products and services. What it does mean is that schools should strive to deliver the best (highest quality) service and product it can in terms of its unique context and circumstances. Quality standards are, therefore, contextual in nature and their primary purpose is to serve as point of departure for the establishment of structures and procedures that will enhance quality (Widrick, Mergen & Grant, 2002:6). Schools should, therefore, move away from reactive, ‘after-the-fact’ quality control – a tendency in dysfunctional schools – to proactive, ‘before-the-fact’ quality assurance, typical of TQM (Oakland, 2000:3) (see Table 3.1).

Table 3.1: The three categories of control (Oakland, 2000:23)

BEFORE THE FACT	OPERATIONAL	AFTER THE FACT
Strategic plan	Observation	Annual reports
Action plan	Inspection and correction	Variance reports
Budgets	Progress review	Audits
Job descriptions	Staff meetings	Surveys
Individual performance objectives	Internal information and data systems	Performance review
Training and development	Training programmes	Evaluation of training

It follows that schools need to move the focus of control from outside the individual to within, the objective being to make every role player associate with each other through constant contact, being accountable for his/her own performance and emotional closeness because through emotional embrace role players may act interdependently. In addition, schools need to get role players committed to attain quality in a highly motivated fashion not be coerced into moving in the direction of the principal guide.

Instead, role players need to be aligned, directed and guided towards a vision through their participation in strategic plans. In addition, they need to be involved in the design and execution of action plans, including budgeting, time-tabling and performance management. Their roles need to be well defined as must their job descriptions in order to facilitate quality performance. The implication is that all participants (role players) will have to be trained in terms of TQM, its purpose and its implementation. In this regard, Deming’s fourteen points are of particular relevance.

3.3.1 Deming's Fourteen Points

Deming's efforts to promote the restructuring of the Japanese managerial culture led to the identification of fourteen points for effective practice. The effective practice outlined by Deming (1986:11) defines effective ways an organisation might operate. His point of departure is that role player's best performance and working experiences will not ensure quality. Rather role player's working performances have to be directed by a theoretical paradigm, which is based on specific principles. In this survey, the Fourteen Points are presented as a set of principles that provide a method for overcoming barriers on the road to quality for schools.

Deming is concerned that organisations that try to measure success through performance indicators may forget that the real measure of success is happy and satisfied customers (Deming, 1986:141). The Fourteen Points address the views on how quality can improve and the key to these lies in the use of statistics and in management accepting the fact that they are responsible for poor quality because they own the processes. He argues that the purpose of statistics is to study and understand process and product variations and that statistics should be used to help identify these variations and to reduce variations (Deming 1986:43 – 48; Sallis 1993:48/49; Mears 1995:230 – 237 and Oakland 2000:243 –244). Deming's quality audit can be conducted to improve quality through the fourteen points below.

Secondly these Fourteen Points need to be viewed as an interrelated system of paradigms, processes and procedures, which are integrated, interdependent and holistic. They are explained briefly with an indication of some of their implications for schools. The purpose of these Fourteen Points in this survey is to indicate whether or not TQM does have some value for school. These can be used to complement the approach that may work as guidelines for the implementation of TQM in schools related to COLTS. Their indication and implication for education and schools are briefly contextualised (Deming, 1986:43 – 48 and Van der Westhuizen, 2002:300 – 304):

- **Create constancy of purpose:** Schools can be constantly improved by setting long-term goals and objectives for the school system as a whole. This is a strategic function that needs to be pursued by all role players involved in the school. Secondly, as the most fundamental purpose of schools is the realisation of learners'

potential, fulfilling this mission requires promoting innovation, research and constant improvement of teaching. In this sense, constant educator development activities have to be modified to enable the delivery of a new total quality teaching. Lastly, the school's goals and objectives must be defined clearly and in measurable terms. To implement these goals successfully, schools need to develop operational indicators of quality learning outcomes because the primary purpose of schooling is academic performance although not necessarily exclusive. All these activities must be seen to as contributing to the total system.

- **Adopt a new philosophy:** This new philosophy must be one of intolerance of poor service and complacency. According to this, principals and educators must be aware of the need to change and to shift paradigms, for example, departure from conventional management. New management (new managerialism) approaches may include new teaching and learning strategies that aim at the success of every learner (Davies, 2003:91). Principals and educators need to make a long-term commitment to their schools to ensure that all role players are entitled to a set of specific and fundamental human rights such as the right to assume that their needs are as important as the needs of others, the right to make occasional mistakes, the right to express what they feel and think, as long as they do not do it in a way that infringes on the right of other. This provides a climate in which fundamental rights are improved, maintained and reinforced in quality culture that leads to positive COLTS.
- **Cease dependency on mass inspection:** Educators need to focus on designing successful, quality, high-level performance into the teaching process from the start. By doing this, the teaching process can be monitored continuously and adjustments made as needed, such as whole school evaluation. The focus in this respect shifts from management of crisis and corrective action to management of quality systems. Educators act as facilitators who support the learners during each step of the teaching and learning process to achieve success. These activities lead to a changing system, which in turn affects permanent solutions. Ultimately the evaluation of learners forms part of the ongoing teaching rather than consisting of annual testing only.
- **End the practice of awarding business on the basis of price alone:** This principle may be appropriate, for example, in the purchase of textbooks and test papers,

computers and other equipment and supplies. When alternative supplies are considered, however, the total costs and benefits should be taken into account, and not just the initial costs.

- **Always improve constantly the system of production and service:** Management has an obligation to continuously look for ways to reduce waste and improve quality. Waste can be regarded as time spent on unfocused or less effective teaching strategies. Schools need to add value to learning experiences, which require regular team discussion and analysis of every significant process and method that affect outcomes and results. There is always a need to refine processes and procedures to become even more effective. Hence a climate should be created in which principals, educators and learners are empowered to continuously evaluate and improve their own productivity and services.
- **Institute effective training:** Training and development must be seen as powerful tools of TQM schools and be regarded as key elements in the quality improvements process. Hence, this must be regarded as high priority for principals and educators. Needs assessments are required first and secondly, a long-term commitment must be made prerequisite for success. One approach could be the encouragement of educators to plan together and share professional experience with other schools that may be modelled as best practice.
- **Institute quality leadership:** It is the responsibility of principals to initiate quality improvement processes. They must know what they have committed themselves to undertake what action has to be taken. In this regard, respect for persona and confidence determine leadership style within a school. Another dimension is that principals must change fundamentally and transform their attitudes, mindset and basic paradigms before TQM can become a reality. This is because TQM requires leaders who are respected, trusted and committed to that vision and who can communicate the vision convincingly and consistently throughout the school.
- **Drive out fear:** Principals generate fear by instituting unnecessary regulations and procedures and relentlessly emphasising testing and accountability. Fear in the working environment inhibits people's productivity, accuracy, innovation and risk-

taking, collaboration, joy in labour, and may even cause role players to cheat. Because fear is counterproductive and destructive in the school and reduces performance, it is therefore important to eliminate or to at least reduce it to an acceptable level. Thus, a sense of security becomes the basis on which an educator's motivation is based. Fear should therefore be replaced with sincerity, loyalty, productivity, caring, respect and confidence.

- **Eliminate barriers between departments:** Any organisation including schools cannot afford to have role players straining in different directions. Collaboration among groups, not competition, is the key to success. Role players of a school are successful and achieve through establishment of cross-functional and cross-departmental teams. The strategy of cooperative teaching enables educators to be more productive together than they can be in isolation, and they thus enrich learning environments. Cooperation also enhances collegiality; consequently cooperative learning may be regarded as a valuable strategy for enhancing learner's learning skills. For example learners can participate in project teams by investigating problems and issues that require the application of learning from different disciplines. This would improve teamwork's combined talents to create more opportunities for learning.
- **Eliminate slogans and exhortations:** Educators often perceive slogans as signalling that a principal not only does not understand their problems but also does not care to find out about them. Thus quality stems from attention to the process and not from slogans. Consequently slogans, exhortations and targets created by principals should be replaced with data and know-how, and by allowing teams to improve the quality of their work. It is because slogans assume that role players could do better, but are not willing that the focus should rather be on fixing the system and processes rather than on the role players.
- **Eliminate work standards that prescribe numerical quotas:** Although quotas promote the achievement of numerical goals, which are simply symbols of reality, they do not enhance quality. Hence effective schools need to seek quality, not symbols. As the traditional assessment of learners has been over-emphasised it is important to bear in mind that tests and examinations do not necessarily reflect a

learner's progress. Schools should de-emphasise marks and emphasise life-long learning instead.

- **Eliminate barriers to pride of workmanship:** The fundamental belief is that role players want to do a good job. Poor performance by educators is not a result of laziness or irresponsibility but rather of management's inability to dispel fear and find ways to ensure that educators are allowed and equipped to do their best work. For example, principals' physical arrangements for informal dialogue between role players in the various components of the school should be encouraged. This provides an invaluable way for principals to get involved in discussions and to avoid excessive formalities. In addition, schools should emphasise intrinsic motivation because extrinsic awards might be regarded as an example of a barrier. Examples of merit systems could be regarded as statistically random, and educators may regard them with suspicion.
- **Institute a vigorous programme of education and improvement:** The only way in which a school can grow and prosper is if its role players continue to grow and learn. This means schools should view the continuing education of its educators as a good investment. This requires school principals to develop programmes that enable educators to upgrade their knowledge, skills and excellence. The result is that educators who are well trained, are more vital, interesting, inquiring and up-to-date in their field. They will in turn transfer such qualities to the work environment and are more likely to find quality solutions to teaching problems and will make learning a more interesting experience for learners. Thus the training of educators should also be regarded as an investment in quality education for learners.
- **Everybody must work to accomplish the continuous transformation:** As the principle of cooperation and teamwork has become the key to accomplishing culture change in schools, teams are then critical in schools because teaching is highly inter-functional. Therefore, cross-functional groups need close involvement in the school processes. Lastly, role players must be involved in quality improvement in such a manner that they contribute to the school culture change.

It becomes evident from the above that Deming's Fourteen Points can, to some extent, be applied to schools. Some of the aspects discussed above are crucial for the

conceptualisation of management in schools. Given that the principles of TQM have emanated from an industrial environment, role players should be alerted to the dangers of a mechanistic application of them in schools. Hence a critical look at how these principles are applied to schools will have to be adapted to make them suitable and fitting for a school milieu where focus is teaching, learning and the provision of related services for continuous improvement of COLTS.

In addition Crosby argues that organisations are not different and must develop the attitude that they will not tolerate defects (Mears, 1995:238). George and Weimerkirch (1998:34) support this and mention that anything less than a *zero-defect* approach will not result in an organisation's total commitment to improving their quality. Without this total commitment, improvements are unlikely. They argue that employee demotivation is common, prompting management to become worried about this and getting people motivated (Crosby, 1979:25; Mears, 1995:240; George & Weimerkirch, 1998:42 and Evans & Lindsay, 1999:98).

Like Deming, Juran taught quality principles to the Japanese in the 1950s and was a principal force in their quality reorganisation. He sought quality by working within the system of organisations. His finding was that management must learn to manage for quality (Mears, 1995:245). In his trilogy overview, he argues that to manage for quality culture is to approach quality as if it was as important as a major financial problem confronting an organisation through quality planning, quality control and quality improvement (Juran, 1964:23; Mears, 1995:45 and Evans & Lindsay, 1999:96/97).

In terms of the system of education and training in South Africa, in particular black schools that face grave challenges on account of the lack of COLTS, the quality philosophy applied in business and industry may be applicable to problems encountered in those schools. TQM provides a "methodology that can assist educational managers to cope with these challenges and changes in the school environment" (Arcaro, 1995:6). The fourteen points of Deming, Crosby's guide to quality and Juran's leadership for quality is central to this approach.

3.4 The need for school change to be managed

Slack *et al.* (1998:5) mentions that the hallmark of success in terms of organisational and managerial change lies in the distinction between ‘natural’ and ‘managed’ change. While managed change processes address change as a phenomenon and/or as a set of purposeful actions, natural change processes do not. The latter is, therefore, not an appropriate change management strategy. Managed organisational change processes have a serial logic (Connor & Lake, 1988: 21/22).

The *first step* is the identification of destabilising forces; the *second*, the selection of objects of change; the *third*, the selection of appropriate methods of change and the fourth and *final* step, the design of an effective strategy package. If changes are not dealt with effectively and adequately, the process is reviewed and again begins with the diagnosis and identification of destabilising forces. If the process was successful, a new organisation, with a new organisational culture, will emerge (see Fig. 3.2).

Fig. 3.2: A managed organisational change process: Connor & Lake (1988:6)

What are the destabilising forces?
Which parts require adjustments? Include changes individual tasks behaviour, organisational processes, strategic direction and organisational culture
What methods? Include technological, structural, managerial and people
Design Strategy includes facilitative, informational, attitudinal and political

3.4.1 Sources of change

Kanji and Asher (1998:5) distinguish between two kinds of school change, namely unplanned and planned change. While unplanned change is often the result of external forces it could also be the result of forces within the organisation/school. Examples of external forces that could impose change on schools include technocratic, social interactive and transformational imperatives.

Changes in and improvements in technology make school adaptations necessary to accommodate planned changes. This type of change is generated by a variety of factors such as changes in relationships between parents and children and between educators

and learners. These are especially pertinent if prescribed in legislation, such as the banning of corporal punishment; the changing role of educators, and the imperative to involve parents in school matters. This occurs when role players of a school decide on transformation to improve changes in the classroom, in the programme and the organisational structure of a school.

Transformational change is the only rational change to be made when a school is working poorly, or when external and internal forces on radical changes in teaching methods or support services in the training and development of educators. This type of change is dramatic in form and rapid in impact, and will ultimately radically change the entire culture of an organisational school structure.

Connor and Lake (1988:21) mention that the external sources of change may impact on schools. For example social changes in the beliefs, values, attitudes, opinions and life styles of society as a whole may bring about new requirements for products or services, but also more profound and unprogrammed changes, such as changes to school climate, environments and relationships between role players. Thus changes to education legislation, may result in changes to bureaucratic structures like the Department of Education and have a ripple effect on school governance and functioning. As a result technological developments, such as the use of computers, affect organisations while other developments may be limited to a particular organisation's own industry like schools.

In terms of internal sources of change, as identified by Conner and Lake (1988:22); professional and occupational associations such as role players who relate to their professions or occupations outside their organisations through membership continually learn about new developments in their specialities, and they take this knowledge back to the school community. Examples can be taken from members of the governing bodies working in private sectors assisting with finances at schools. In addition, the adoption of new organisational goals may be the impetus for numerous structural and personnel changes like role players of a school adopting the implementation of TQM in their schools. Issues such as excess or shortage of resources may stimulate a search for new ideas or ways to meet the goals of the organisation. For example excess resources may be useful for extra services for educators such as provision of managerial training and development.

It should be clear from the above that the orientation of schools towards change, creating a positive predisposition, is an important factor in the success or failure of change initiatives.

3.4.2 Objects of change

The second step in managed organisational change is the selection of the objects of change. According to Connor and Lake (1988: 27 – 28) an understanding of the basic elements of change – i.e. objects, nature, methods and meaning - is a prerequisite of successful change, regardless of how spontaneous or planned the change may be. Simply put, all role players should know, in advance, how schools will change, what schools want to do with the change, and where schools want to go with the change.

For example change events focus on task characteristics such as skill variety, task identity, task significance, degree of autonomy, feedback provided and opportunity for role player interactions. Thus these events are focused on the control, reward, appraisal and decision processes within an organisation. This is because strategic direction towards change is implemented in the overall direction that a school follows such change in the strategic direction or domain of the organisation that may be difficult to manage and could mean changing the structure of the school organisation, its management or its collective identity. Ultimately, organisational culture would consist of shared values, beliefs and expectations that create norms that shape individual and group behaviour in the organisation.

3.4.3 Methods of change

According to Marlow (1997:1) the change process involves three steps, namely unfreezing, movement and refreezing. Informed by this notion, advocates of change suggest for example that the technological method which concerns the production processes of an organisation is aimed at improving either qualitatively or the quantity of output. This method typically involves new equipment or techniques and may be accomplished through job diagnosis, job engineering, job rotation, job enlargement, job enrichment or changing job relationships.

Secondly, structural method concerns the modification of certain roles or relationships among role players. This change relates to the division and coordination of the labour in an organisation. Effecting change involves altering the organisational structures for

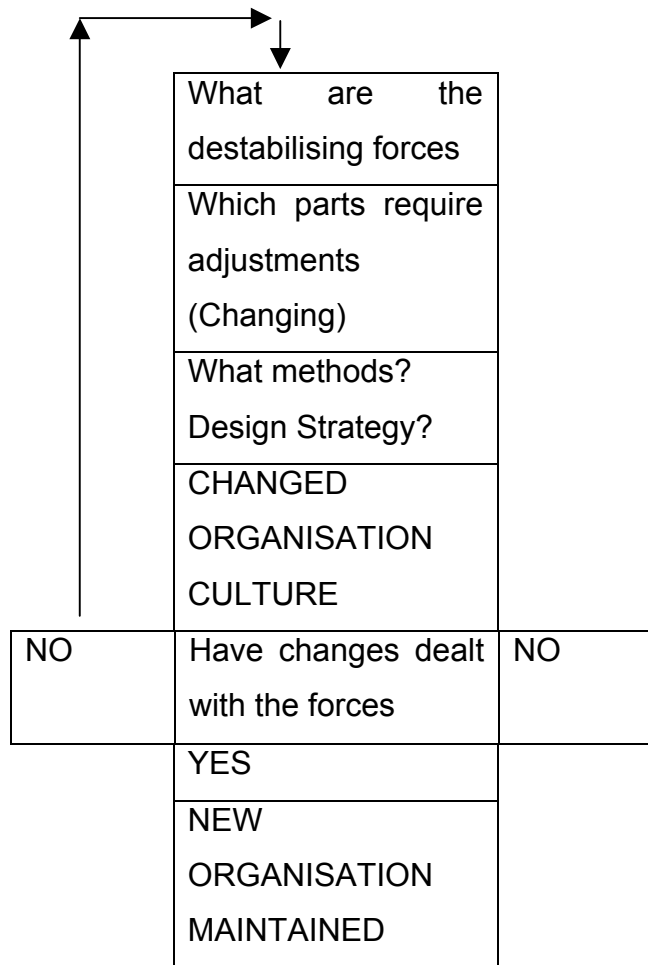
example school structure and dimensions of complexities, the formalisation, centralisation and coordination of organisations. The third method, the managerial method, effects change through administrative actions such as the reward system or through cooperation between employees and management and lastly, the people-oriented method effects change through the people who work in the organisation rather than through impersonal ways, such as changes in procedures or structural relationships. Principal methods by which people are the major instruments of change include participation in education and training programmes and organisation, meaning development interventions.

It is in the light of the above that Calitz (2001:21) argues that a dynamic framework for a managed school change process should evolve gradually and should be adapted to school needs. The central thrust of the framework should be to change the school to a new organisation and then to successfully maintain it. Distinguishable components in the new organisational structure of a school may include strategic directions - to set the vision of schools within the agreed values and principles which will guide all role players; the development of human resources; the provision of physical resources; networking, partnership and communication.

Conner and Lake (1988:107) noted that apart from the objects, methods and strategies of organisational change, people are key agents in the change process. In terms of school change process, the principal with the role players involved in this change process need to direct school change towards continuous improvement. Wong, Wyl and Kanji (1998:4) name this continuous improvement Kaizen, the Japanese concept meaning the slow, never-ending improvement in all aspects of life.

The result of a 'managed' organisational change process (see Figure 3.3) should be a changed organisation. This will only happen if the change process is a purposeful response to the destabilising forces affecting the status quo of the organisation rather than a random occurrence.

Fig. 3.3: Results of a managed organisational change process: (Conner & Lake, 1988: 116)



Culture change is necessary for successful TQM schools, and it is important that culture change and its management need to be a focus in school change. Change agents/managers need to act as catalysts, solution givers (*problem solvers*), process helpers and resource linker (Tang & Zairi, 1998:532). For example, principals need to consider the roles played by those who work in the schools and assist them in the implementation of said changes, whether these are primary objects of change or the result of other changes made in schools.

There are two concerns regarding the implementation of TQM in schools: one is resistance to change and the other the danger that TQM may not necessarily work in schools.

3.4.4 Resistance to change

In view of the structural nature of the school as an organisation, action and reactions, maintenance of status quo, change resistance is always expected. Resistance to change implies attempts of other role players to maintain the status quo when pressure is applied to bring about change. Acts of resistance to change may be slow or even halt the organisation's change, just like schools in the transition from its current state to some desired future state (Johnston, 1999:23). These elements or forces are present because they are part and parcel of the inherent nature of any organisation. For example, educators have a reputation of finding change difficult to accept, depending on the extent of the stability of the school being threatened.

According to Van der Westhuizen (2002:222/223), some of the factors that cause resistance to change are loss of familiar and reliable situations, loss of personal choice and values, possible loss of authority, fear of change, competition, pressure, habit and dependence. Other factors, according to Johnston (1999:23), include the following:

- **Barriers to understanding:** This means resistance may be traced to a misunderstanding of the proposed change. Role players may resist because they may not understand the need for change, the details or substance, or the consequences of the change. This may be caused by lack of knowledge or understanding of a change such as information not having been communicated, or a cultural change explained according to an unfamiliar point of view, or it may be caused by inconsistent behaviour by principals.
- **Barriers to acceptance:** This type of resistance follows when the targets of the change cannot or will not accept change. Acceptance requires believing in the necessity for the change and a willingness to follow through in accomplishing it. The barriers to acceptance are caused by a threat to the security of the employees' organisational lives, which result in uneasiness and anxiety about the new roles and conditions required or the effective undermining of an employee's self-confidence, or anxiety about a possible loss of organisational power.

- **Barriers to acting:** This type of resistance occurs at the stage the change should be implemented. It stems from other role players within or outside the organisation. The barriers to acting may result from a lack of skills or abilities that will be required in the new organisation, or absence thereof or inadequate resources to conduct the range of activities needed for change. In addition the presence of existing prohibitive or contractual arrangements with employee unions or associations whereby specific methods have to be followed and possibly not revised, or organisations may simply, through habit or convention, support the status quo with existing managerial procedures, job descriptions and cultures.

3.4.5 Arguments against the use of TQM in schools

According to Stephen and Arnold (1998:44) TQM failure could be attributed to lack of leadership, middle management and union's muddle, misunderstanding of participation and failure to include the customers in the participation to implement TQM. In addition Koch (2003:326) indicates that the implication for TQM is that while it may take years and much-wringing for it to be adopted at all by an organisation, once TQM and its tenets have been accepted, they become very difficult to dislodge. Consequently, Blankstein (1999:1 - 3) identified eight reasons why TQM could fail in schools, namely:

People do not like change: Blankstein indicated that educators are tired of being asked to rethink their teaching styles. Parents who want their children to have a school experience just like their own are reluctant to endorse new approaches.

Leaders are supposed to take charge: Principals may fear that relinquishing control over any aspect of the school will hinder its functioning. Other role players may also find it difficult to transcend years of experience as leader or follower.

People are lazy: This fear-driven system requires role players to meet quotas and product specification to keep jobs, compete for promotion and bonuses parcelled out to the winner. This system causes internal strife and long-term demotivation and educators persist in using grades and merit pay to the same end. This is an extrinsic approach to motivation.

People cannot let go of grades: Educators are pressurised to use quantitative goals, such as standardised test scores to measure progress. Parents can be even more insistent than legislators because they fear that their children's future will depend on grades. But grades and test scores do not reflect the quality of education. They are

often based on non-academic factors such as attendance and behaviour. Educators pressurised to increase test scores will teach to attain the test score rather than for subject mastery. External motivators rob children of the natural desire to learn and do well.

People do not value knowledge and training enough to pay for it. Educators may be given information about quality principles, but without time to learn from their own and other's experiences, this will not be put into practice. Quality will not produce knowledge, and training without knowledge will not improve education.

People do not use data to improve systems: Whereas emotions are important gauges of personal well-being, they do not help to evaluate the stability or efficacy of a whole school system. When the most persuasive or powerful person in a group dictates what decisions will be made, and when data are ignored, politicking can lead to distracted role players whose main goal becomes pleasing the boss, not educating the learners.

State-legislated mandates get in the way, often clashing with new methods of teaching and managing learning. They can provide the final stumbling block to truly transforming schools.

Using TQM will fail where quality succeeds: Even if schools surmount these seven obstacles, using TQM will not significantly alter the learning experiences for learners or improve the efficacy of educators and other role players. The outcome would be more of the same, with an exciting new label on it, which is TQM.

In addition, Sahney (2004;143 - 145) asserts that TQM approach in education, although useful in establishing what learners expect, require and confirm their expectations to be met, its results are minimal in schools. Consequently he suggests that it is essentially necessary to identify what customers (role players) requirements are and the framework that make up a school system in order to compare perceptions of those customers relating to their requirements and characteristics with their expectations and thus, determine service quality delivery.

3.4.6 Benefits of TQM for schools

Notwithstanding arguments against TQM, many organisations, including schools, have achieved dramatic and positive results from TQM. A growing number of schools in the USA that have been implementing the process, principles and tools of TQM, have revealed tremendous improvements in various areas which have been documented by a

number of scholars including: Tribus, 1996; Moore, 1993; Schargel, 1994; Rappaport, 1996; Blankstein, 1996; Carlson, 1994; Bongstingl, 1996; Manley, 1996; Quong & Walker, 1996. Some of these improvements are listed below including:

- Students have become more involved in after-school activities.
- Membership of Parents, Teacher and Learner Associations (PTLAs) has grown.
- Requests for admission to schools have increased.
- Schools have raised large sums of money for new or additional programme and services.
- The curriculum has been developed to motivate learners intrinsically to do and be their best.
- Learners have become co-managers of their education.
- Educators have become enablers and facilitators and not mere taskmasters.
- Work ethics, morale and motivation have improved.
- Schools have experienced academic improvements with a lower dropout rate.
- There have been fewer mistakes with an accompanying decrease in cost due to a diminished necessity to undertake tasks.
- Schools have experienced fewer disciplinary problems.

Research indicates that the implementation of TQM in schools leads to tremendous improvement regarding teambuilding and customer focus because of role players' involvement - such as parental involvement in school's codes of learner behaviour, learner participation as junior partners in governance, educators managing learning, the private sector funding and education departments for the provision of services, etc. There is also evidence that cooperative governance in schools improves the work ethic and morale of educators, principals and learners with resultant academic improvement. Role players were motivated by the visionary leadership of principals and committed to realising the vision. Consequently, there was clear evidence of culture change, which is essential for continuous improvement of the school's quality management and quality of work culture (Harrison, 1998:59; Ackoff, 1999:21; Griffith, 2000:162; Matthews, 2001:52; Van der Linde, 2001:535; Widrick, Mergen & Grant, 2002:8; Koch, 2003:329).

A deduction can be made that if the implementation of TQM can bring about similar results in South African schools, serious problems can be alleviated in those dysfunctional schools that motivated this research. Steyn (1999:357) and Van der Linde

(2001:534) argue, for example, that TQM can be regarded as a powerful vehicle to deal with poor quality in schools, because it provides a structured, systematic educational delivery system that leads to an improvement in various areas. These areas include learner performance, learner motivation, learner self-esteem, educator motivation and self-esteem.

3.5 The Implementation of Total Quality Management in schools

As indicated earlier, the implementation of TQM needs to be a managed process. Implied in this statement is the notion that change should not disrupt – or further disrupt – schools; that the core business of the school should continue while its culture is gradually being changed. Van Der Linde (2001:534) indicates that the role of strategic planning is to acquire knowledge and skills of change management, lest the leadership find itself involved in nothing but crisis management.

The focus should be on school change towards continuous improvement of management with a view to improving the academic performance of schools. The question to ask is how the goals for improving learning and teaching in a transformed education system can be realised? This section of the chapter also seeks some answers to this question. It will endeavour to demonstrate the need for school management change and how this change can improve the culture and ultimately performance excellence through continuous improvement of COLTS.

Given the importance of visionary leadership in TQM, it is the responsibility of a principal with his/her School Management Team (SMT) and governing body to devote total commitment to the continuous improvement of schools. The focus of this leadership should be learner-centred with the attempts to ultimately be the responsible citizens who display balanced attitudes and awareness of moral, codes of ethics and best practice of quality of life and quality of work life. It is also the responsibility of the leadership to be committed to efforts elevating schools towards academic excellence, with a view to creating and improving quality COLTS. The Department of Education needs to provide quality infrastructure, facilities and a support system that schools strive to develop, and to sustain a climate in which learners may enjoy the quality of life at schools. This is linked to the need for a clean and healthy environment as an essential component of

quality management, teaching and learning. This is because schools have an inextricable commitment to the needs and aspirations of the citizens that they serve.

The next section is to determine the school's formal strategy for the implementation of TQM; explore TQM for continuous improvement of schools and describe a TQM model for continuous improvement of schools.

3.5.1 Determine the school's formal strategy for the implementation of TQM

Pearce and Robinson (2000:5) argue that whereas goals generally represent the ends that shape and direct organisational activities, strategies reflect the large-scale future-oriented plans to optimise the achievement of those goals. Oakland (2000:62) refers this to general programmes of action and deployment resources to attain goals. The acquisition use and deployment of resources and determination of the basic long-term goals of an organisation and the causes of action and allocation of resources are essential to achieve those goals.

Two considerations appear central to the above namely the emphasis on goals and deployment of resources. It is thus important to note that a strategy to implement TQM should be a long-term goal in schools and furthermore should accommodate the school's resource constraints. However a TQM implementation strategy in schools does not detail all future deployment of human and non-human resources. Rather in this survey, it provides a broader framework for managerial decision related to the desired long-term position of schools and its utilisation of scarce resources.

The purpose of this section is to address what the strategy is and how the strategy is formulated for school change, what the implementation is and how the strategy is implemented for TQM schools. Van Der Linde (2001: 536) mentions that the role of the principal has changed to that of manager and business administrator, and consequently principals have to find new ways of increasing performance excellence in their schools. This implies a new way of looking at education management which involves inter-alia strategic planning.

In addition, Widrick, Mergen and Grant (2002:2) argue that the purpose of strategic planning is to determine the mission, vision, guidelines and deployment infrastructure of a school, which will encourage all role players to focus on or move in a common

direction. This involves school reflections on TQM philosophy and principles in conjunction with the external environmental factors, the impact on role players' needs as well as on quality-related school ability.

Loewen (1997:24) provides the reasons for strategic quality planning to take place within schools as follows:

- To control the future of the schools.
- To focus the role player's defined tasks.
- To develop leadership skills within a school.
- To improve communication and encourage commitment.
- To focus on the customers' abilities to improve product and services.

The school process is concerned with how the strategy is formulated by analysing the strengths, weaknesses, opportunities and threats (SWOT) to determine the appropriate strategy for the school. Subsequently the action phase of strategic management is translated into concrete action, and the action must then be carefully implemented to ensure achievement of the school's goals. Implementation is the physical reflection of the formulated strategy. Schools need to identify the tools for the implementation as the school's configuration or pro-forma structure plan for administrative systems or processes, such as budgets, appraisal systems and rewards including information system and the leadership which implies demonstrating commitment towards the goals that were set. To make all role players co-responsible, they will have to actively participate in the entire process. For example educators should be informed of how strategic quality planning works and they have to realise that the other role players are central to the entire planning process.

The school's perspective is concerned with how the strategy is implemented. The following needs to be taken into consideration according to Kruger (2001:16).

- The cognitive thought processes put to implement the goal which is the implementation of TQM to improve COLTS amongst role players.
- The social and organisational processes that constrain the choice of school structure.
- Bureaucratic processes of using power to influence the implementation. The organisational behaviour which deals with the resistance to change, management by objectives and personalities such as trust, respect, optimism and conflict resolution, is relevant in this regard. This process is generally referred to as implementation.

Sharples, Slusher and Swaim (1998:76) mention that the overall implementation TQM strategy needs commitment, education and training including the process plan – do – study – act (PDSA) cycle of Deming. Educators must therefore be trained to gather data regarding processes for effective teaching and learner performance and to interpret such data for implementation purposes. In that context, and in support of Sharples *et al.* Van der Westhuizen (2002:308) argues that continuous improvement to the TQM implementation requires a cyclic process, namely the PDSA cycle of Deming, which is at the heart of what schools should do in the implementation plan of TQM. Van der Westhuizen (2002:309) suggests the following four steps in this regard:

Step One: This comprises a **Plan** or process to study and analyse – for example how a lesson is taught and assessed or how to ascertain learners' needs. What improvements can be made? What data are available? What additional data will be needed to assess the improvement and how will the data be used? It is imperative to seek the input of customers, suppliers, staff and the leadership.

Step Two: **Do it.** The plan should be carried out, preferably on a small scale and gradually improved as part of business as usual (BAU) – to be discussed later.

Step Three: **Study** or check the data on the effect of the improvement or innovation. Did the changes work well? What needs to be improved in order to do a better job?

Step Four: **Act** on what the small-scale process shows. The innovation can be instituted on a permanent basis, discarded or referred back to Step One by modifying the innovation and gathering new data on its effectiveness as adjustments are made.

Data collection is essentially to measure activities and processes or the outcomes of the implementation and subsequent improvement. The overall plan includes application and practice in teams of a school and standardisation and recognition of participants on an ongoing basis. The total quality training processes ultimately develop an understanding of the TQM philosophy of those role players who undergo training and development.

This strategic planning and implementation are developmental in nature and the process of creating the plan and ensuring that it is operationalised. When schools embark on strategic planning, attention is focused on the plan rather than the process of planning. An understanding of the process is the key to success. The result of a good strategic planning and its successful implementation depends upon a means of implementing the plans successfully. This can only be done only when the process of strategic planning is thoroughly understood. Hargreaves and Hopkins (1993:4) suggested the processes in

strategic planning as audit a school, meaning, review its strengths and weaknesses (SWOT), secondly determine priorities for strategies selected and then turn to specific targets or critical issues for the survival of the school, thirdly implement the planned priorities and targets and lastly evaluate the success of the implementation.

The important point is that these processes should be viewed in a holistic way. They should not be seen as discrete stages, but as processes or phases that fuse into and inform one another. A common error is to tackle each process as an independent stage, embarking on one process with little consideration of the full implications of what is to follow. Sallis (1993:108) supports the process above and adds that visionary leadership in TQM is the challenge of alignment. The questions arise from this challenge of alignment: How do schools get all their role players to communicate and commit to quality performance and continuous improvement in such a way as to ensure that schools meet and then exceed the expectations of those they serve? Another way to express this question is: How can schools, through their strategies for performance management, ensure that the TQM vision and mission statement is fully adopted by all within the schools? Sallis (1993:13) suggested the process:

Mission and vision: What is the purpose? What are the vision, mission and values?

Customer/Learner/Parents: Requirements: Who are the customers? What do the customers expect from the school? What does the school need to be good at to meet customer expectations? What do learners require from the schools? What methods are used to identify learner/customer needs?

Routes to success: What are the strengths, weaknesses, opportunities and threats? What factors are critical to the success of the processes? How are schools going to achieve success?

Quality performance: What standards are going to be set? How are schools going to deliver quality? What will quality cost us?

Investing in people: How should schools make the most of the staff? Are schools investing sufficiently in staff and staff development?

Evaluate the process: Do schools have processes in place to deal with things that go wrong? How will the schools know whether they have been successful?

In short, TQM strategic planning and goal setting to improve COLTS requires some pertinent questions such as: *where is the school now? what changes need to be made? how shall changes be managed over time? how shall role players know whether management of change has been successful?* (Hargreaves & Hopkins 1993:3).

A requisite element in both formulation and implementation of strategy is congruence in formulation. The strategy of an organisation, just like in the case of schools, has to be matched with its environment with a view to securing the best performance, while for strategy implementation congruence is required of the various administrative tools (Ramsey, 1999:128). Regarding commitment to school change, the principals need to genuinely commit to deep change in themselves and in their schools. This is because they lead through developing new skills, capabilities and understanding of school management change.

3.5.2 TQM and continuous improvement of schools

It follows from the above that this section crafts a framework for TQM principles. First the pillars of TQM are described to provide a strong foundation upon which schools must rest. This is because TQM must be based on a quality mindset and orientation in all the school's activities. Secondly TQM must bring quality to the way role players are treated, involved and inspired. Furthermore TQM must be based on a decentralised approach that provides empowerment and teamwork at all levels so that enthusiastic involvement of the role player's purpose is realistic, not slogans. Lastly, TQM must be implemented holistically so that its principles reach all role players of a school.

3.5.2.1 TQM pillars and school improvement

Although Creech (1994:7) proposed the Five Pillars of TQM for industry, it may have some value for schools (cf. Fig. 3.1). Organisation is the central pillar of the TQM Five Pillars. This is because the way role players organise affects all other elements and activities. The organisation is the framework or model on which the entire management system depends for efficient operation. For that reason it determines the overall health

and vitality of the system. This is a management system; structure and style that make TQM come alive and succeed.

Bongstingl (1996:32) customised Creech's Five TQM Pillars to four for continuous improvement of schools. His Four Pillars, like the Five Pillars of Creech (1994), are a framework that aims to create an organisational climate that supports continuous improvement of an organisation. This implies a learning climate of schools that support continuous improvement and provide educators and learners with opportunities to become partners in defining and creating success. The following are the Four Pillars of Total Quality School's journey to be undertaken towards quality (Bongstingl, 1996:5/6).

Pillar One: A primary focus on suppliers and customers. As discussed in the previous sections, the school's customers are primarily the learners and their parents. Parents are also suppliers who entrust their money and children to the care of the school. Educators and principals develop personalised relationships with their customers and suppliers who facilitate the school's continuous improvement processes. This implies that schools should be directed towards creating partnerships with all the customers and suppliers, both external and internal.

Pillar Two: Constant dedication to continuous improvement. Quality schools are characterised as true learning organisations in which all role players are striving towards continuous improvement of self, others and work processes in schools.

Consequently these role players – individually as well as collectively – should dedicate themselves to continuous improvement at school and at home, as well as in the community.

Pillar Three: A process orientation. An example may be taken from the improvement of learners. This can only be achieved when teaching and learning processes are improved on a continuous basis. Each school has to be seen as a system and COLTS should be viewed as an ongoing process for continuous improvement.

Pillar Four: Strong and consistent Total Quality Leadership from Top management. TQM leadership must build a relationship of trust and empower all role players to continuously improve. School principals must initiate and maintain the transformation process to build schools of quality. This is the responsibility of principals in accepting

success of the quality transformation. This may be achieved over time and through constant dedication to the principles and practices of TQM philosophy and quality culture in schools.

It can, therefore, be concluded that TQM is a philosophy according to which leaders create organisational culture that helps achieve the goal of creating the highest possible quality product and services. However, TQM must not be seen as a simple philosophy to be learned in a one-day seminar and then quickly implemented in schools. It should be seen as *kaizen*, a Japanese concept which means that all teams in schools are dedicated to continuous improvement in a race without a finish and where those role players in teams accept co-ownership and create a climate of success. This implies that schools should be directed towards building partnerships with all the customers and suppliers, both external and internal.

3.5.2.2 TQM strategies for continuous improvement

TQM does not have to be difficult. There is also very little about it that is quick or easy. Hence it can be concluded that TQM philosophy is mostly a process of creating an environment and climate in which the leadership and other role players strive to create gradually and constantly by improving quality. Thus, making TQM work may be a complex task, but it certainly is not impossible, especially for schools that have been dysfunctional in their past. TQM models need to be customised and adopted as a framework in planning its implementation in schools

Kezner (2001:36) argues that TQM approaches for continuous improvement were established to improve quality leadership, respond to goals and maximise quality. Thus it becomes essentially important in the TQM models to continuously improve culture change as the need for new trends arises in an organisation. Schools need to adapt to ongoing changes as needs are arising because change is inevitable and are an ongoing process in the new millennium. The following approaches are identified by Kruger (2001:88 – 92).

a) Breakthrough and continuous improvement

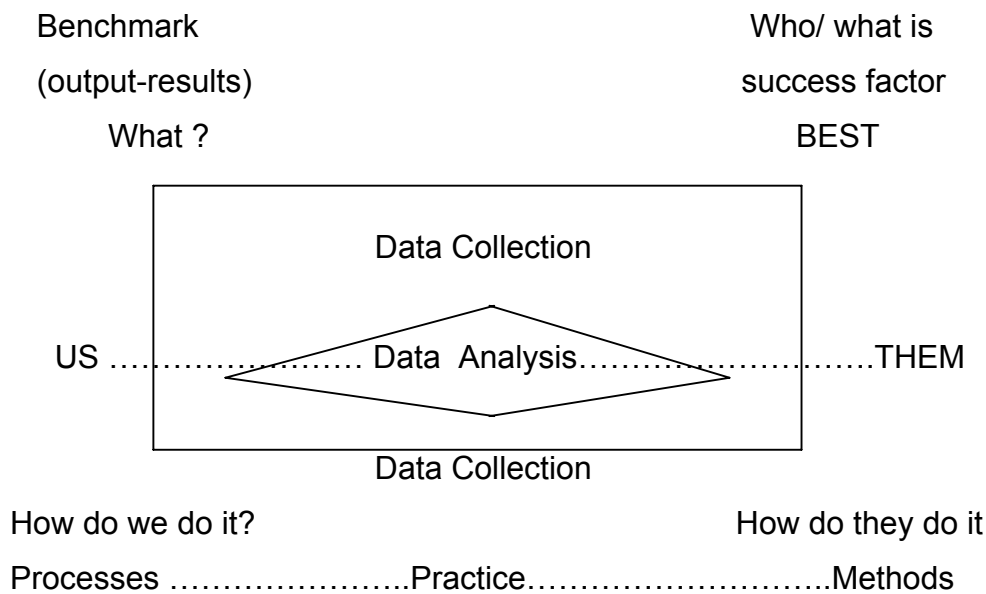
These approaches, breakthrough and continuous improvement are two opposing philosophies of improvement. While the first approach to improvement is based on improving the operation or part thereof by means of major dramatic changes, the second proceeds from the premise of taking more and smaller incremental improvement steps. The underlying premise of continuous improvement - also known as the *Kaizen*, the Japanese concept meaning slow, never-ending improvement through the use of teams (Wong & Kanji, 1998:4) - is that smaller steps to better performance are followed by further steps and so on. However the incremental approach is concerned with promoting small improvement per se, but instead makes use of the significant advantage of smaller improvements that are relatively less painful and easier to gain more and greater momentum than with radical improvement efforts.

Breakthrough improvement places a high value on creative solutions and encourages free thinking and individualism (Tang and Zairi, 1998:12). It is described as a radical philosophy because it does not work well where constraints are placed on possible results. On the other hand, continuous improvement is seen as less ambitious and rather stresses adaptability, teamwork and attention to detail. While these two approaches to improvement are fundamentally different in many ways, it is possible and may be necessary to combine them, though at different times, to achieve the desired results. For example it is possible that large and dramatic breakthrough improvements are implemented when they promise significant improvement in the functioning of the whole school system, but smaller *kaizen* improvement steps may continue between such occasions without losing the momentum of the improvement drive. This can be referred to as sustaining continuous improvement.

b) Benchmarking

Benchmarks are identifications, evaluation and emulation of the best ways of doing work and achieving results so those internal and external customers are satisfied (Allen 1996:iii). In addition benchmarks are continuous, systematic processes for evaluating results, services and work processes of an organisation that is recognised as representing best practices for the purpose of organisational improvement (Oakland 2000:27). Success factors of benchmarks are illustrated below:

Fig 3.4: Success factors of the benchmarks:



In the benchmarking process, planning, analysis, integration and action need to be taken into consideration. Setting benchmarks for performance is a critical process in successful TQM and continuous improvement of culture.

The performance of a particular school (US) is compared with that achieved by another similar school (THEM) in terms of processes, best practices and methods of how well that school is doing. This is called benchmarking. The process for emulating best practices is that data are collected, analysed on how well a benchmark's (THEM) operational best practices are applied and sometimes surpassing the benchmark (THEM). Simply put, this involves direct comparisons of schools with a similar cultural background on the level of achieved performance with a view to model how they are achieving quality performance. Most important is how they would like to be the same as a benchmark or better. This occurs best through inter-visitations and peer consultations.

Robbin (1998:4) believes that for an organisation to save time and energy, it needs to accelerate the pace of success and use benchmarks to model and find out how others are doing in order to achieve their goals. Doing the same things might result in achieving set goals and the same results.

Murgatroyd and Morgan (1993:165) distinguish between two kinds of benchmarks, those that reflect the school's current capable service guarantees and those that state what the school is aiming at. To this end benchmarks can cover such things as response time for

queries and concerns from parents; time between learner's enrolment in a course and mastering key skills. In addition it covers the time taken by an educator to receive grades, comment on and return a work assignment from a learner; the skill levels to be attained by learners during a course. Benchmarks are useful when there is a specific and recognised gap between the performance of the school and the expectations of primary role players. Secondly when the team associated with a task wishes to set performance targets and thirdly, when the team is seeking to re-think a process and wishes to work backwards from what the process will achieve, to how this work will be completed (Ragaglia, 1993:18).

Benchmarking can be achieved in different ways. The following are basics according to Murgatroyd and Morgan (1993:166): Establish precisely what the problem is (use affinity diagrams and other tools). Express this problem in terms of just what the customer expectations are for the process to be improved. Secondly, looking at other schools and other organisations which experience similar problems including businesses, hospitals, other social agencies, establish what the most outstanding organisation does with this problem and express this in terms of a benchmark. For example, if a local school guarantees its learners that all assignments handed in by 14h00 will be returned fully graded, commented upon and completed by noon the next day, treat this as the benchmark and lastly chart your own processes on a process map so that it can be seen how this benchmark performance works on a continuous, sustainable basis. Finally, summarise current performance as the existing benchmark and then show the improved performance goal, which it aims to achieve.

What makes benchmarking important to schools is the fact that the benchmarks are available for the process concerned. The achievements come from systematic attempts at benchmarking performance and then establishing systematic ways of ensuring that this performance level is maintained and constantly improved.

Those schools that will use benchmarks for their continuous improvement would maintain TQM effectiveness. This is because schools adopt a TQM model and fail to follow through in their implementation processes. Thus Slack *et al.* (1998:777) mention that not all TQM initiatives that are launched in schools go on to fulfil their potential of having a major impact on performance improvement. They identified two broad types of

failures that affect TQM implementation namely *ineffectual TQM* implementation and *TQM loses its effectiveness*.

c) Maintaining TQM effectiveness

The factors below are identified by Slack *et al.* (1998:779):

- **Ineffectual TQM implementation:** With regard to this type of failure, the following factors may influence the eventual success of TQM implementation and improvement. These factors include quality strategy, leadership support, group-based involvement, recognition of success and training as the heart of quality improvement.
- **TQM loses its effectiveness:** With regard to the second type it should be recognised that although TQM may be successfully implemented there is no guarantee that it will continue to bring long-term improvement. The following prescription can be followed to reduce the risk that impetus will be lost over time and quality disillusionment droop set in (Slack *et al.* (1998:779/780):
 1. Quality in TQM should not be defined too narrowly: TQM should include all aspects of performance and be captured in the goals set by the schools.
 2. Relate efforts to performance objectives: All TQM improvement efforts must be related to these objectives. TQM must not be an end in itself – it should be seen as a means of improving performance.
 3. TQM is not a substitute for good management: TQM is not a substitute for the responsibilities of normal managerial leadership. Ineffective managers cannot be made better by simply adopting TQM philosophy.
 4. TQM is not a bolt-on attachment: TQM should not be seen as a separate activity and should be fully integrated with and made indistinguishable from other every-day activities.
 5. TQM is not a fashionable slogan: Since TQM has considerable intuitive attraction due care should be taken to ensure that the hype or fashionable slogans of the motivational pull of TQM do not become a substitute for a well thought-out implementation plan.

6. TQM for schools must be adapted for different circumstances: TQM should be adapted in different circumstances because of a school's particular, unique circumstances of day-to-day running of school's activities. This is because different aspects of TQM become more or less important.

These key elements for TQM need to be complemented by various tools for successful implementation. Although there are various tools such as those recognised and including the following according to Murgatroyd and Morgan (1993:159-179); Swaris (1994:2-66); Crawford and Shutler (1999:67); Steyn (1999:359); Oakland (2000:137 – 139); the Fishbone or Ishikawa tool is suggested in this survey. Other tools that are recognised include:

- Gathering of information: Tally sheets, questionnaires, panel groups, and sampling.
- Displaying data: Graphs, bar charts, and pie charts.
- Analysing data: Elementary measures, scatter diagrams, histograms, pareto.
- Problem solving like the force field analysis.
- Planning and implementing: Flow charts, Gantt charts, control charts.

Tools are essentially important for quality improvement. For example the main purpose of tools is to focus on facts-based management and narrow specifics of quality measurement. This implies that an understanding of the significance means of measurement needs to be considered in quality management.

In addition Kerzner (2001:234) argues that tools are management necessities in the TQM model. Systems manage the process and tools are used to progress further along in the never-ending improvement cycle by measuring success achieved. Tools also provide the means for analysis and prediction of what action to take. Subsequently to manage by facts will ensure validity and reliability of information. Simple methods (not merely the Ishikawa tools) can offer schools the means to collect, present and analyse data for the implementation of TQM in the improvement of COLTS and this research intends to assist in this endeavour

3.5.3 A TQM model for continuous improvement of schools

In the model for TQM the various parts form a chain and a reaction. These chains influence each other to form a core, which is linked to the management necessities of good pillars, namely quality system, strategy and goals, tools and teamwork. Each organisation like a school has customers, either internal or external and needs to identify what the customer's requirements are, and then sets about meeting them and forming the core of total quality approach. These are complementary in many ways, and thus share the same requirements for an uncompromising commitment to quality. This must start with the principal and then be passed on through the school.

In this survey research TQM model of Murgatroyd and Morgan (1993:67) has been identified as an ideal model for schools to customise, adapt and implement. Consequently it is suggested in this study that the total customised package of TQM principles be implemented and assisted in the management of all these collaborative efforts and initiatives of the District D3 – Tshwane North community and Department of Education towards the improvement of COLTS. The customised TQM model by Murgatroyd and Morgan (1993:67) is thus suggested below as total package of TQM attributes that distinguish the TQM model from other management processes. However it is not my intention to expect a TQM framework as a quick fix if not panacea or standard solution. Rather, the realisation that the TQM model below should be a suggested hypothesis and strive for a paradigm shift and framework of a whole new corporate culture to improve COLTS. This model needs to be customised and popularised to determine its effect on school improvement.

TQM model Fig. 3.5 shows the relationships of the principles of TQM philosophy for schools according to Murgatroyd and Morgan (1993:67). There are other TQM models like Arcaro's TQM school model (Arcaro, 1995:28); the Crawford and Shutler simplified model of a secondary school (Crawford & Shutler, 1999:68); the Pool structural equation model for best-fit model (Pool, 1999:375), Steyn's adapted Total Quality School model (Steyn, 1999:358) and the Oakland TQM model (Oakland, 2000:258).

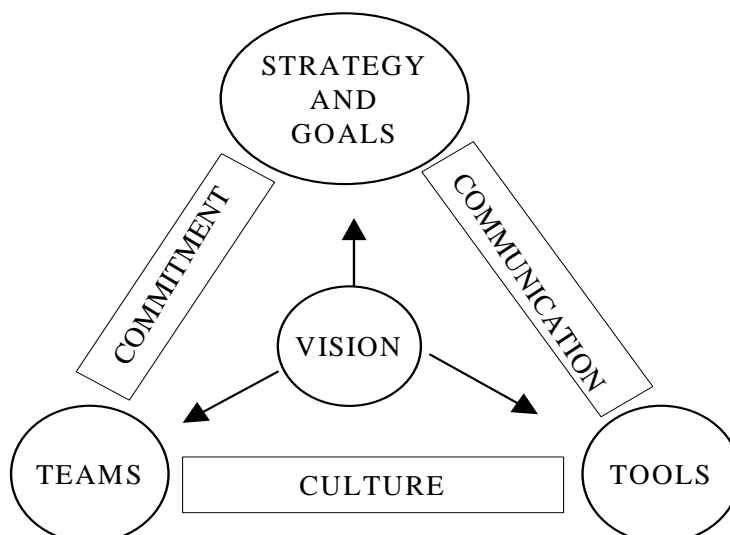
However, Murgatroyd and Morgan's school model is a framework preferred for this study because of its principles that are closely linked to the culture and COLTS in schools. The synergistic aspects below illustrate how transformational leaderships can inspire and

support role player's culture of performance excellence in order to improve COLTS in dysfunctional schools through the setting of goals and strategy and by making use of teams and the utilisation of various tools.

In addition, the 3Cs of TQM and the nature of TQM leadership are describing ideas about leadership and schools that are both pervasive and powerful. They carry a variety of implications for role players, structures, roles, performance expectations and involvement of role players in the schools. This is because TQM can integrate quality principles in all functions throughout the organisation and can consider every interaction between the various principles of the TQM organisation (Pool, 2000:37). This model needs to be investigated and customised in the quest to improve COLTS.

Murgatroyd and Morgan (1993:80) mention that schools seek to become powerfully effective in achieving objectives. They do this by creating a climate or culture in which the range of shared values is high and commitment to these values translates into innovation and effective use of scarce resources. This can be driven by visionary leadership with the use of teams, tools and strategies as this cannot happen by chance, but needs to be planned strategically to achieve those goals. To achieve this, everyone involved with the school must be included in the development of a sense of the vision and should be encouraged to articulate the meaning of the vision. The vision should become a basis for encouraging, enabling, empowering and developing staff through teamwork, making use of tools and setting the goal required. This forms the cornerstones for all direction and actions in the schools as illustrated below:

Fig. 3.5: TQM model for school leadership: Murgatroyd and Morgan (1993:67)



Although this model comprises seven principles, only two aspects of the TQM principles are most important for this survey and theme namely, culture and vision. Van der Westhuizen (2002:181) argues that change, which involves culture identity, and vision that directs this culture identity are the most important aspects of an organisation. When an organisation fails to change and develop, entropy sets in and an organisation stagnates and eventually declines. Consequently, culture change led by a visionary leader may be regarded as essential for the development of an organisation. As a result of this a school has to be seen as a dynamic and complex entity because both external and internal role players are involved.

Consequently the goals and strategies of school change must be to improve the quality of work life of role players involved and in the school culture change for corporate identity. The aim of change is improvement (Van der Westhuizen, 2002:182). He defines improvement in schools as a systematic, sustained effort aimed at altering the process of learning, teaching and related matters of services provided. This needs a visionary leader who can define and communicate the direction a school has planned with all role players. The type of change is transformational in form and rapid in impact, and may ultimately change the entire culture of a school.

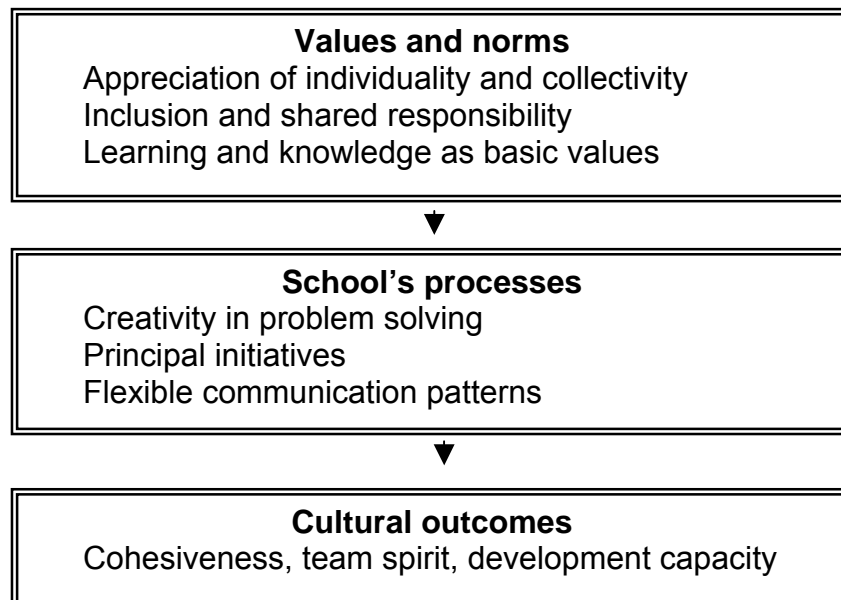
Murgatroyd and Morgan (1993:245) indicated that school culture change is located in the improving quality and this becomes the overriding part of the vision (in the centre of Fig 3.2) for the school. Just like the Five Pillars of Creech, vision is the centre because it affects all other elements such as teams, tools and goals and strategy as core values. Vision is an essential part of development strategy and goals for the school, involving every role player's responsibility.

Furthermore, quality in schools is strongly influenced by its culture. The attitudes and activities performed by a principal in turn exercise an important influence on the culture of a school. Hence role players of schools should be able to identify collective culture through a principal's definitions and communication of the vision of a school. Secondly culture change is through teamwork, goals and strategy and the use of tools for quality (Oakland, 2000:197). The use of teamwork has advantages such as commitment and constant communication. In this manner the progress of the change in productive COLTS may be measured by making use of tools selected for the type of measurement for positive COLTS including individual and collective behaviour.

Goals and strategies can be measured to ensure that requirements have been met and that goals comply with objectives to provide standards, highlight quality problems and areas that require priority for attention to justify the use of resources and feedback for driving improvement efforts according to the vision. The main objective of the exercise is to ensure productive COLTS aiming to capture cultural values and processes characterised by norms and values. In addition COLTS aims at collective and shared responsibility; the development of teamwork among role players; the searching for quality improvements; flexible communication and total commitment; at leadership initiatives and abilities to translate strategies and goals into operational plans (Fuglestad & Lillejord, 2002:5).

It becomes important that the two principles, vision and culture in the model are essential elements to transform schools in the light of continuous improvement. By fitting these elements into a more structured framework, the following picture may be obtained (Fuglestad & Lillejord, 2002:6). This is illustrated below:

Fig. 3.6: Productive learning cultures



It is obvious that innovative learning and teaching processes will only develop in a climate that fosters creativity. A reproductive learning and teaching culture, on the other hand will have a more static understanding of learning about each other through sharing and reflecting on actual experiences. Through this interaction, relational skills are developed. These are shared skills that belong to teams not individuals.

First it is the responsibility of visionary leadership to direct culture change processes to lay the foundation for the implementation of TQM with a view to improve COLTS at schools continuously. Secondly, it is the responsibility of the visionary leadership to inspire, promote and support the culture of performance excellence to change schools to be functional and effective. Lastly to operationalise the vision that has been agreed upon, it is important to utilise the teams, make use of various tools to realise the goals set and to formulate and implement strategies because culture change cannot occur by chance but needs to be planned and operationalised in order to achieve set goals. This should form part of the management by objectives (MBOs) of a school to implement TQM. The MBO approach originated on account of the importance to management of having goals. The value of MBOs is illustrated by (Van der Westhuizen, 1999:146):

- It is results-oriented in the learning and teaching processes.
- Forms the basis for total planning strategy for the school (total plan).
- Preference and needs of all role players are taken into account.
- Communication and commitment in the school improves.
- This serves as a basis for motivation for role players.
- Lastly, it becomes “our plan” rather than “his/her plan” culture.

Steyn (1999:358) indicates that in TQM culture, a school supports the constant meeting and exceeding of customer expectations through systems of tools, techniques and training and retraining for service delivery. This includes the “continuous improvement of all processes, resulting in high quality product and service and reducing scraps and rework” (Williams, 1994:5). This means that quality measures up to specifications and meeting and also exceeds customer requirements.

In addition Williams (1994:2) mentions that TQM is a process, a technique, a management style, a goal and a tool. However Peak (1995:9) emphasises that TQM is mostly a style of visionary leadership that creates a school culture, which helps achieve the goal of creating the highest possible quality product and services. TQM is therefore a process of creating an environment in which management subordinates such as educators and administrative staff, parents and employers strive to create improving the quality of schools constantly.

Subsequently, TQM culture can be understood as a co-operative form of doing business that relies on the talents and capabilities of labour and management including all role players in order to improve quality and productivity using teams. This means visionary leadership that uses participative management styles and continuous improvement processes by employing teams. A growing consensus on school improvement is that role players need to work hard and together to improve schools through Tirisano strategy with the Batho-Pele principle – a service delivery principle underpinned the South African Model (SAEM).

3.5.3.1 TQM culture and schools

With regard to Murgatroyd and Morgan's (1993:65) contention that TQM culture comprises the implicit rules, assumptions and values that bind an organisation together, TQM change agents at schools need to ensure that the entire school community values innovation highly; principals' and educators' status is secondary to performance and contribution; leadership is a function of action, not position i.e. even class educators and learners could act as leaders; rewards are shared through the work of teams such as SMTs, SGBs, LRCs and parent associations in interactive behaviour; development, learning and training of whole school community (parents, learners, SMTs, SGBs) are seen as critical paths to sustainability and empowerment involves the achievement of challenging goals supported by continued development; and success to provide a climate of self-motivation.

Peterson and Deal (1998:28) support this and mention that TQM cultures are the values, norms, beliefs, traditions and rituals that have built up over-time as people work together, solve problems and confront challenges to improve their organisation. Hence a successful TQM school is one that has created a culture in which schools support the constant meeting and exceeding of customer expectations through an integrated system of tools (Williams, 1994:5; Schagel, 1994:2). This includes the continuous improvement of all processes including quality teaching, learning and services for performance excellence and this may enhance continuous improvement of COLTS in schools. The culture of a school determines the success and strength of the transformation towards the culture change of schools (Arcaro, 1995:10). Lastly, all TQM role players become so learner-focused that they continually find new ways to meet or exceed learner, parent and employer expectations (Barry, 1991:5; Weller & McElwee, 1997:209). Through learner-focus by role players not only is learner satisfaction created but it also

creates learner and parent loyalty. Weller and McElwee, (1997:209) argue that to meet learner satisfaction, the leadership needs to ask them constantly what learners want through various techniques, and involve them in effective decision-making processes.

To conclude this section Kruger and Van Deventer (2003:7) argue that a whole school approach to improvement, which includes all elements of the learning and teaching environment, is the most effective approach to improving the school culture and learner achievement. For example the whole-school evaluation identified nine focus areas for evaluating the performance of a school whose effective performance regarding these nine focus areas contributes to sound COLTS. These include four key aspects of school management, namely physical resources, parental involvement, managing teaching and learning and creating a positive school climate. These are positive character traits of COLTS and need management.

Thus culture minimises the control role of those in leadership positions and maximises the power of the subordinates closest to the learners. It gains energy from achievement and a sense of ownership of the challenges and the future cohorts of the schools. Hence Sallis (1993:37) maintains that TQM requires a change of culture. Schools' TQM culture contains the following characteristics: ethos, observed behavioural regularities, norms and values, rules of the games, philosophy and management styles of principals. TQM culture involves continuous change of attitudes both in human and task-oriented approaches by principals. The role players need to understand and live the message if TQM is to make an impact. However culture change is not only about changing the behaviour of educators. It also requires a change in the way in which schools are managed and guided. They need visionary leadership that can appreciate their achievements and coach them to greater success. The motivation to do a good job comes from a leadership style of a new culture, which heightens self-esteem and empowers the individual.

This can be summarised as follows: The supplier (school) must establish a system (organisational structure and culture) that is capable of fulfilling the needs of customers. Customer satisfaction is considered to be the acid test of any organisation's effectiveness. This can be measured through the milestones towards the attainment of the vision.

3.5.3.2 TQM vision and school improvement

As has been discussed in the previous paragraphs, effective schools must have visionary principals who create and translate a vision into action for the school. Such principals are required to have a vision, a cultural ideal for schools, and all school role-players should share that vision which guides all programmes and activities in the school. Furthermore it requires elements of visionary leadership, including creating a vision, developing a TQM philosophy that incorporates that vision and serves as a guide of actions and programmes, and actions of the leader that lend support to that vision.

Secondary school principals especially are not the only leaders in schools. The department heads and deputy principals and the governing body are expected to fulfil leadership functions and influence the cultures of their schools (Abolghasemi, McCormick & Connors 1999:80). Arguably the actions of these role-players may affect the implementation of the principal's vision for the school. Heads of departments and deputy principals may develop subcultures that lead them to a vision that differs from that of the principal (Abolghasemi, McCormick & Connors 1999:80). Therefore the school may be subjected to competing and conflicting subcultures rather than being directed toward a unanimously accepted vision. To explore the influence of the subcultures on school vision, different levels of leadership should be taken into account including the influence and the ownership of the vision. However if there are different sub-cultures, the vision must be developed together. If there is sub-culture there must be an effort to create the vision. The leadership is not the only salient variable when considering school vision. School structure comprising other role players is likely to play an important part.

The key word throughout the process of vision building is ownership. The questions arise: Whose vision is it and what does having a stake in the vision represent in terms of actions? The key idea here is that significant vision precedes significant success.

Vision becomes an integral part of a strategic planning process. Hence attempts have to be made to train and develop visionary leadership that could transform the capacity and effectiveness of schools to promote TQM to improve COLTS. It is the role of the principal to be a visionary leader in the development and implementation of the school vision. In addition the role of senior and middle manager in schools has to receive

considerable attention too. Thus these role players ought to be key players in the implementation of a school vision to improve COLTS.

Abolghasemi, McCormick and Conners (1999:80) indicate that vision is an image of a desirable future and is considered an essential component of school culture. A vision requires visionary leadership. Visionary leadership has the capacity to adopt and implement TQM principles as a starting point for all activities in a school towards improving the culture of teaching and learning (Lanbert, 1988:13). Hence all TQM principles result in the vision that determines the purpose of a school. In addition Blendinger and Jones (1989:230) state that TQM vision imbues the culture of teaching and learning and the purpose of what is important and valuable. Thus visionary leadership provides direction for COLTS. A mental picture of what tomorrow can look like becomes a co-operative school culture – an image of the future which is TQM. Johnstone (1987:23) suggested that school vision should emerge from the set of values of the school and provide school role players with motivation and enthusiasm. In this regard, visionary principals were found by Blumberg and Greenfield (1987:84) to be capable of articulating a vision in their schools and encouraging school members and role players to internalise and incorporate the vision in their TQM principles and activities.

Ramsey (1999:30) argues that no vision or mission statement is complete unless it has synergistic elements in creating a culture change. Any school becomes what it believes. It is always important that everyone involved knows what these elements are. Role players cannot be connected or be committed if they do not know what the school or school system stands for. Hence every visionary leader has an obligation to shape and articulate the synergy and system of the school. These synergistic elements constitute what is valued, rewarded, allowed and prized within the school system.

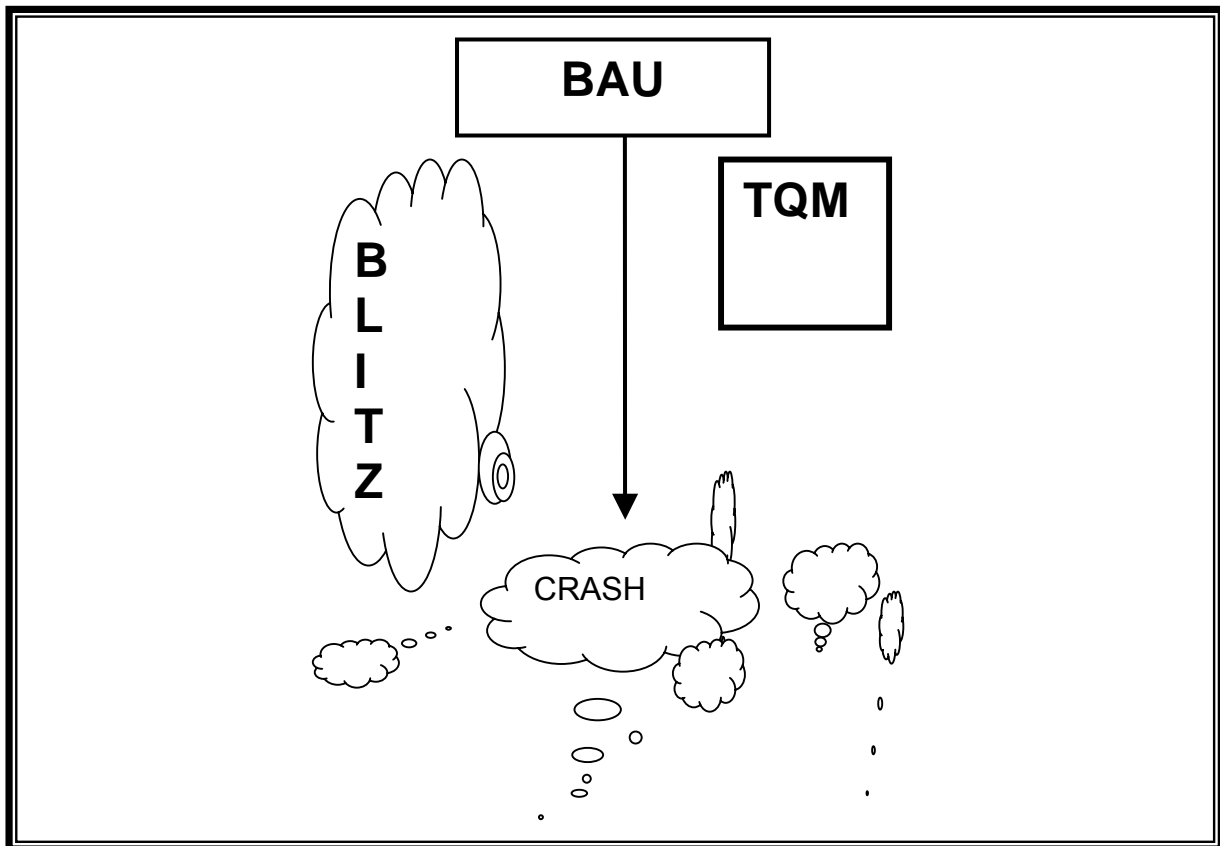
The vision is a matter of articulating in no more than one paragraph the desired future state of the school system and should be based on the shared values and beliefs. The mission statement is to articulate how the vision will be achieved. It becomes clearer now that there is a need to transform and nurture COLTS through effective culture change and visionary school leadership that cherishes optimum empowerment of educators. The emphasis is that effective and visionary leadership remains the driving force towards better schools and quality COLTS. Through collaborative drive, educators

will be better equipped to deal with the challenge of improving COLTS. They can harmonise relationships within the school and work together towards the promotion of work ethics which ensure and maintain a high standard of performance and standards of professional efficiency by educators.

3.5.3.3 Institutionalising TQM and management of change

It is also essentially important that when schools customise TQM as a framework in which they function, sustaining continuous improvement becomes important. Oakland (2000:409) distinguishes between two basic approaches to the implementation of TQM. First, there is the “blitz” approach whereby the whole organisation in its business as usual (BAU) state is suddenly exposed to TQM. This approach may lead to many problems that arise from not knowing what to do first. The outcome of this approach may be a situation that is neither TQM nor BAU in Figure 3.7 below:

Fig. 3.7: Institutionalising TQM for managed change



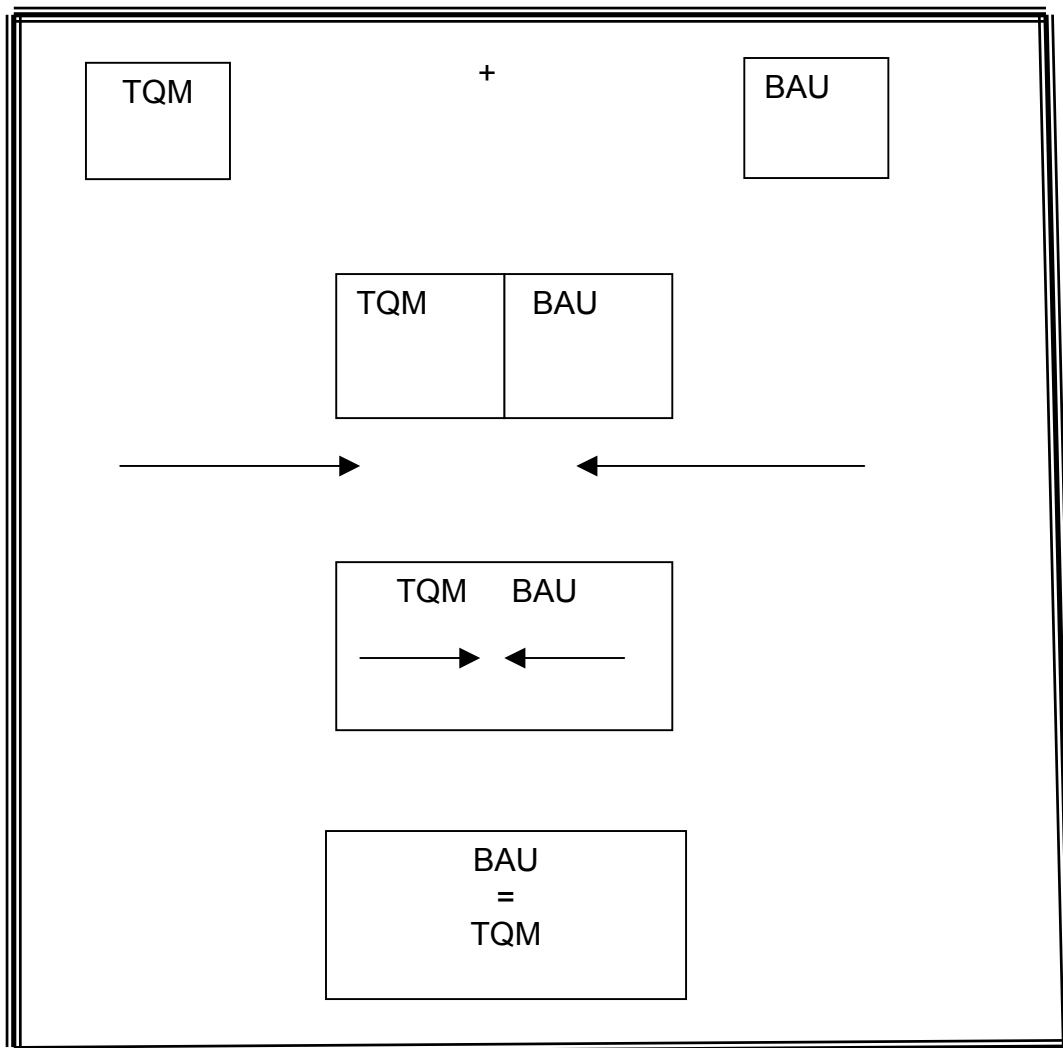
The second approach is business as usual (BAU). BAU has become a TQM approach for the implementation of TQM for schools. Schools can consider adopting this approach for the implementation of TQM.

This second approach involves a slow, planned, purposeful approach whereby gradual change takes place so that business as usual later becomes TQM.

On the contrary, the first approach (Fig. 3.8) may not be successful for schools. This is because TQM in its BAU state is suddenly exposed for implementation. Because of sudden exposure without being sensitive to all role players, the outcome may not be either BAU or TQM and the approach may not be successful.

The second approach namely BAU = TQM in Fig. 3.8 below:

Fig. 3.8 BAU = TQM approach to TQM implementation



This second approach (Fig. 3.8) is most appropriate and can be a successful change strategy for the implementation of TQM. The process is slow, planned, purposeful and sensitive for all the role players. Because it is gradual and planned for all role players, it is less painful and can be accepted. Consequently the gradual change takes place so that BAU later becomes TQM.

This approach is most appropriate because it is a facilitative strategy. Role players will accept the change because they will have participated in the change process. It is an attitudinal strategic change since change in attitudes either produces change in behaviour or helps to maintain behaviour that has changed through unfreezing, moving and refreezing (Oakland, 2000:234).

Lastly role players are informed and educated to overcome issues such as resistance to proposed change. Kruger (2001:4) suggests the following regarding overcoming resistance to change:

- Educate personnel to understand the need for change.
- Establish an effective communications system for all role players.
- Eliminate fear for change through participation.
- Supply the resources that are needed.
- Show management commitment.
- Negotiate with role players and their unions to reach agreement.
- Involve all role players in the decision-making processes.
- Change corporate culture where necessary.

Once the resistance to change has been dealt with and role players have a knowledge and understanding of the change and new organisation, transitional management will take place. This lays the foundation for a smooth implementation of TQM philosophy. Hence it is important to integrate TQM and BAU in the strategy of schools. This is a process of alignment that recognises that role player's roles and responsibilities must be related to the processes in which they work (Oakland, 2000:245). The guidelines for the implementation are subsequently indicated below:

3.5.3.4 Guidelines for the implementation of TQM for schools

Although some TQM models in the previous sections have been cited as the framework for the implementation of TQM in organisations including schools, two models are suggested in this study. The education quality model of Steyn (1999:132) and the conceptual TQM for education (Motwani & Kumar, 1997:133) provide guidelines on implementing TQM in phases. Both models suggest a five-phase strategy which can be implemented sequentially but also allow for undertaking the tasks in different sequences. A synthesis of these models has been made in an attempt to present a comprehensive strategy for the implementation of TQM for schools. The following strategy encompasses five distinct phases which may be implemented sequentially according to Van der Westhuizen (2002:320/321):

Phase One: This phase requires commitment of the principals as leaders.

Phase Two is the preparation phase for TQM implementation to improve the culture and it requires a needs assessment to identify strengths and weaknesses (SWOT).

Phase Three: This is the phase during which the implementation process is launched.

Phase Four involves the integration and expansion of the process.

Phase Five is concerned with the evaluation, self-appraisal, adjustments and redesign of the TQM programme. The SMTs with the help of the SGBs should also coordinate the process of self-evaluation by all teams involved.

This TQM model and conceptual framework for the guidelines is illustrated below as a guide for the TQM implementation phases (cf. 5.2.1).

Table 3.2: A TQM implementation strategy for schools: (Van der Westhuizen, 2002:321)

Phase One	Phase Two	Phase Three	Phase Four	Phase Five
Management commitment	Preparing for implementation	Launching of the process	Integrating of the process	Evaluation
Senior managers	Support to personnel	Classroom activities	Learner activities	All
Stage One: Induction and training	Needs assessment Quality specification	Name the process State purpose	Ongoing education and training	Evaluate success or failure
Stage Two: Apply TQM to the school	Benchmarking Strategic plan Vision and goals	Provide ongoing training	Skills development	Self-appraisal
Stage Three Commitment	From quality improvement teams Key implementers New system	Conduct customer surveys Evaluate current process Formulate quality council Establish measures and quality indicators	New teams, committees, departments Reward and recognition Quality improvements	Redesign and adjust

3.5.3.5 The importance of teams in the implementation phases

Principals need to decide how they want to develop their schools before they engage in the implementation of TQM. According to Murgatroyd and Morgan (1993:189), the basis for development is to work through teams effectively. The importance of teams is

invaluable at this stage since teamwork is a major component of the quality improvement processes. Teams are thus part of the vision of management, which focuses on consensus regarding decision-making. Teams generate quality products and services. West-Burnham (1992:92/93) indicated that quality improvement teams can be regarded as a key component and building block for implementing TQM successfully, and they constitute the primary focus for developmental activities in schools. Quality teams are a special group of role players utilised to organise and get work done together in a collaborative effort to continuously improve TQM successfully. In addition quality improvement teams may comprise role players of a single department, be cross-functional, and include other external role players from either customers or suppliers, or from both these groups.

The importance of teams is characterised below according to Murgatroyd and Morgan (1993:73) and Van der Westhuizen (2002: 322).

- Role players in teams can voluntarily and mandatorily complete a range of objectives on different levels of organisational hierarchy.
- Projects may arise because of a variety of reasons such as management initiatives, a need to undertake corrective action, incidents of supplier-customer problems and opportunities to continuously improve performance.
- Teams are formed to meet a specific objective together.
- Team leaders are empowered for quality improvement for school management.
- They are appointed to promote ownership.
- They maximise creative talent in schools and promote teaching and learning.
- They encourage a wide range of problem – anticipation and solving.
- Teamwork is more satisfying than working alone.
- Teamwork carries lobbying power in terms of support for proposals that will lead to change.

It is the responsibility of teams to create school culture which implies working towards a common quality culture. The creation of a positive school culture means that a culture is created that will maximise effective COLTS. Subsequently, a positive culture will ultimately form the basis of sound COLTS in schools. This is one of the responsibilities of a principal in creating quality culture.

3.5.3.6 The role of the leadership in the creation of quality culture

The purpose of this section is to address the role of school leadership in the TQM schools. The creation of quality culture and subsequent implementation of the TQM philosophy hinges on the commitment of the leadership. In this regard the principal's role in the TQM culture implementation will be addressed as motivational, defining and documenting policies, objectives and commitment to quality.

a) The primary role of the principal as a leader

Kowalski, (1997:5) Van der Linde, (1998:23) Vazzana, Elfrink and Bachmann, (2000:2) suggested that there are requirements for the leadership in the successful implementation of TQM culture. A careful scrutiny of these points can show some important underlying assumptions which are worth pointing out for verification in this research.

The principal has to provide a vision of where he/she wants the school to be in realising the vision and which factors will play a key role in this. This implies that the principal should express values and beliefs through a clear vision of what he/she wants his/her school to be, and its purpose – what he/she specifically wants to achieve in line with the basic beliefs. Together with the role players of a school he/she has to define and communicate beliefs and objectives, which can be summarised in the form of what a school is all about in terms of a mission statement.

The beliefs and objectives address the definition of schools, like needs that are satisfied and they benefit the school in its commitment to effective leadership and quality culture. In addition they indicate future direction – a brief statement of the principal plans would be considered in the commitment towards performance excellence, needs, expectations and subsequent continuous improvement. Principals should live the mission and be totally committed to it and by their example they should show the other role players what should be done.

The principal should be able to develop strategies that will guide the school towards the achievement of the vision. These strategies are the broad directives that are necessary for all role players of schools to enable them to design operational plans that will make

strategies work (Van der Linde, (1998:23). While objectives generally represent the ends that shape and direct all school activities, strategies reflect the large-scale, future-oriented plans to optimise the achievement of objectives (Pearce & Robinson, 2000:4). This may imply what needs to be changed, such as the school culture and how this can be changed through the implementation of TQM strategies to improve COLTS.

The most important function of principals is to ensure that educators are empowered by making them co-responsible for the success of the school. The following can be identified and these are important issues related to educators that the principal should attend to. These are:

1. Effective and constant communication.
2. Creating the right attitude and motivation for educators to serve learners to the best of their ability.
3. Identifying and developing the ability of educators so that they can contribute where they are operationally active.
4. Helping them to understand and apply the basics of sound management by implementing quality management of schools (Matthews, 2001:53).

The leadership that has the ability to direct the implementation of TQM can concretise the vision and also inspire educators to strive for the realisation of the implementation of TQM in schools. This implies educators as well as other role player's involvement in the participation of mutual decision-making processes. This process can improve the quality of work life for educators. Subsequently the next section addresses the role of quality of work life for school motivation.

b) The role of motivation in the quality process

The purpose of this section is to address the quality of work life and how TQM meets the needs, in particular, those of internal customers, namely educators. This will lead this survey into a situation that can be regarded as motivating and in addition to having characteristics of a high quality of work life through role player involvement in co-operative governance among SGBs, SMTs, community, educators and learners.

It is the responsibility of principals to consider the well-being of educators as important, regard them as the greatest assets and ultimately become partners in the management

of schools. Partners in education implies that educators, just like parents and learners, need to participate in co-operative governance. An important aspect of the School Act is the principle that there must be a partnership between the role players who have an interest in education. These are the State, parents, learners, educators, other members of the community in the vicinity of a school including the private sectors (DoE, 1997:8). Effective partnership means co-operation in education and this is characterised by mutual trust and respect, shared decision-making, shared objectives and values, common vision, and open communication, teamwork (DoE, 1997a:8). Hence it becomes the responsibility of principals to promote, inspire and support the interests of partnership and the roles of individual role player in the partnership. From the partnership it becomes plausible that effective co-operative governance in schools may emanate.

This way attempts can be made to structure the workplace so that educators will be energised and motivated to exceed the norms and standards set for them. Hence all factors that may impinge on this ideal state must be controlled by the principals. Steenkamp (1998:60) argues that a happy and fulfilled work life will lead to a happy and fulfilled personal life, and this may be a cycle that repeats itself for the benefit of the organisation and individual employees.

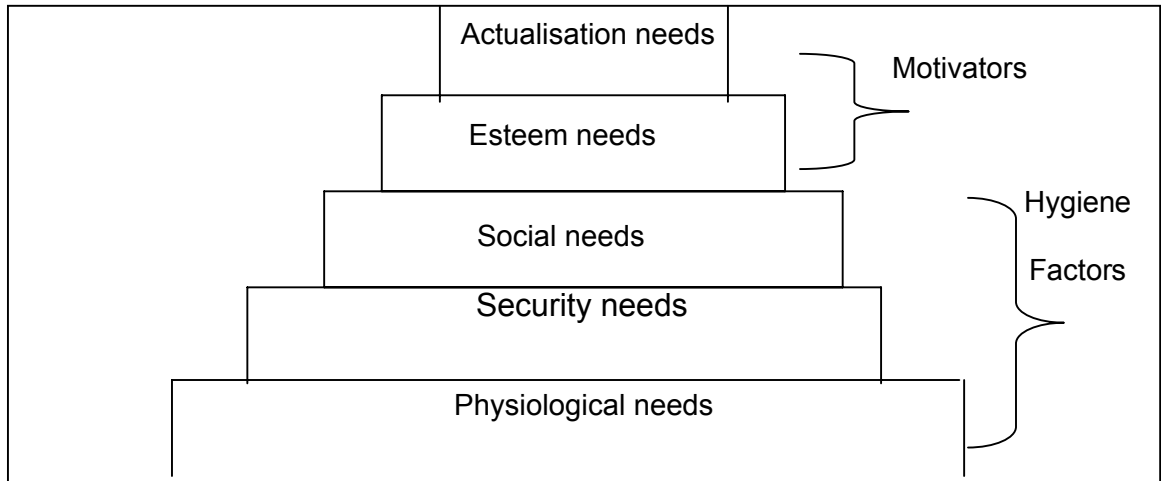
Van Schoor (2001:61/62) states that the quality of work life implies issues such as safe work environment, participation in decision-making, opportunities for advancement and growth in terms of structured career path. Some of the elements of quality of work life that can improve school quality culture and ultimately COLTS are safe and healthy environments; training and development of educators including staff development; security and continued growth; social interaction and integration in schools, that is educators fitting and feeling, belonging and being accepted into the culture of a school; the matching and congruence between the goals of educators and those of a school including facilities, infrastructure, space and teaching and learning media such as media centres, laboratories and the school grounds for playing and socialisation; a climate of respect, fairness, cooperation, trust and intent; recognition as contributor to school decisions; decent physical working conditions which are safe and healthy, and which provide good basic infrastructure to do the job and being treated with respect and dignity, particularly if there is a discrepancy between social and educational levels of educators.

These elements of quality of work life relate to motivation in the workplace and TQM. In this research the aim is to investigate the implication of these elements to schools and how these can improve the COLTS. Consequently the next section discusses the quality of work life and its implication for motivation.

c) Quality of work life and motivation

Research indicates that people react differently to the same set of environmental variables because they have different need structures and their perceptions of the environment are determined by their needs (Hillard, 1990:5; Kahn, 1998:89). This is where the Hierarchy of Needs Theories enters the equation. Examples of these theories are the Hierarchy of Needs Theory of Maslow, the Motivation-Hygiene Theory of Herzberg, Theory X and Y of McGregor and the Theory of Needs of McClellan (Everard & Morris, 1996:27 - 31). These set of theories have been adapted and illustrated as follows:

Fig. 3.9: The Interrelationship of theories and motivation



The implication of these theories of motivation is that they are closely related. Example: Herzberg states that a person’s social and economic needs are satisfied by means of the hygiene factors. Maslow points to a person who should satisfy his lower needs in order to keep high position while MacCillelan bases his achievement motivation theory on the need for achievement which implies self-esteem.

In education, TQM has been motivating some academic departments at colleges and schools as *instructional leadership*, a term which, in that context, referred to the visionary

leader's ability to influence an individual or group towards the achievement of goals and the forming of teams (Abolghasemi, McCormick & Conners, 1999:81). The benefits of this approach have been endorsed by a growing number of schools in the United States of America such as Oregon High; the Griffith High in Australia and Bradforth High in the United Kingdom that have been implementing the principles, processes and tools of TQM (Bond, 2001:3; Banwet & Karunes, 2004:31). Those schools have, as a consequence, shown tremendous improvements in various areas: learners at these schools have become more involved in after-school activities; membership of parent-teachers' associations has grown; schools have raised large sums of money for new and additional programmes and services; the curriculum has been developed to motivate learners; educators have become enablers and facilitators; morale and motivation have improved; schools have experienced academic improvement with lower non-graduate rates; schools have experienced fewer disciplinary problems and grievances from educators and learners. In addition, these schools obtained awards for their performance excellence in the quality management plan formed by the involvement of role players and this was clearly understood by staff and parents who own the plan and who feel empowered. More so, in Australia, primary school learners are writing reports about the teaching of their educators, assessments and satisfaction. These improvements have been documented by a number of scholars such as Rappaport (1996:27), Diane (1997:25), Gillian (2001:34) and Bozlm (2002:27).

3.6 Summary

TQM as a philosophy can guide and lay the foundation for constantly improving schools if properly implemented. This is because there is emerging evidence from the literature reviewed that TQM is an indispensable philosophy in the process of initiating and sustaining the continuous improvement of a quality culture in organisations. The role of leadership, meaning the principals, is of particular importance to guide, align and envision schools where cultural factors make the management of quality problematic. For principals to make informed decisions on quality schools requires a thorough understanding of the theoretical basis of current approaches to quality management in their schools. Consequently it is emerging that TQM as a philosophy may be a viable paradigm for training and development of quality culture to improve COLTS and that the existing culture of schools has an impact on how readily TQM will be accepted by role players in each school.

CHAPTER 4

RESEARCH DESIGN, METHODOLOGY AND RESULTS

4.1 Introduction to the empirical study

The problem statement indicates that the purpose of this study is to determine whether or not TQM could be considered as an intervention strategy in the improvement of schools. Theoretical assumptions espoused in Chapter 1 suggested that significant improvements in respect of COLTS were more likely to occur in schools that operated in accordance with TQM principles. Stated differently, significantly improved COLTS occur when role players are actively participating in the implementation of TQM principles.

This assumption that TQM principles are crucial to the improvement of COLTS - has been a guiding force in this survey. Based on this assumption, I set out to determine, as a first step - the extent to which schools exhibited positive COLTS. This was done in two ways: first, a literature search for COLTS and TQM and then an *in-depth survey* of educators' experiences (Schultze, 1997:28) of COLTS in dysfunctional black schools in District 3: Tshwane North.

In addition, biographical data helped to determine whether or not variables had any significant differences regarding role players' opinions (cf. 4.3) on COLTS and TQM. Such data helped to determine role players who may assist regarding the implementation of TQM for improvement of schools (cf. Table 4.38, 4.39). This chapter addresses also the question why survey research is necessary in this study; what measures were ensured regarding validity, reliability and trustworthiness of respondents; what issues affected COLTS negatively and which efforts were made to improve schools in order to recommend the remedy for a school's continuous improvement.

4.1.1 The literature review

A literature review was fundamental to this study. Not only did it serve as foundation for the empirical research but it also familiarised me - the researcher - with previous research on similar topics, thereby helping me to avoid the temptation of reinventing the wheel, as suggested by Mouton (2001:87) and De Vos (2002:128/129) in their justification of literature reviews as an integral part of empirical research. The literature review also helped to ensure that previous studies were not duplicated; pointed to the

most recent and authoritative theorising on the subject and introduced the most widely accepted empirical findings in the field of study.

According to Borg and Gall (1989:115), Mouton and Marais (1996:161) and Babbie (1998:147) it is after the establishment of what others have done and subsequent research that the researcher may then contribute new academic knowledge. *New*, in this research refers, firstly, to the linking of COLTS with Tirisano and TQM; secondly, to the identification of the influence that TQM implementation has on the quality of schools and, lastly, to the introduction of the notion that the adoption of a customised TQM philosophy may continuously improve COLTS through a school's business plan (cf. 5.4).

4.1.2 The empirical study

Informed by the literature review, I decided to use a form of survey research out in the field to collect data. While the survey research was premised on the assumption that the democratic principles, policies and strategies needed to overcome the lack of COLTS and to improve the quality of schools, evidence from the literature reviewed, as well as evidence collected in a situation analysis in these schools indicated that COLTS had not improved as expected (Denscombe,1998:7). The congruence of these findings contributed to the validity and reliability of the research, as required in quantitative research (Cohen & Manion, 1994:23). Nevertheless, given the dialectic (*qualitative/quantitative*) nature of the research design, specific measures were introduced to ensure trustworthiness (*credibility, transferability, dependability and confirmability*) as required in qualitative research approaches (Merriam, 1998:44).

The survey in a case studied represented a combination of qualitative and quantitative approaches, with a view to providing a more complete picture of COLTS and the viability of TQM interventions in schools. The combined qualitative and quantitative approaches assisted to investigate both qualities and quantities of what happens in schools, also how this happens and most importantly why this happens (qualitative) and secondly quality of life for the role players at schools (quantitative). This means in terms of a quantitative approach I focused on how variables are related and controlled because questionnaires did not allow respondents the freedom to express themselves. These were complimented through *member check* (cf. 4.2) thus, ultimately given educators an opportunity to express their opinions freely and complemented the qualitative approach.

Lastly, both qualitative and quantitative were the best approaches regarding the existing practices and reality (ontic nature) at the District D3 – Tshwane North schools.

4.2 Research design and methodology

Arising from the above, Babbie and Mouton (1998:74), Mouton (2001:56), and De Vos (2002:137) define a *research design* as a plan or blueprint of how to conduct research, and *methodology* as the process, instruments and procedures to be used in such research. The combination of qualitative and quantitative research approaches contributed to the case studied in this survey design to align the research objectives with the practical considerations of the research process (Mouton & Marais, 1996:32). The research design in this study served both as a plan and a structure for the survey. The research methodology maximised the eventual validity, reliability and trustworthiness of the research findings through the creation of data collection conditions that combine relevance for the research purpose with the process of the research itself (Mouton & Marais, 1996:32; Mouton, 2001:56).

Whereas surveys typically used quantitative approaches, qualitative approaches validated the data through cross references by means of questionnaires and interviews. The use of them in this study (educational research) is supported by Babbie (1998:236) and Borg (1979:27), who argue that surveys could be employed in educational institutions, as well as by Borg (1979:27) and De Vos (1998:15), who contend that surveys can be used to explore a wide range of topics in education. These giving approaches were complemented through measures reliability, validity and trustworthiness thus, ultimately giving educators an opportunity to express their opinions freely and they complemented the qualitative approach regarding the existing practices and reality (ontic nature) at the District D3 – Tshwane North schools.

The next section discusses *why survey research* and *measures to ensure* validity, reliability and trustworthiness.

On the one hand, several theorists (Babbie and Mouton, 1998:232; Cohen and Manion, 1994:83; Cohen, Manion and Morrison, 2000:69) argue that surveys are appropriate for educational research because these can be used to describe, explore and interpret existing relationships, prevailing practices, perceptions and points of views - including attitudes. According to them a combination of two or more of these objectives in a particular survey generates new insights into and specific details on the targeted school

settings. In this study it was important to me to first define the settings and familiarise myself with the basic facts on COLTS, Tirisano and TQM in schools, hence initial exploratory research was imperative. Survey research served the exploratory purpose particularly well since it typically utilised case studies, which, in turn, allowed for the combination of quantitative and qualitative approaches, both of which include observation, questionnaires and interviews.

According to Denscombe (1998:6) surveys provide researchers with the opportunity to view and investigate comprehensively, and to map out in detail a social world (ontological assumptions) for a science world (epistemic assumptions). In this study mapping was used to plot the present state of affairs in the District D3 Tshwane schools (*the case being studied*) and to describe the empirical nature of this state of affairs at any specific time. The survey conducted in this study required me to leave my office and purposefully seek the necessary information out there in the field, using questionnaires, interviews and observation as intrinsic elements of field work, opinions on attitudes, beliefs, and other types of information. Robson (1999:127), on the other hand, argues that surveys might not be suited for carrying out exploratory work. The gist of his argument is that there is no guarantee that open-ended questions mean the same thing to different respondents.

The survey questionnaires generated generalisable data and complemented sense experience semi-structured interviews that took place at schools forming part of the case study. This was done to enable me to explore, in depth, prevailing COLTS and to gain insight into the implications of using TQM principles as standards against which existing COLTS could be explored, described and analysed to identify possible TQM principles that could be used to improve schools. The combination of these two approaches also allows for multiple surveying activities known as triangulation (Mouton & Marais, 1996:72; Berg, 1998:5; De Vos, 2002:365), and results in more substantive descriptions of reality (existing practice), and the development of a richer, more complete theory (Berg, 1998:4; De Vos, 2002:365). Mouton (2001:56) supports the combination (qualitative *plus* quantitative) designs, indicating that qualitative approaches deal with data that are empirically verbal, while quantitative approaches deal with data that are principally numerical. Triangulation increased the validity, reliability and trustworthiness of respondents by comparing and contrasting the views expressed by educators, learners and principals participating in the survey. My role as a researcher in the triangulation process was mainly to act as facilitator and objective observer.

Reliability, validity and trustworthiness were evaluated in terms of Guba's model - *vis a vis* truth value, applicability, consistency and neutrality - the four criteria for trustworthiness - appropriate to qualitative and quantitative research alike (Merriam, 1998:23, Denscombe, 1998:167, Robson, 1999:66 and De Vos, 2002:275). Whereas *validity* refers to the extent to which empirical data measure *phenomena* adequately and reflect the real meaning, *reliability* is a matter of whether a particular technique, applied repeatedly to the same object, would yield the same results each time (Babbie, 1998:133), and *trustworthiness* implies correctness, consistency and credibility to confirm the possibility of accurate results from the views of the target population (Merriam, 1998:10).

The procedure I followed to ensure reliability, validity and trustworthiness was as follows: There was a need for a model appropriate to the qualitative research design to ensure rigor. Although there were other models such as those of Kirk & Miller (1986:12), Leininger (1985:23), Field & Morse (1985:45); Guba's model (Krefting, 1991:215, Merriam, 1998; 7, De Vos 2002:351) was selected because it is comparatively well developed conceptually and has been used by qualitative researchers particularly in the field of nursing and education to assess the trustworthiness of respondents' qualitative data. Operational techniques to ensure trustworthiness were credibility (*internal validity*), transferability (*external validity*), dependability (*reliability*) and confirmability (*objectivity*) (Guba, 1990:305) - the concept within the brackets represents the concept relevant to quantitative approach.

The formulation of the content of the questionnaires was guided by the literature reviewed and the initial discussions with educators who identified key issues relating to COLTS. The draft questionnaires were tested in the pilot study and feedback received on its construction, content and relevance informed their revision. Most importantly, the construction and finalisation of the questionnaires was undertaken with the assistance of the official statistician who advised on the validity of items for statistical purposes. Consequently the responses from these questionnaires were statistically significant. These were the external measures undertaken to increase external validity of the instruments. In addition, internal validity was strengthened by including items that verified the responses within different sections of the questionnaire instruments.

Firstly, collaborative relationships were established at schools where I presented details, contexts, evoked emotions and attitudes and social relationships that linked role players

with one another (De Vos, 2002:188). This way, the voices, feelings, actions and meanings of interacting role players were heard. Because of forged collaborative relationships with schools, I made time to establish rapport with the principals, demonstrated that their confidence would not be betrayed, their interest would be respected and that I had participated in their projects. Because this was an in-depth study, continuous observation of schools' settings was necessary throughout the study. Mixed methods used prior to the interviews such as observation and questionnaires expanded the scope of management practices in that views obtained from educators and learners were subsequently used. The tape-recorded interview was played back to the principals for comment after the interview. In addition they were given copies of the direct transcriptions. This helped to assess what they intended and meant and also gave them the opportunity to react to errors and also confirmed their responses. This was done in February and March 2003 in respect of the principals.

To ensure that reliability and validity, including trustworthiness, of interviews was maintained throughout the study, an audit trail was created. Raw data were recorded on tape and field notes were written down. Data were transcribed from audio to print with the use of a dictaphone; an expert in typing was utilised in the transcription; data were coded (cf. Annexure F) and the findings were analysed. Data were reconstructed and synthesised, including the structure of themes, definitions, findings and conclusions and inferences. The independent decoder (a Ph.D. graduate and expert in qualitative interviewing) and I reached consensus on categories and specified themes (cf. Annexure F). I processed notes, including the methodological notes relating to credibility, dependability and confirmability.

4.2.1 Data collection methods

As indicated in preceding paragraphs, data collection methods included conducting semi-structured interviews with principals and distributing questionnaires to educators and learners. Unstructured observations were used as a complementary pillar to triangulate and support both methods for exploratory and descriptive purposes.

Learner and educator questionnaires: As its name implies, a questionnaire is an instrument that enables respondents to answer questions (Johnson & Christensen, 2000:125). Questionnaires were instruments useful for collecting quantitative data that provided statistical descriptions, relationships and analysis. The primary advantage of questionnaires lies in their ability to cover a large part of the population at little cost in

time. The threat of sensitivity as well as possible invasion of privacy was avoided. In this study questionnaires guaranteed more confidentiality than the interviews since respondents could remain anonymous, thereby avoiding the danger of becoming unpopular and/or being victimised. In addition the influence of my attitude on respondents, whether positive or negative, was eliminated through the use of questionnaires. There was, therefore, little chance of the data being affected by interpersonal factors.

Cohen, Manion and Morrison (2000:245) support the use of closed questionnaires as useful instruments for collecting survey information since they provide structure, offer numerical data, can be administered without the presence of the researcher. Thus, questionnaires were aimed at discovering causal relationships (Borg & Gall, 1989:331; De Vos, 2002:109) and included various types of closed questions, namely multiple choice questions, ranking, ordering and rating on a Four Point Likert Scale (Dencombe, 1998:103). The questionnaires relied on written information and were supplied directly to the respondents. In this respect the kind of data differed from what could be obtained from, for example observation, interviews and documents. Data obtained from such questionnaires tend to be factual but could also reflect perceptions and opinions on the one hand and attitudes, views, beliefs, preferences about feelings, expressed values, weighed up alternatives calling for a judgement on a phenomenon rather than reporting facts on the other hand (Johnson & Christensen, 2000:125). Questionnaires in this survey included questions on all these aspects, given that they are regarded as complementary by nature (see Annexures A and B):

While questionnaires offered many advantages in this survey, they could not provide complete answers or reveal the real situation (Johnson and Christensen (2000:125). They could not, for example, measure respondents' feelings and attitudes freely since expressions of these were restricted by the choice of multiple questions. Informed by the Bless and Higson-Smith (1995:107) contention that questionnaires are *scheduled structured interviews*, the completion of questionnaires in this research was complemented by semi-structured interviews with principals for validation and trustworthiness purposes.

Semi-structured interviews for principals: While questionnaires were selected for quantitative purposes, interviews were selected for their ability to generate qualitative, exploratory data. De Vos (1998:358) argues that when working from a qualitative

perspective the researcher attempts a first-hand, holistic understanding of a phenomenon and data collection gets shaped as the investigation proceeds. Thus the interview rests on the assumption that a valid understanding can be gained through accumulated knowledge acquired first-hand from the respondents. Interviews were particularly appropriate because data are sensitive, and openness and honesty were required on a face-to-face approach to produce better data and these were based on privileged information including the accessibility of principals, viability in terms of numbers, cost in time and travel with limited resources. The semi-structured interviews used the same questions as in the questionnaires to improve comparability, promote in-depth understanding of questionnaire data, and thus, enhanced coherence, validity and reliability. Hence, interviews were conducted with principals. Where the questionnaires might have revealed some interesting lines of inquiry, the use of interviews pursued these in greater detail and depth until saturation was reached.

The disadvantages of semi-structured interviews, such as the reduction of spontaneity and unwillingness to be completely frank and honest were noted. Principals may not have given honest answers because they may have felt ashamed or afraid to create or confirm negative perceptions. Consequently interviews were prone to subjectivity and bias by the respondent (Cohen and Manion, 1994:273) but these have been minimised through prolonged engagement as discussed above (cf. 4.2). Furthermore, while the interviews included a list of issues that had to be addressed and questions that had to be answered, I was prepared to be flexible in terms of the order in which themes were considered and, equally importantly, to let principals develop ideas and speak in more detail on the issues that arose. Answers were open-ended and there was more emphasis on the principals' elaborating points of interest that were also appropriate for exploratory and descriptive research because they typically elicited good ideas and reduced formality (Stringer, 1996:62/63; Cohen, Manion & Morrison, 2000:268). Because they were inter-subjective, they enabled participants to discuss freely their interpretations of the context in which they lived, and express their opinions on situations from their own point of view (Cohen, Manion & Morrison, 2000:267). In addition, semi-structured interviews were phrased in this survey to allow principals to offer unique responses. A last, important, advantage of the semi-structured interview was that I could check the accuracy of - to verify or refute - the impressions gained through theory and observation (Wallen & Fraenkel, 2001:440; Mouton, 2001:113). In this way semi-

structured interviews served, in the end, to confirm the data obtained through questionnaires and observation.

Unstructured observation: Stringer (1996:65) argues that even low inference observation, perhaps the safest form of observation, is in itself highly selective, just as perception is selective while Chisholm and Vally (1996:13) argue that school buildings and facilities make a difference to school quality and that the method to improve school's quality lies in the influence of the physical school environment. Thus, unstructured observation was not specifically used as a data collection instrument in this survey research because of threats to the reliability and validity of data collected. It was a means I used to observe specific aspects only to support and enhance my data interpretation, for example infrastructures such as school buildings, facilities, resources and vision displayed that had an impact on COLTS. It also enabled me to see what happened in the staffroom offices. My arrival at those schools early in the morning gave rise to observation of consensual rituals such as assemblies, ceremonies, uniform and badges and this supported and supplemented the data interpretation obtained through questionnaires and interviews.

4.2.2 Population and sample size

The implications and successes of the design and related methodology have a bearing on the population and size of the sample size, for example the elements of the population considered for actual inclusion in the study (Cohen & Manion, 1994:83; De Vos, 1998:191). Prior to the sampling procedures, both newly constructed questionnaires and interviews that were in their semi-final form (De Vos, 1998:158) were piloted with a view to testing their reliability and validity. De Vos (1998:179) defines pilot study as the process whereby the research design for a prospective survey is tested. Borg and Gall (1989:435) and Babbie (1998:159) use pilot studies for pre-testing the instrument before using it in a study.

4.2.2.1 Pilot study

The pilot study was a small-scale replication of the actual survey, targeting a small number of persons having characteristics similar to those of the target group of respondents, namely educators and learners in one school of the District in Mabopane, 38 km north of Pretoria. I constructed the questionnaires with the assistance of the official statistician who advised on the validity of items for statistical purposes. Then I

selected a sample of individuals from a population similar to that selected for the main research. Subjects were selected from Mabopane Township to determine the feasibility of the study; to test the reliability and validity of instruments and trustworthiness of respondents for data collection in the main study; establish how appropriate, understandable and practical instruments were; address problems prior to the main study and check the time for completion of questionnaires. The pilot study was conducted at Mabopane on 12 June 2002. The selection procedure was similar to the actual sample. Respondents were 10 Grade 11 learners with ages varying between 15 and 17 and five male and female educators (cf. Table 4.1).

Table 4.1: Categories of respondents for the pilot study

Respondents	Male	Female	Total
Educators	1	4	5
Learners	3	7	10
Principal	1	0	1

Instructions were given on the suitability of questions according Annexure A and B.

The service of the official statistician of the university was used to analyse the data of the pilot. Statistical Package *SAS Version 8* was used in this regard. The results of the pilots were as follows: There was evidence of frequency missing in four questions for some learners and two for educators. Educators as well as learners indicated that the pilot study appeared to be an invaluable exercise for the success and effectiveness of teaching and learning. Several questions had to be refined, re-sequenced, re-worded and pruned to a manageable length. The ratings had to be changed and varied. The ultimate ratings were on a scale of four. The variations were re-worked (see Annexures A and B). Learners completed questions in less than 45 minutes (*varying between 35 to 45 minutes*). Some questions were thereafter deleted because they were duplicates and were of no value to the research. The opinions and perceptions of learners and educators were considered and this assisted in the main study.

Informed by these findings, objectives were reformulated in a sharper manner; the size of the population for the research was reconsidered; ambiguous questions were eliminated or revised, and the pilot was used as basis for the practical planning for the main research.

4.2.3 Sampling procedures

The choice of the sample was decided during early stages of the overall planning. This is because sampling was indispensable to the study in the sense that it assisted in limiting the sum total of the population in the District. I preferred a population from Gauteng province, but owing to time limits to complete the degree, the use of both qualitative and quantitative approaches, financial implications, accessibility and in-depth focus sampling was limited to schools in the District. These schools were typical township schools and others were in the new settlement areas of the district in Gauteng and therefore share they similar characteristics with other township schools. In addition, they have similar features to those of the other schools in order to allow generalisation of the results although it was not my intention to generalise. I resorted to an in-depth study of a sample with a view to writing a thick description of the COLTS-Tirisano -TQM continuum.

The choice and size of the sample depended on the purpose and objective of the study and nature of the population under scrutiny. There were 16 Senior Secondary schools in Soshanguve (District D3 - Tshwane North) servicing black learners from both the Township and the New Settlement areas. Townships are sites formerly promulgated by the Group Areas Act and located outside a town or city and intended solely for black people whereas white people resided in towns and cities. In the post-apartheid era, New Settlement Areas arose around those townships. These were the areas and sites in which black people who did not have houses in the townships or who came from other parts of the country and then settled there although there was no infrastructure and the sites were unsuitable. The difference is that the towns are well developed whereas the townships and new settlement areas are still being influenced by the legacy of apartheid. Although these sites were formerly illegal both they and the townships areas, just like towns or cities, are now under the jurisdiction of local municipalities.

A feasible sample of 14 senior secondary schools out of 16 (those who offer Grades 10 to 12 only) was selected to represent the district. Two schools were eliminated because one of them was a school for learners with special needs (physical, hearing and sight impeded). That school is unique and its characteristics differ from those of the population in that it serves a very small number of learners, namely fewer than ten to a classroom. The other school is special in the sense that it is described as a comprehensive school. This school is also unique because it is a comprehensive school

with facilities, funding, the building is unique, and numbers are low when compared with those of other schools.

It took seven weeks to complete the collection of data between 08 October and 22 November 2002 in those 14 schools. There were follow-ups of schools to reach data saturation of principals' interviews in 2003 and 2004 in order to support in-depth qualitative issues and I also made use of information concerning school buildings, assemblies and badges. The criteria used were according to Table 4.2 below:

Table 4. 2: The sum total sample of the population in the District D3.

Schools	Learners		Educators		Principal
1	279	28	31	10	
2	322	32	32	12	1
3	214	21	36	10	
4	229	23	41	15	1
5	417	41	42	17	
6	211	21	30	9	1
7	238	23	39	13	
8	287	29	36	13	1
9	341	34	48	19	
10	324	32	44	17	1
11	258	25	38	13	
12	231	23	37	12	1
13	219	21	34	11	
14	366	36	41	18	1
Total	3836	398	529	189	7

Each tenth Grade Eleven learner completed a questionnaire (*systematic random*) because my objective then was determine their academic performance the following year in Grade 12. Each third educator completed a questionnaire (*systematic random*) as part of the overall plan and took the numbers into consideration. Lastly, each second school principal was interviewed (*systematic random and purposive*) first taking into consideration their number to reach saturation and the academic performance of those schools also. Thus, two good schools and two weak ones (E and G and C and F

respectively) were handpicked to be included in the sample) on the basis of the matric results. The other three schools in the population had an equal chance of being selected and only chance and the kind of system were factors in their selection. In terms of questionnaires, only chance and the kind of the system were factors. Table 4.2 first shows the total number of respondents and the number of returned questionnaires from Grade Eleven learners and educators as well as the number of principals interviewed.

A total number of 200 questionnaires for educators were distributed to those 14 schools during their lunch breaks and/or when they were not teaching, and every third educator completed the questionnaire. The selection of each third educator was negotiated when arrangements for data collection were made with all educators. The schools time register, which contains an alphabetical list of all educators, assisted in this regard. Consequently all educators had an equal chance of being included in the sample. This method is known as the systematic random sample in which chance and a type of system were the factors (De Vos, 2002:204). Similarly 400 questionnaires were distributed to learners in their classrooms where each tenth learner completed a questionnaire according to the systematic random sampling technique.

The type of data collection method used was the personal questionnaire (De Vos, 2002,173). I handed questionnaires to educators and learners who completed them on their own. I was available in case problems were experienced. I limited my contribution to the completion of the questionnaire to the absolute minimum. I also remained in the background for the sake of privacy. The completed questionnaires of the learners were collected immediately after being filled in.

As agreed with the schools when arrangements were made, it took a full day to collect the data from each school. In some schools I had to go back to collect the completed questionnaires from educators because they were busy with academic work schedules. Learners' questionnaires were distributed class-by-class and collected immediately after completion. A total of 189 completed questionnaires were returned by educators (94, 5 %), and 398 by learners (99, 5 %). Problems concerning the interviews with principals arose. Often appointments were made and not honoured because the principals were not available. They either indicated that they were busy with the Grade Twelve examination then or that they had another appointment in the district. The last interview with a principal took place on 22 November 2002.

4.2.4 Presentation and interpretation of results

Having completed the administration and analysis of the questionnaires the BMDP statistical software package was used for statistical analysis of the data with the assistance of the official statistician. I summarised and presented the results obtained from completed questionnaires and interviews. Subsequently the Nonparametric Statistics called assumption-free or distribution-free statistics were used as group methods namely, Chi square, Kruskal Wallis Test Statistic and Mann Whitney Test Statistic (Ravid, 2000:48).

The Kruskal Wallis Test Statistic and Mann Whitney Test Statistics were used for comparing three or more variables and two independent variables respectively. These variables emerged from the biographical data where the tests indicated statistical differences. It was in terms of the clinical interpretation of these variables that results were compared and statistical importance and relationship of variables were dealt with. The tests helped to indicate statistical differences between the variables where there was a significant difference of less than 5 % level ($p < 0,05$) in either negative or positive skewed distribution for biographic and educational data (Ravid, 2000:52).

The variables dealt with were biographical once that included gender, experience, positions, qualifications, areas of specialisation and context where schools were situated. Where the probability level was lower than 5% (p value $< 0,05$ or 5 %) the findings were reported as significant. Where the probability level was higher than 5 % level (P value $> 0,05$ or 5 %), the findings were reported as not being significant for both educator and learner questionnaires. The findings of the analysed data are discussed in paragraph 4.3.

4.3 Research findings

Biographical information is presented in terms of the educators' gender, years of experience, position at school, qualifications, management qualification, areas of specialisation and the context in which the educators can be found (cf. Annexure A). Regarding learners, the variables were gender, age, main field of study, aggregate pass at the end of Grade 10, the period spent in Grade 11, dropping out of school, geographic area and parenting or guardianship of those learners (cf. Annexure B). the Principal's biographical data comprised experience as educator and principal, qualifications and gender. This information helped to determine whether or not these variables revealed

any significant differences regarding role players' opinions. There were also combinations of the responses that had been identified, for example variables V4, V5, V7 and V10 (Annexure A) and V5, V6 and V7 for learners to determine whether or not these variables had any significant difference in terms of the responses made. The tables that follow indicate and show biographical data for educators, learners and principals.

SECTION A: BIOGRAPHICAL DATA OF EDUCATORS, LEARNERS AND PRINCIPALS

4.3.1 Educators' biographical data

Given that $N = 189$, it follows that **where N is less than 189 ($N < 189$) - in all tables that follow - there was a missing frequency**

4.3.1.1 Gender

It was important to determine not only whether the sample was representative of the population in terms of gender but also whether gender had had a significant effect on educator responses. To this purpose the gender composition of the sample had to be analysed (see Table 4.3).

Table 4.3: Gender of educators

V3	Frequency	Per cent
Male	87	46,03
Female	102	53,97
Total	189	100

In terms of gender distribution, female and male respondents are fairly representative of the secondary school educator population nationally, which is 56,3 % female and 43,7 % male (DoE, 2001a: 41).

4.3.1.2 Years of experience

It was also important in this survey to determine whether there were significant differences in educators' years of experience, with 5 years or less, constituting little experience; between 6 to 15 years, constituting average experience and more than 16 years much experience (see Table that follows as compared with Annexure A).

Table 4.4: Years of experience as educators

V4: Years of experience	Frequency	Per cent
5 yrs or less	35	18,6
6 - 15 yrs	107	56,9
16 or more yrs	46	24,5
Total	188	100

According to Table 4.4, educators (56,9 %) in the sample were fairly experienced. It can therefore be inferred that these educators' responses were influenced by experience. If it is assumed that teaching experience results in reasonable responses, the 24,5 % of highly experienced educators would be more likely to respond reasonably since they were involved in the struggle for democratic education in black schools and might, therefore, have a good opinion of the development and reasons for the lack of COLTS. This group, as well as the group in which educators have 6 - 15 years of experience, and especially those with 10 - 15 years' experience, could be expected to provide more reliable and informed responses. Those with less than six years experience described as being not so experienced may have experienced the struggle while they were still learners at schools. Thus they might have had different perceptions of their responses than the former group.

4.3.1.3 Present position

It was also important to determine whether or not deputy principals and heads of departments responded differently than the educators. Although all of them are classified as educators, distinctions between the different categories are important in terms of their response. For example the deputy principals and heads of departments (16,93 %) comprise the School Management Teams (SMTs) of schools. The rest, which comprise 83,07 %, were classroom educators which is a fair representation.

Table 4.5: Present position at schools

V5: Present position	Frequency	Per cent
Deputy principal	13	6,88
Heads of departments	19	10,05
Educators	157	83,07
Total	189	100

4.3.1.4 Educators' qualifications

Assuming that educators with higher qualifications might respond better than those with lower qualifications, it was important to determine whether or not the level of qualification was significantly different. A combination of this variable is found in Table 4.6.

Table 4.6: Highest qualifications for educators

V7: Qualifications	Frequency	Per cent
Diploma	68	36,6
Degree	81	43,6
Post Graduate	37	19,8
Total	186	100

It was important to determine whether or not educators with higher qualifications (19,8 %) and those with a minimum qualification (36,6 %) responded differently and/or whether their qualification level influenced their opinions.

4.3.1.5 Management qualification

Similarly, it was essential to determine whether those educators with a management qualification responded differently than those without a management qualification

Table 4.7: Management qualifications of educators

V:8 Management Qualifications	Frequency	Per cent
Yes	68	36,17
No	121	63.83
Total	189	100

Table 4.7 indicates that a majority (63,83 %) did not have any management qualifications while only a minority (36,17 %) obtained management qualifications from various institutions. Thus it became important whether or not management qualifications had had any significant impact on educator's responses.

4.3.1.6 Area of specialisation

As in the case of other variables, it was important to determine whether the area of specialisation might have an effect on educator responses. Table 4.8 above shows that the majority of educators (43,72 %) specialised in the Human and Social Sciences while a minority specialised in Commerce and Mathematics.

Table 4.8: Area of specialisation in different fields

V:10 Specialisation Area	Frequency	Per cent
Science and Technology	54	29,51
Mathematics	27	14,75
Commerce	22	12,02
Humanities	80	43,72
Total	183	100

4.3.1.7 Area where schools were situated

Assuming that the area in which a school was situated would affect responses, it was necessary to determine in which areas schools were situated (cf. Table 4.9).

Table 4.9: School situation

V11: School situation	Frequency	Per cent
Township	99	52,38
Informal settlement	90	47,62
Total	189	100

It is clear from Table 4.9 that there was a fair distribution of frequencies from those schools, with the new settlement areas growing and developing faster than expected.

4.3.2 Learners' biographical data

This section presents biographical data for learners where N = 398 – the N applies to all tables in terms of biographical data. As with educators, where N is less than 398 for learners (N < 398) in all tables that follow there was a missing frequency.

4.3.2.1 Gender

Table 4.10 presents the data in terms of the learners' gender

Table 4.10: Gender

V3: Gender	Frequency	Per cent
Female	197	49,75
Male	199	50,25
Total	396	100

In terms of gender distribution, chance and system were the only deciding factors because of the simple random sampling. It is only by chance that there was almost a balance regarding representation in terms of both female (49,75 %) and males (50,25 %). Any other factors became insignificant regarding responses.

4.3.2.2 Age

Another important variable was the age of those learners in terms of the effect that age or level of maturity might have on responses. Table 4.24 presents the responses below:

Table 4.11: Age

V4: Age	Frequency	Per cent
15 – 19	341	85,67
20 – 24	57	14,33
25 +	0	0
Total	398	100

In this question it was found that most learners (85,67 %) were between 15 and 19 years as regulated in the policy document, *Age Requirement for admission*. Learners over 19 years of age represented a deviation from the rule (14,33 % were between 20 and 24)

4.3.2.3 Field of study

The field of study chosen by individual learners was also regarded as an important variable in that it might have an effect on learners' responses to different questions.

Table 4.12: Field of study

V5: Field of study	Frequency	Per cent
Science	97	24,68
Mathematics	34	7,89
Commerce	215	54,71
Humanities	33	8,40
Technology	17	4,32
Total	396	100

As indicated in the table, most learners (54,71 %) were specialising in Commerce, followed by Science (including biology, chemistry and physics). There was almost a balance between Mathematics (7,89 %) and Humanities (8,40 %), with Technology at the bottom of the list. This has implications for the ministerial initiative – to provide bursaries for Mathematics, Science and Technology.

4.3.2.4 Aggregate in Grade 10

Another question asked was about the aggregate learners obtained from their Grade 10 results to advance to Grade 11. This was to determine the quality of the learners advancing to Grade 11, with *quality* in this context referring to the extent to which learners meet the requirements for Grade 11 and the potential to exit at Grade 12 (cf. Table 4.26 below).

Table 4.13: Aggregate % of Grade 10 results

V6: Aggregate %	Frequency	Per cent
33 – 40	27	6,81
41 – 45	57	14,84
46 – 49	90	22,44
50 – 69	147	37,16
70 – 74	52	13,04
75 +	23	5,80
Total	396	100

The aggregate % is the official criterion set by the Department of Education to indicate symbols and/or the pass rates. Most learners (37,16 %) were good ones who had

reached the required levels. They were followed by the 22,44 % who partially attained the set levels. The best learners (14,84 %) were outstanding or excellent, consistently achieving, whereas 6,81 % had not yet reached the levels set by the schools. This gloomy picture predicts the matric outcome. Thus, unless some interventions take place in Grade 10 and 11, these paint a gloomy picture of the matriculation pass even though, as revealed in the educator questionnaires, some of these learners might disappear or be *demoted* to standard grade.

4.3.2.5 Dropout rates

Another variable was the drop-out rate for learners. Learners were asked whether they had ever dropped out of schools at any stage (meaning that they dropped out and now were back at school). This was important to determine causes and to determine whether or not there was a need for any intervention strategies.

Table 4.14: Dropout rates

V8: Dropout rate	Frequency	Per cent
No	348	87,87
Yes	48	12,13
Total	396	100

Table 4.14 indicates that not many learners (12 %) drop out of schools. Given these findings, together with findings on their academic performance, and the fact that the number of learners writing matriculation exemptions, is decreasing, it could be inferred that there may well be a need for some intervention because it has been found that while the matric pass percentage has been going up, the number of matric candidates has been going down. The question that arises is whether or not schools are responsible for those 18/19-year-olds disappearing because they wanted their pass rates to look better.

4.3.2.6 Reasons for dropping out

It was also important to determine the reasons for dropping out of schools. Learners were also requested to indicate other reasons not mentioned in the questionnaires relating to the reasons for dropping out.

Table 4.15: Reasons

V9: Reasons	Frequency	Per cent
My teacher	4	8,33
My parents	12	25,2
My friends	6	11,1
Myself	10	22,22
Others	16	33,33
Total	48	100

Data in this table indicate that most learners (25,2 %) were pulled out of schools; followed by those who stayed out of schools (22,2 %); 11,1 % has been pulled out and the last group was pushed out.

Other reasons (33,33 %) for the drop-out (cf. Annexure E) were cited as pregnancy of girls at school, parents or guardians had passing away or parents relocating, issues related to delinquency of the learners themselves; peer pressure that caused pushing, pulling and staying out of schools, and abuse in terms of sexual abuse and harassment that could have been caused by the adverse effect of either the school or the family.

These are problems that are extremely urgent and they need immediate attention and intervention from role players at schools. Financial problems were not allowed to prevent any learner from attending school because parents who were unable to pay school fees were exempted from them. Instead all learners had to be allowed access to schools as a basic right.

4.3.2.7 School location

It was also important to know where those learners came from with a view to determining whether or not the location of schools had had any significant effect on the type of response given. Some of the learners may be in the township but attend schools in the new settlement areas and vice versa. Consequently, learners were asked to indicate the location of their schools (cf. Table 4.16).

Table 4.16: Location of schools

V10: Location	Frequency	Per cent
Township	370	94,39
Informal settlement	22	5,61
Total	392	100

There was some inconsistency regarding this question. In terms of educators, there were 52,38 % in the township and 47, 62 % in the informal settlement area whereas there were 94,39 % of the schools in the townships and few (5,61 %) in the informal settlements. Probably responses were not accurate either because learners did not wish be identified with the new settlement areas but rather with the township. Given the inconsistency of the data, the responses to this question were ultimately considered insignificant and not used for the purposes of this research.

4.3.2.8 Care giver

The last question on biography concerned the caregiver. In this question learners had to indicate who took care of them most of the time.

Table 4.17: Caregiver

V13: Caregiver	Frequency	Per cent
My mother	171	43,96
My father	19	4,89
My parents	129	33,16
My grand-mother	77	17,99
Total	396	100

Table 4.17 indicates that most of the learners (43,96 %) are taken care of by their mothers. This implies single parenting who because of various reasons such as divorce had never been married or separated. Second in the ranking were parents which implies a normal situation with both parents present. The third category was that grandmother (18 %) which implies that the parents were not available either because they might be working away from home or they might not be available for their children because of various other reasons. These reasons might have varied from parents not taking responsibility for their children to total disregard or neglect of their children. The last category was that the father was taking care of the children. This anomaly needs

serious attention as the rationale was to find out who actually was responsible for those learners most of the time at home and the type of the care given to them all the time. This question could indicate accountability in terms of person undertaking to fulfil the obligations to those children: that is obligations regarding financial support, home-work, codes of conduct, involvement and the support culture of performance excellence. .

4.3.3 Principals’ biographical data

The purpose of this section is to confirm credibility of principals. Credible findings, both inductive reasoning and interpretations, were essential for the truth value.

Table 4.18: Biographical data and experience

VARIABLES	SCHOOLS						
Questions	A	B	C	D	E	F	G
How long have you been an educator?	17	17	14	16	08	26	19
How long have you been in this school?	12	02	14	05	02	04	19
How long have you been a principal?	12	02	03	02	02	17	07
How long have you been a principal in this school?	12	02	03	02	02	04	07
What is your qualification?	B.Ed	M.Ed	B.Ed	BTech	B.Sc	B. Ed	B.Ed
Do you have any management qualification?	No	No	No	No	No	Yes	No
If yes, which one?		-	-	-	-	-	-
Male/Female	M	M	F	M	M	M	M

Table 4.18 shows that all principals were well experienced as educators (all had eight and more years’ experience). Experience was one of the indicators for appointment as principals. Three of those principals (Schools A, C and G) have been in those schools for long periods (12, 14 and 19 years respectively). The rest were appointed at their new school through normal selection and recruitment processes of the Department of Education. Consequently they were legitimate, thus making those schools functional and credible. These are indicators that justify that some schools are now functional (cf. 1.1.1; 1.1.2; 1.1.3). One problem in those settings was the fact that some principals

had been in the same school for many years and then became principals of those schools. Firstly, they were known to everybody, which implies that they were unlikely to introduce new or fresh ideas. Secondly, they had been part of the system and cultural context, which had not improved for many years. They accumulated experience from their schools (schools A, C, and G) whereas the rest of the principals came from other schools. For example, in the interview, the principal of school C indicated that she had been an educator for 14 years, had been acting as principal for two years and ultimately had been appointed permanently now for three years. These already have a negative impact on schools because such principals were not likely to effectively influence the move for school change and quality COLTS. This may be one of the reasons why COLTS has been stagnating or stalling.

The principal of school D had been redeployed for three years in an acting position and permanently appointed for two years. The principal at school F had had the most experience as a principal (17 years). He had been recruited and appointed for 4 years when he improved the matric pass rate by 100 % in 2001. It is probable that he might have introduced new or fresh ideas that contributed to the pass rate. This is an indicator of positive COLTS.

With regard to qualifications, Table 4.18 indicates clearly that principals had honours degrees or the equivalent (B. Tech.). The only problem was that all of them, except in school F, had no management qualifications. Although the principal of school F had a management qualification (NHD Educational Management), which he had obtained in 1996, this did not further improve either his horizontal or vertical qualifications. Managers needed to be lead learners through out their lives (lifelong learning) because it had become essential for principals to hone their skills in financial and general management in order to be effective and also keep abreast of the latest trends in the leadership and management (governance) of schools.

One problem was that only one female participated in the interview. The problem was brought about by the simple random sample where chance and the system were factors. Hence it was noted in this survey that equity in terms of gender sensitivity had not been addressed and was thus compromised due to the sampling technique. This may be insignificant.

SECTION B: THE CULTURE OF LEARNING, TEACHING AND SERVICES

The first part of this section reflects educators', learners' and principals' responses to questions about their opinions on positive COLTS as it relates them as well as parents. Secondly it addresses and discusses the current situation of schools and their accompanying problems. The efforts relating to the improvement of schools are outlined. In addition this section investigates the opinions regarding how role players value the processes of managing quality teaching and learning. Lastly the practices and services reflect the commitment to positive COLTS and resources needed to facilitate these processes to achieve a positive school climate.

It was essential to determine the **areas of improvement** (1 = strongly disagree and 2 = disagree) and also **strengths** (3 = agree and 4 = strongly agree). Strengths needed to be maintained and sustained to ensure continuous improvement (new and good ideas that came from schools' areas of improvement and importance) while areas of improvement - implying **not started** (1) and **less progress** (2) – needed to be addressed. Strength means **progress** (3) and (4) **good progress**. It follows that essential indicates **priority** that needs most urgent attention (1 and 2) while for (3) and (4) desirable is for **progress made**. The “strongly agree” and “agree” have been merged to provide an “agree” response as have the “strongly disagree” and “disagree” into a “disagree” response for interpretation purposes. Ultimately the tables have been re-drawn to indicate the **agree response per cent (%)** ranked in descending order to **identify priority** that needs most urgent attention regarding areas important for improvement. It is essentially important to note that the tables will only reflect areas on priority for attention, meaning, 60 % and below (less progress) indicates priority for attention. Principals' opinions validate this as essential priorities for attention.

The findings on educators', learners' and principals' opinions contributed to the depth and width of the recommendations in the last chapter. In dealing with this section, the vision and mission from the Department of Education was a benchmark by means of which understanding was gleaned from the work culture (what educators, learners and principals do) and the progress made (the results), both of which determine future trends in schools. The first part of this section addresses educators', learners' and principals' opinions of positive COLTS in respect of principals, educators, learners and parents.

4.4 The prevailing culture of learning, teaching and services at schools

It was necessary first to determine the principals' understanding of the concept COLTS. The meanings and delineation would articulate the vision of the principals' plus their perceptions of COLTS and its implications for school management (cf. Annexure C)

4.4.1 Principals' opinions about COLTS as a concept

In this question a consensus was reached with the independent decoder that the standard definition of the concept had to be available to measure the opinions and understanding of this concept. From the definition, a deduction was made regarding the understanding of the concept. Chapter 1 (cf. 1.5) and 2 (cf. 2.2) provided standard definitions of the concept COLTS.

Principals described COLTS as a process of the government that was *'trying to bring back motivations for both educators and learners. It is trying to bring the oomph that will help to ensure that effective teaching and learning is taking place in school situations'*. Others indicated that it referred to a *situation where educators teach and learners learn and there is provision of services*.

It can be deduced that proper definitions, including clarification and delineation of the concept, were missing. Issues that were missing included concepts such as shared meanings held by role players, and the attitudes, beliefs and values of schools (cf. 1.5 and 2.2). In terms of TQM culture, concepts such as norms, climate, interactive behaviours, rule of the game and values need clarification and delineation (cf. 3.2). It is implied that principals did not communicate by sharing with their role players in meetings neither did they commit/involve role players' vision and mission statements of their schools. In this way, principals abdicated their responsibilities and obligations to deal with problems of culture change on the understanding that the Department of Education would intervene in the adversarial relationships with educators, learners and parents. With this perception in mind, the concept was used loosely to refer to the absence of school-going habits and values and loss of faith on the part of the communities, citizens and legitimacy of education. Lastly, role players' deliverables such as establishing activities in the business plans were not clarified, delineated and aligned.

4.4.2 Educators', learners' and principals' opinions about the character traits of positive COLTS

The purpose of this question was to measure - confirm or reject – opinions on the criteria of positive COLTS. The results appear in Table 4.18 and 4.19 and principals' opinions validated them.

Table 4.19: Educators' opinions about character traits of positive COLTS

Strongly disagree	Disagree	Agree	Strongly Agree
6 (3 %)	35 (19 %)	120 (63 %)	28 (15 %)

Brackets indicate percentage.

Table 4.20: Learners' opinions about character traits of positive COLTS

Strongly disagree	Disagree	Agree	Strongly Agree
68 (17 %)	135 (34 %)	140 (35 %)	55 (14 %)

As indicated in Table 4.19, 22 % of the educators (19 % disagreed plus 3 % strongly disagreed) indicated that there were no indications of positive COLTS whereas 78 % indicated that characteristics of COLTS were present. Educators (78 %) were more positive than learners (49 %) whereas principals agreed that COLTS prevailed. They cited principles such as *teamwork, communication and total commitment* in teaching and learning processes as the major character traits of positive COLTS.

These positive responses will be measured against the criteria of positive COLTS in Chapter 1 (cf. 1.1), Chapter 2 (cf. 2.2.1) and the tables that follow. This is because these opinions were consistent for the educators and principals as compared with the learners' opinions. Evidence emerged that principals cited issues such as *offering extra-classes, guidance and counselling* whereas learners indicated that there was less effort by schools to improve COLTS and this implies that there was no synergy prevailing at schools. This was caused by lack of understanding and clarity of the vision and mission statements as well as objectives that elicit strategic plans of schools. It can be concluded that schools need a framework that unite role players in collaborative efforts to improve the school continuously.

The tables that follow present the opinions of educators, learners, and principals regarding priorities for attention only as discussed above.

4.4.3 Educators', learners' and principals' opinions regarding principals' roles in positive culture

Tables 4.21 and 4.22 present the results from educators' and learners' responses on the opinions regarding principals' roles in positive COLTS, that is, the role to ensure, promote and inspire positive COLTS. Principals opinions validate the educators' and learners' responses as indicated that priority needs most urgent attention.

Table 4.21: Educators' opinions regarding principals' roles in positive COLTS

Variables: 13 – 28	Agree %	Priority
Ensure availability of teaching and learning resources	35	1
Ensure safe and healthy and proper sewage	44	2
Ensure toilets were clean and repaired	45	3
Involve educator in decision making	50	4
Ensure proper light fittings are available	51	5
Deal with sexual and substance abuse	55	6

Table 4.22: Learners' opinions regarding principals' roles in positive COLTS

Variable: 15 – 23	Agree %	Priority
Ensure there are learner resources	36	1
Ensure stationery, books are available	51	2
Involve learners in decision making	55	3
Deal with abuse	57	4

Table 4.21 indicates clearly that the principals had made progress in terms of creating positive COLTS except in ensuring availability of resources. Similarly, learners confirmed this assertion (cf. Annexure A and B) whereas principals' responses indicated that they had created conducive environments for teaching and learning where resources support this. However, issues reflected in the two tables state otherwise.

These indicate that teaching and learning resources such as charts, overhead projectors, properly equipped laboratories and library were non-existent. Whereas stationery and books supplied by government were adequate according to the educators, learners

contradicted this. Second on the priority list were safe, healthy and proper sewage conditions followed by filthy toilets. Thus, real issues of areas for improvement (resources, safe and healthy facilities including toilets) need urgent attention whereas some progress had been made regarding other issues such as availability of clean water, encouraging educators and the fencing of schools.

It can be inferred that the lack of issues above contributed to the loss of quality COLTS because these are basic fundamentals for effective teaching and learning which schools cannot afford to be without. Principals need to utilise educators and parents' (TQM principle 3; cf. 3.2.3) abilities, innovative and/or creative ideas as resource managers to raise funds for acquiring these resources. For example with the co-operation and input of parents and educators, some creative thinking schools may embark on fundraising projects such as the school dance, drama and musical presentations and so on, while not spending extra money in the process. These are examples of activities in the business plan that may attract role players (especially parents) in schools to pack chairs and balconies with a minimal entrance fee charged while still showing healthy profits. This is because quality education is not an issue of the Department of Education only (schools cannot afford to be dependent any longer) because the budgets may be minimal for all schools. These activity plans may not necessarily generate funding only but may on the other hand build partnerships with their communities through empowerment, team-building and these collaborative efforts to increase and enhance continuous improvement may lead to a process that would increase effective leadership (TQM principle 3) which, in turn, would give rise to the realisation of positive COLTS and the culture of performance excellence. As has been indicated in Chapter 2, the realisation of the culture of performance excellence may be measured in terms of academic performance (the quality pass rate by exemptions), which is the most obvious quantitative data but not the only indicator as there are also qualitative successes not based on tests and examination scores such as active citizenship, collaborative attitudes, creativity, tolerance, socio-economic and cultural functions not easily measured by tests in basic subjects.

Teaching resources may add value to positive COLTS. For example, as indicated in Chapter 2, it may not be possible to obtain good pass rates if teaching resources are inadequate. Parents may, for example, be involved in the preparation of those resources (quality enhancement) in the partnership (culture change enhancement) as contained in TQM principle 3; 3.2.3) towards total quality. On the contrary unsafe and

unhealthy environments such as filthy toilets may be responsible for learners' and educators' colds spreading through physical contact like touching noses or mouths and touching one another. Bacteria that cause diseases are likely diarrhoea commonly found in filthy toilets mostly harmless, but can cause illnesses. Forgetting to or not washing one's hands properly, germs may spread to other people or infect persons one's touching own mucous membranes like eyes, mouth, nose or cuts in one's body. Many of these ailments may lead to poor health and poor academic performance. To this end schools must get learners and educators to work together in *Health Working Team* partnerships regarding safe and healthy environments. Another priority not seriously attended to such as learners buying food sold near the outside gates of schools but the toilets were not situated far away from the food vendors. The foods were not certified as conforming to health standards and could be contaminated by the germs in those environments.

Serious issues such as dealing with sexual and substance abuse are currently emerging. Drug abuse is becoming widespread and critical issues should be addressed by the efforts of partnerships by Health Working Teams to educate role players about the abuse of substances. Learners who are addicted to drugs bunk classes and are willing to scale high walls and fences in search of illegal substances to satisfy their cravings during school hours. This has had a ripple effect on and a chain reaction relating to health hazards, illnesses, possible sexual abuse, harassment and threats to safe and security in schools. Safety and security problems may be prevented when basic needs such as water, shelter and sanitation are met at schools according to Maslow (cf. 3.5.3.6c).

Another inconsistency in this question is that principals said that they were *role models by setting objectives* and examples of their achievement of positive COLTS. They indicated that they were *creating safe and healthy environments* conducive to learning, promoting professional development, and encouraging active participation for all role players. This contradicted the responses of the learners and educators. Thus it may be deduced that principals provided no synergy among role players in understanding the factors that may promote positive culture among educators and learners as part of the school system. This refers to honest communication by principals who should influence role players' attitudes and behaviour at schools and keep role players focused in terms of win-win relationships. This is because communication messages in TQM must provide relevant information, convey good practice, and generate awareness. Failure to communicate effectively might have created the unnecessary problems, resulting in the

confusion schools find themselves now. It can be inferred that synergy was lacking with the result that schools were not operating in line with the spirit of the Tirisano strategy underpinned by schools' vision.

4.4.4 Educators', learners' and principals' opinions regarding educators' roles in positive culture

Again, the opinions of educators and learners regarding educators' roles concerning positive COLTS were sought. Table 4.23 and 4.24 present the results and principals validated them.

Table 4.23: Educators' opinions regarding educators' roles in positive COLTS

Variables: 29 - 49	Agree %	Priority
Involve parents in the preparation of media	18	1
Involve parents in classroom activities	35	2
Give extra tuition	48	3
Involve parents in the homework of their children	49	4
Always punctual in class	51	5
Ensure that codes of conduct are fair and adhered to	55	6

Table 4.24 Learners' opinions regarding educators' roles in positive COLTS

Variable: 24 - 45	Agree %	Priority
Mark assignments within expected time	26	1
Involve learners in classroom activities	26	1
Involve parents in the preparation for media	35	3
Involve parents in their children's homework	43	4
Always punctual	44	5
Involve learners in organising learning activities	48	6
Role model for learners	52	7
Create favourable environment for learners	57	8
Involve learners in decision making	59	9

Although Table 4.23 just like 4.24 indicates some progress made in terms of positive COLTS regarding educators, areas of improvement are issues of concern. These are four priorities for areas of improvement ranked 1 – 6 (Table 4.23) and 10 priorities

(Table 4.23) that are essential to improve schools. What emerges from these responses is the perception that parental involvement in schools is a high priority. Principals confirmed this also as very important factor. There are some inconsistencies in the responses of learners and parents for example where educators chose parental involvement as highest priority, learners preferred educators to complete their marking within the expected time. Nevertheless, common to both are parents' involvement in schools and classroom activities.

Principals said that educators were supposed to be role models for learners, but they did not work and act as professionals in their relationships. The principals indicated that what was lacking was *commitment* in terms educators' deliverables and cited a number of problems, for example that educators *were not motivated to teach; did not recognise learner's incentives and rewards; they would set rules for extra classes but they were inconsistent in teaching those classes*. One major problem cited was that they were not *punctual for their classes*. All these factors were consistent with the learners' responses. Other problems were that principals were concerned about the *high levels of absenteeism on the part of educators, as well as lack of commitment*. One of the principals, for example, commented that educators did not observe codes of conduct such as striving *towards a common goal*. However, evidence emerged that there were no clear objectives set regarding educators' deliverables.

These findings contradicted the data in Table 4.19 and 4.20 and also parents' responses to the prevailing COLTS in schools (4.4). This could be ascribed to the fact that in a context like the one above, principals should be assisted to play a central and pivotal role in defining a way forward – especially with regard to distributed leadership as well as new managerialism. Although TQM philosophy advocates decentralisation and devolution of power and authority among role players within their own outfit, measurable objectives must be achieved (cf. 5.4.1.2) in schools. This has implications not only for the type of leadership style principals need to adopt, but also for the devolution of authority to role players. It is implied that decentralisation or devolution of power goes hand in hand with a consultative style of management in which not only knowledge but also authority is shared with all role players in a team spirit. Creating quality culture requires commitment and this is tantamount to the development of teams as benchmarks for the framework and values expected from role players to contribute to incremental and gradual improvements. This needs empowering educators' positive values such as

taking their initiative, being creative, taking charge, being innovative and hard-work such as being willing and dedicated to give extra tuition to those learners who are not coping.

All factors above impinge on COLTS and the ideal state of TQM schools (cf. Table 3.1) must be controlled (the after fact of TQM as quality assurance) as both are important and essential. The implication is that, while quality assurance involves correction and prevention of problems, TQM practices include the ongoing search for opportunities to continuously improve pedagogic practices in schools given that the functional task of educators is to teach. This implies creating contexts that are conducive to learning. Such contexts would require educators' showing enthusiasm for and interest in their subjects and respect for learners; educators being trusted by learners and parents through the provision of conducive teaching and learning climates.

4.4.5 Educators', learners' and principals' opinions regarding learners' roles in positive culture

In the same vein, the character traits for learners were sought from educators, learners and principals regarding learners' roles. Table 4.25 and 4.26 present the data.

Table 4.25: Educators' opinions regarding learners' roles in positive COLTS

Variable: 50 - 63	Agree %	Priority
Look after school property	27	1
Do homework regularly	32	2
Always punctual for classes	34	3
Assist to create order and harmony	48	4
Know why they're learning	50	5
Ensure clean and healthy environment by cleaning classes, toilets etc.	51	6
Disciplined to learn	53	7
Respect other's safety	54	8
Listen to other's opinion	57	9
Dedicated to attend classes	57	10

Table 4.26: Learners' opinions regarding their own roles in positive COLTS

Variable: 46 - 60	Agree %	Priority
Look after school properties	41	1
Ensure clean, healthy environment	47	2
Respect of others' safety	53	3
Always punctual for classes	55	4
Assist learning, teaching free from disruption	59	5

Table 4.25 shows trends indicating that there was a total disregard for school property. This trend clearly shows that the culture of role players needs serious attention because principals confirmed this also. It follows that in the given context it would not be surprising that all other priorities such as creating order and harmony, ensuring clean and healthy environments, respect for others' safety and assisting in teaching free from disruptions have been a culture that has built up over time and has not been attended to seriously if at all.

Ripple effects and chain reaction to priority 1 is the lack of voluntary donations from the private sector, meaning there is lack of partnership because of uncertainty regarding investor confidence in terms of scarce resources as well as safety and security. The implication is that issues such as damage to property and vandalism may not be solved if the culture is not changed. The culture of ownership among all role players is lacking and also good citizenship, one of the aims of schools which has not been attained as expected. To this end TQM Principle 3 (cf. 3.2.3) which indicates that role players are the essence of schools mean that their full involvement enables their abilities to be used for the school's benefit and Deming Fourteen Points (cf. 3.3.1.) may add value to these collaborative strategies that promote ownership of schools. Issues such as ensuring a clean and healthy environment may also be solved and management of cleaning of classes and the environment in which they were learning are examples of the solution.

One of the principals confirmed the above assertion that *capacity building is necessary* for the expected roles of learners to contribute towards improvement of schools. He cited examples such as *codes of conduct* and that the *Labour Relations Council* and *Educator Council* were not taken seriously by the learners and educators respectively. The culture in schools has to change and this may take place provided there is a plan to commit teams with specific objectives and strategy to implement plans.

4.4.6 Educators', learners' and principals' opinions regarding parents' roles in positive culture

Although parents have legal rights and a say in their children's schooling (SASA) there is evidence from Tables 4.27 and 4.28 that indicated clearly that parents' roles at schools are minimal.

Table 4.27: Educators' opinions regarding parents' roles in positive COLTS

Variable 64 – 77	Agree %	Priority
Assist when educator is absent	10	1
Take charge of learning activities at home	19	2
Assist in school activities	24	3
Attend meetings when invited to do so	27	4
Support activities in school	30	5
Responsible for the healthy and safe environment of school	32	6
Assist in dealing with substance abuse	34	7
Participate in the formulations of policies, rules and procedure	36	8
Assist in education outings	38	9
Ensure learners adhere to school rules	44	10
Assist in dealing with disruptive behaviour	45	11
Create harmony between learners and educators	45	12
Ask for children's academic reports	46	13

Table 4.28: Learners' opinions regarding their parents' roles in positive COLTS

Variable: 61 - 75	Agree %	Priority
Assist when educator is absent	38	1
Assist in school activities such as sports	43	2
Take responsibility for their health and safe environment	45	3
Take responsibility for educational outings and excursions	51	4
Support activities of governing body	59	5

This section shows the seriousness regarding parental involvement in schools and this led to negative COLTS or the absence of excellence in education. The implications are that most parents are not willing, committed and dedicated in dealing with aspects such

as school governance, feedback and their children and taking charge of their children's learning at home. More so, educators were more negative than learners and principals confirmed their concern. Principals' responses painted an overall picture of little or no parental involvement in schools, little or no understanding by parents of their functions, powers and responsibilities and little or no desire to learn about these. They indicated that part of the problem was that *learners lived with their grandparents most of the time* and according to them, their (grandparents') roles were not defined and clearly communicated to them. In addition, they indicated that grandparents did *not seem to be able to control their grandsons and daughters* and the resultant poor discipline spilled over into schools, with these learners influencing others negatively, even those who were initially obedient and disciplined to learn. What was happening at these schools may not augur well for the principles of the South African Schools Act (Act 84 of 1996) as one of the frameworks for positive COLTS. These schools were not open in the sense that they were not accessible to external customers (TQM principle 3) that inspires total involvement of role players. Principals also indicated that *only a handful of them were willing to assist meeting the requirements of their learner*. When this was probed further, it was deduced that *the handful* were members of the school governing body. This resulted in the loss of excellence in schools because research indicates that parents' participation in schools elicits excellence and this is why schools have not improved as expected.

It can be concluded that parents are important partners in a culture that may influence both learners and educators pedagogically, in sporting and cultural activities and their attitudes in schools. School principals have the responsibility to lure and attract parents to schools by positive activities such as good performances by educators, dancing and music which are motivators just like a winning team attracts the support of its fans. In addition, as part of their training and development sessions, their roles must be clearly defined in order for them to be totally committed towards the vision and mission of a school. Specific objectives and related strategy should focus on the partnership and commitment to excellence. For example, voluntary support activities such as fund raising, maintenance of school buildings and other related services without remuneration may have a profound influence and impact on COLTS and excellence in those schools. This means parents may have a direct influence on their children in contributing to the improvements of their academic performance and collaborative partnership in the spirit of Tirisano (working together in teams) to improve schools.

4.4.7 The improvement of schools

The next section deals with educators', learners' and principals' opinions regarding efforts to improve schools. It was important to investigate the efforts that have been made by schools to improve them in order to determine the extent of current COLTS. Table 4.29 and 4.30 present the data regarding the efforts by schools in terms of initiatives or interventions from the Department of Education on the improvement of schools.

Table 4.29: Educators' opinions regarding efforts by schools improving COLTS

Variable: 78 - 90	Efforts %	Priority
Batho-Pele Principle: involved in the massive mobilisation for COLTS campaigns	18	1
Batho-Pele Principle: involved in empowering educators for effectiveness	24	2
Dealing with uncertainties regarding redeployment	27	3
Batho-Pele Principle: involved in defining guidelines for professionalism	28	4
Batho-Pele Principle: involved in the implementation plan for Tirisano	35	5
Modelling schools best practice	41	6
Ensuring secure and healthy environments	46	7

Table 4.30: Learners' opinions regarding efforts by schools in improving COLTS

Variable: 76 - 80	Efforts %	Priority
Massive mobilisation to improve learning	26	1
Empowering educators with discipline skills	29	2
Deal with problems concerning corporal punishment	37	3
Ensure secure and healthy environment	39	4

This section of the questionnaire received the highest number of negative responses. Principals also confirmed the assertion that schools had not yet reached a stage where they could be regarded as favourable environments within a suitable climate for teaching and learning.

This is implied that not much effort has been put into the improvement of COLTS, and it follows that the implementation of Tirisano strategy could not be implemented in those

schools. This is because Tirisano strategy with its Batho-Pele principle states clearly that role players need to be mobilised to take charge of the school improvement, empower educators to be more effective, define and communicate the implementation plan for Tirisano. The range of efforts made was 18 % to 46 % and learners were also consistent with educators with the range between 26 % and 39 %. The absence of all these positive character traits may have resulted in the *call to action* (cf. 2.4.2) to cease existing. The implications are that *messages* that are communicated from the Department of Education with regard to the COLTS campaigns (1996 – 2000) followed by Tirisano (2000 – 2004) might not all have reached the intended target group (cf. 2.4) and the *one size fits all notions* contributed to this. It means the vision and mission of the government has not been realised to commit teams in improving the culture using several tools such as brainstorming sessions and feedback sessions with the objective of continuous improvement of schools.

The implications indicate that the majority of educators, learners as well as principals were not mobilised for commitment, willingness and dedication to improve COLTS through COLTS campaigns hence it needs to be seen what TQM philosophy use may generate to assist in this regard. This suggests that continuous improvement of COLTS has not been receiving the necessary attention. As it is the responsibility of the principals to mobilise role players by virtue of the leadership role, this implied that principals were not effective, efficient, appropriate and insightful in their leadership role to mobilise COLTS campaigns as well as responding to the *call to action*.

The next section (Section C) concerns the opinions of educators, learners and principals regarding the potential of Total Quality Management for school continuous improvement.

SECTION C: TOTAL QUALITY MANAGEMENT FOR IMPROVEMENT OF SCHOOLS

Total Quality Management is a philosophy that originated in business and industry but which could be applied to education and could contribute to the improvement of schools. This does not mean that TQM is considered the panacea to all questions – it is only one of a number of strategic management approaches that could be used to ensure continuous improvement. In this section, I have suggested TQM because of its proactive approach towards all cultures and because of emerging evidence that its adoption benefits not only industry but also the civil service and education. Respondents who participated in this study were asked to share their opinions in this regard.

4.4.8 Total Quality Management Principles

In this section, educators, learners and principals were to indicate the extent to which they agreed with TQM philosophy evident at schools. Tables 4.31, 4.32 and 4.33 present the results in terms of evidence that TQM prevail at schools. These respondents were asked to respond within the range “non-existent” to “greater extent” regarding TQM principles prevailing at their schools (cf. Annexure A, B and C respectively). Thus the TQM % column below indicates the “greater extent” because of TQM measurable approach. Also to be noted is that the only priorities for attention are reported as reflected on the tables. The second factor to be noted is principals’ statistical responses to reach saturation regarding interviews meaning, principals were asked to comment on the percentage of TQM principles evident at their schools with a view to identifying the extent to which the relevant principle could be applied for improving schools.

Table 4.31: Educators’ opinions regarding TQM principles evident at schools

Variable: 91 - 100	TQM %	Priority
School strives for continuous improvement	5	1
Role players are empowered	21	2
Role players are working well in teams	22	3
There is mutual relationship among role players	24	4
Role players are involved in school processes to achieve desired goals	26	5
Role players participate in decision making processes	28	6
Principals establish unity and consistent interaction among role players	31	7
Principals define integrated schools’ processes	31	8
Principals give role players direction	37	9

Table 4.32: Learners’ opinions regarding TQM principles evident at schools

Variable: 81 - 84	TQM %	Priority
Mutual relationship among role players	22	1
Principal establishes unity among all role players	40	2
Principal gives role players direction	45	3
School strives for continuous improvement	46	4

Table 4.33 Principals’ opinions regarding TQM principles evident at schools

PRINCIPLES	%						
	A	B	C	D	E	F	G
Role players work well in teams with one another	60	0	100	70	0	50	50
Role players participate in decision making	80	40	80	70	20	30	40
There is mutual relationship among the role players and this benefits the school’s increased morale	70	50	100	60	10	50	40
The principal establishes unity and consistent interactions among all the role players like parents, educators and learners	85	40	100	70	30	50	50

There is evidence in these tables that TQM to a lesser extent or not at all existent in some schools because of the ranges reflected on the Tables. This is tantamount to learners’ and principals’ responses according the ranges reflected in the tables. More so, regarding Table 4.33, there is evidence that schools are different regarding the extent of improvement, implying that some are more negative than others. This implies that the implementation plan for school improvement must be flexible according to specific settings. For example schools E and G recorded the lowest percentage regarding TQM principles while schools C, D and A were more positive.

On the whole, principals responded at 57 % that TQM principles are evident at schools. The implication is that schools are at the awareness stage of the implementation of TQM as a philosophy to improve schools. For implementation purposes principals must give role players direction (vision) to establish unity among role players, implying creating teams that could assist in the implementation planning phase. To this end, specific objectives (SMART objectives) need to be set and strategies formulated for the implementation purposes. This needs commitment and constant communication and mobilising those who are resisting and taking with them during the process. This is because the weakest link was the team spirit, participation including mutual relationships implying Tirisano (working together) towards school improvement. This cannot happen by chance and an activity plan in the form of a business plan – in which the role players show courage, enterprising thinking and risk taking to mobilise those who are resisting.

The responses were also sought regarding Deming Fourteen Points for overcoming barriers on the road to school improvement.

4.4.9 Deming's Fourteen Points for culture change

Emerging from the above is a sense that it is becoming increasingly important to apply Deming's Fourteen Points reduced to seven for educators and principals and six for learners because of their relevance to the study and secondly some clauses have been merged for culture change in schools. More specifically, educators were asked to respond to issues that may add value to schools, for effective practice and or improvement of managerial culture. These points were specifically used as a method for overcoming barriers on the road to quality schools and to determine whether or not Deming Points have value for or an effect on changing culture.

The column "Deming %" indicates the "greater extent" in per cent just like the previous table.

Table 4.34: Educators' opinions regarding Deming Fourteen Points

Variable: 101 - 107	Deming %	Priority
Learner representatives are trained for leadership	20	1
No fear towards change and transformation	23	2
There is evidence of quality leadership from principal	24	3
Service rendering is improved consistently	25	4
Principal strives to eliminate barriers for role players to work effectively	27	5
School adapts to new changes	32	6
Principal strives to be consistent	34	7

Table 4.35: Learners' opinions regarding Deming Fourteen Points

Variable: 85 – 90	Deming %	Priority
Learner's representatives are trained for leadership	22	1
Services rendered are improved consistently	27	2
School adapts to new changes	29	3
No fear towards change and transformation	30	4
There is consistency in management	53	5
Quality leadership from principal	53	6

Table 4.36: Principals' opinions regarding Deming Points

VALUES	SCHOOLS						
	A	B	C	D	E	F	G
There is effective training and development	0	50	80	60	0	50	30
There is no fear towards continuous change and transformation	60	70	10	50	30	60	30
There is evidence of quality leadership	80	80	80	92	25	50	30

These tables show clearly that values that make schools successful are required for continuous improvement of schools. Common to all is the capacity building implying there was no training and development of role players. If, for example, the Learner Representative Councils, or even principals, had not been trained they would not have the capacity to effect changes because capacity building processes are tools for people empowerment and needs to be priority 1 in terms of the framework for change. Thus, this priority for attention implies that there was no empowerment to meet the challenges of culture change towards the development of continuous improvement in schools. A commitment to developing role players requires a vision of and mission for schools' improvement and quality leadership that inspires support, promotes performance excellence and, ultimately, leads to improved COLTS. Unlike learner responses there were no differences between educator responses to this question, which implies that some Deming Fourteen Points could possibly be applied to schools in an attempt to effect quality culture change at these schools.

It becomes clear at this stage that principals did not show total commitment to their role players regarding quality transformation. Elements of Deming Fourteen Points have not been developed as a new philosophy for school quality (cf. Tables) as new changes imply adopting a new philosophy for changed management, for example in teaching and learning strategies which aim at the success of learners. This may occur when principals and educators make a long-term commitment to their schools' transformation to ensure continuity of experience in their management of teaching. For example management of teaching such as laboratory setting while educators remedy what learners have not yet learned, creates conducive continuous learning environment. These may be continuously improving as new changes arise other than spending time on unfocused teaching and learning strategies instead of setting constant objectives.

Resulting from the above, it was necessary to determine the extent of the TQM principles in terms of continuous improvement of schools. This section was required to craft a guideline for TQM principles that may be used to provide a foundation upon which schools rest.

4.4.10 Opinions regarding TQM principles for continuous improvement

In this question, educators, learners and principals were asked to indicate to what extent they agreed or disagreed with the notion of using TQM principles for continuous improvement at schools rather than the principles prevailing at the time. There were no serious priorities for attention – meaning less than 60 % – because the question solicited respondents' opinions on principles for continuous improvement rather than what was prevailing then at their schools.

Most educators (68 %) indicated that they (educators) should have basic management principles, followed by effective teams. Educators identified and confirmed vision (78 %) and culture (81 %) as one of the most important TQM principles in terms of continuous improvement. There was some contradiction regarding learners who appeared to have confidence in their principals' managing their schools in particular, School Governing Bodies (SGBs) and School Management Teams (SMTs) whereas educators were thinking differently and principals ranked this as a priority for attention although at 94 % majority. This means that the two principles have been ranked high on the priority in order to put role players in charge to do an excellent job in terms of teaching and managing of learners' learning. Literature indicates clearly that vision is a pillar that may direct, guide, inspire and support role players' culture of performance excellence by making use of various methods, tools and strategies. The implication is that vision and culture of a school are essentially important for the school's continuous improvement. It is also implied that the role of the vision is seen by the most of the educators and literature as a basis for directing the goals of schools including guiding the school's strategy. Consequently vision becomes a cornerstone and central to all direction and it guides strategies of changed culture. Secondly culture comprises of values, attitudes, norms and standards and the climate including rituals synergistic in a school that would bind role players together on a journey to continuous improvement. Consequently culture determines all changes through milestones in a framework and these determine whether or not change has occurred. If not, it needs to be seen which of the factors or principles within the milestones were not functioning effectively and these need to be reviewed for appropriate action. It can be concluded that vision and culture are the most

important principles taking into consideration theory and the empirical investigation in this survey.

4.4.11 Quality of work life

Educators, learners and principals were also asked to respond to the question on the quality of work life. To this question most educators, learners and principals responded positively to the need for quality of life (learners) and work life (educators and principals), that is quality of relationships between educators, learners and principals and the work environment. This question received the highest responses (more than 60 %) except for learners as reflected in the Table 4.37 below:

Table 4.37: Learners' opinions regarding elements of quality life

Variable: 97 - 103	Agree %	Priority
Feeling satisfied with the learning and results	54	1
Safe and healthy environment	56	2
Decent physical working condition	58	3

Most learners responded positively to the need for quality of life at schools and their responses were validated by educators and principals. The priority of Table 4.37 indicates that there are problems regarding academic performance. This may be attributed to environments that were not safe and healthy for learning. It is implied that physical conditions including buildings, facilities and resources make an incalculable difference to the climate of learning and teaching. Evidence is emerging that morale of learners has been extensively influenced by physical an extent that academic performance remained low.

Quality of life is important for role players who spent most of their time at schools especially in terms of safe and healthy environments. The implication is that safe environments such as being free from any threats, feeling secure, healthy environments with sanitation, clean water for drinking purposes and general utilisation are essentially important motivators that promote quality of life for role players at schools. These are basic needs that are fundamental to positive quality COLTS because without them, school are classified as dysfunctional and consequently, persistence to this or the absence of these basic requirements necessitates the closure of schools. To this end schools need to benchmark the best practices from model schools and emulate them.

4.4.12 Resistance to change

Educators and principals asked to respond to issues of resistance to change, and how they overcome such resistance. Issues raised included *fear of uncertainty about envisaged change*. Examples were given as *implementation of the new curriculum 2005 and the Outcomes Based Education and Training (OBET) as a new approach to teaching and learning*. According to principals, this had caused confusion, insecurity and unnecessary administration including paper work at the expense of actual teaching because there was no framework and plans for training and development to deal with this process. Moreover paper work is causing *high expenditure* that exhausts the budget. More importantly, this approach was being phased into the FET phase, which made educators even more uncomfortable. The second point that was raised was the *perception of change* itself. They cited *wrong perceptions when there was no understanding of the envisaged change and related process* and *fear of possible redeployment and retrenchment*, both of which were causing instability and loss of self-esteem.

Other factors that complimented educators' responses included *lack of adequate information for change* and *the lack of understanding the change and new policies and procedures that were introduced*. Indications were that circulars were sent from the District without any explanations of follow-ups for the possible implementation. Because the circulars were not understood they did not elicit any change in schools. Principals also indicated that *in change there is always protection of self-interest* and that this could have been one of the reasons why principals could not implement changes - they were protecting their comfort zones. In addition a failure to change was suggested in the principals' emphasis of *the loss of status* as one possible reason for the protection of self-interest. Another view was that the *defiance of educators who had worked for too long in schools and created comfort zones* were ripple effects and chain reactions of this self-interest. Such attitudes are difficult to be unfreezed in change and soon contribute to the lack of continuous improvement of culture resulting in the loss of COLTS.

Informed by these responses, I asked principals how they normally overcame resistance to change. Principals cited issues such as *information sharing in meeting, opening channel of communication, gradual change* which implies *Business as Usual* must be equated with changes (BAU = TQM). Educators agreed that issues such as culture

change, team work and effective communication offer confidence regarding culture change.

4.4.13 Opinions regarding indicators for the implementation of TQM for schools

Principals and educators were asked about the indicators for the implementation of TQM with a view to improving schools. Their contributions regarding the extent to which they agreed according to percentage on indicators suggested for TQM implementation were overwhelming (97 %) and educators validated the results. There were agreements among principals regarding their thinking on indicators for TQM implementation. All the indicators including those of the educators – TQM principles - received the highest ratings, which imply that educators and principals were positive that TQM philosophy might improve schools and that they realised the need for a clear vision of what they wanted their schools to be, and its purpose – which meant mission statements – and the importance of adopting a TQM philosophy as basis for action programs: the development of a (business) strategy for culture change, ownership of all role players participating in the continuous improvement of COLTS and assistance to the principal and his/her SMTs in developing these (cf. 5.4). This confirms that change can occur through hard work and the collaborative efforts of abilities from role players involved albeit taking some time.

It follows from the above that in terms of TQM, the responsibility of principals is to inspire, promote and support pride in and passion for the school, recognise all role players as team members, ensuring work ethics and high morale. This means that they should inspire, promote and support the culture of performance excellence in schools and, most importantly, to *drive quality culture change towards continuous improved COLTS*. Principals agreed that *it was their role to create quality culture because subsequent implementation of TQM philosophy hinged on the commitment of quality leadership of principals* and it implies principals' meeting the expectations of educators, learners and the SGB regarding teaching, learning and governance respectively. They seemed to realise, however, that they themselves were not the only salient variable when considering school vision, but that other role players were also important partners in schools. There was, thus, a consensus on the *building of ownership*, which augurs well for attempts to establish a sense of pride and recognition in all concerned.

4.4.14 Principals' opinions regarding benchmarking

The last question of this section was about the benchmarks with a view to determining at what level other schools were and how District D3 - Tshwane schools compared with them. Informed by the assumption that it was important for schools in the District D3 – Tshwane North to compare themselves with other schools, in particular with 'best practice schools', in terms of success rates in the delivery of services, principals were asked specifically about the benefits of the benchmarking best practices with other schools. The purpose of the question was to sensitise principals about the benefits of benchmarking as a tool to reflect the school's current capable service guarantees and those that state what the school is aiming at.

The variants regarding the responses for example, of the principal of school G (the lowest on average) indicated that he was not *au fait* with the concept of benchmarking. The principal of school F was well aware of and familiar with the concept and he indicated that at *intermittent times our school visited some of the best schools in town*. Although these schools had the best practice, they were mainly ideal schools, by virtue of their being former model C schools in town (Pretoria).

The general picture that emerged from principals' responses - after some explanations of the concept - showed agreement on the use of best practice benchmarking as in 3.5.2.2b). Principals realised the benefits of emulating the best practices of model schools. The implication is that the best practice should be enhanced and continued for sustained improvement. Evidence of this comes for example from school D in respect of which the principal responded positively that *yes we visit some schools that have attributes of best practice and emulate those best practices*. The exceptions were the principals of schools E and G who were not positive about benchmarks. Their ratings indicated (in both instances) that they were more negative than the rest. Given the lack of positive COLTS in their schools, it may be inferred that in general, the extent of the prevailing COLTS in a school, depends on school culture, attitudes of SMTs and organisational management.

The overall picture emerging from this interview was that there were schools that were more negative than others while others were more positive; that some schools experienced the loss of COLTS more than others; that, while some were striving for continuous improvement of positive COLTS, others were maintaining the status quo and/or their comfort zones. Because of this *silo effect*, problems such as poor physical

and social facilities, organisational problems, poor community relationships and isolationism could not be solved. The use of TQM principles is, therefore becoming more and more important.

It can be concluded in this section that the framework is required that schools be perceived as delivery services designed to fulfil the needs of their communities through learners, educators and principals' defined and delineated roles such as the following:

Learners need to participate with a view to influencing schools towards the continuous improvement of COLTS and have their expectations as clients recognised. They need safe social environments that are conducive to learning and include physical factors such as clean water, sanitation and clean premises that are important to the quality of life. Equally important is their well-being and their experience of school as fun and educators are producing the required services. Educators need to be effective in their service delivery. The emphasis should be on values suitable for differentiated pedagogic methods and leadership. These may be achieved through total commitment, enthusiasm, ability to inspire, promote and support a culture of performance excellence. Lastly, principals need to be transformational in the sense that they sustain a vision of connectedness in such a way that learners, educators and parents receive TQM benefits (cf. 3.2.2.1). This would include generating the quality culture, setting quality objectives and allocating matched resources, human and non-human. The principal's visionary leadership is required to articulate these quality cultural aspirations of the school and the community's values and norms. While the notion of culture becomes desirable and changes the improvement of COLTS, it is TQM principles and integrated management functions that determine and implement the quality intentions of schools.

4.5 Summary

It was important to conclude this research by identifying role players who may influence and be the driving forces to support and assist one another in meeting or exceeding pre-determined requirements for the implementation purposes. Thus, following from the above, the concluding section in this chapter comprises two tables (Table 4.38 and 4.39) that suggest the role players who could be the driving forces in the implementation of TQM philosophy for the improvement of schools. This has been determined through the mean scores with the assistance of the official statistician.

Table 4.38: Educators regarding variables about the level of significant differences

Variables	Level of significant differences
Gender	4.23: P value ($p = 0,036$): Means for females = 2,80 and males = 2,60 regarding educators in positive COLTS
Experience	No level of significance
Position	<p>Table 4.25: P value ($p = 0,031$): Means for educators = 2,40 and SMTs = 2,60 regarding learners roles in positive COLTS.</p> <p>Table 4.29: P value ($p = 0,022$): Means for educators = 2,31 and SMTs = 2,59 regarding efforts schools made to improve COLTS.</p> <p>Table 4.31: P value ($p = 0,003$): Means for educators = 2,84 and SMTs = 3,26 regarding TQM principles evident at schools.</p> <p>P value ($p = 0,022$): Means for educators = 2,87 and SMTs = 3,16 regarding TQM principles for improvement of COLTS.</p> <p>P value ($p = 0,002$): Means for educators = 2,98 and SMTs = 3,39 regarding Quality of Work life.</p> <p>P value ($p = 0,006$): Means for educators = 2,60 and SMTs = 3,08 regarding factors contributing to resistance to change.</p> <p>P value ($p = 0,045$): Means for educators = 3,2 and SMTs = 3,5 regarding overcoming resistance to change</p>
Qualification	P value ($p = 0,014$): Means for Diploma = 2,86, Degree = 3,31 and Post - Graduate Degree = 3,42 regarding Quality of Work life for educators.
Management Qualification	P value ($p = 0,041$): Mean = 3,4 regarding overcoming resistance to change.
Area of specialisation	<p>P value ($p = 0,031$): Means for Science and Technology = 2,89; Mathematics = 2,94; Commerce = 2,72 and Humanities = 2,23 regarding parents' roles in positive COLTS.</p> <p>P value ($p = 0,029$): Means for Science and Technology = 2,98; Mathematics = 3,13; Commerce = 2,59 and Humanities = 2,56 regarding TQM principles evident at schools.</p>

These role players that emanated were elicited from the biographical data and identified through the clinical analysis of variables with the help of the official statistician who assisted and offered advice on the statistical differences between variables and in cases where there was a significant difference of less than 5 % ($p \leq 0,05$).

According to Table 4.38 there are five instances in which there are significant differences in the responses of the District D3 –Tshwane North schools. The first instance deals with gender (p -value = 0,036) with the means score of females 2,8 and males 2,6 regarding the perceptions of educators of positive COLTS. The implication is that females show more positive attitudes than their male counter-parts regarding positive COLTS and they are likely to assist more in inspiring, supporting and popularising the suggested framework.

The second instance deals with the position at schools. It was found that heads of departments and deputy principals (SMTs) were more positive than educators (classroom managers) in seven questions. The implications are that the SMTs by virtue of their position and probably experience, motivation and leadership role may assist to drive the processes towards the implementation of the TQM business plan. For example, they may assist the principals and inspire subordinates in setting achievable objectives (SMART in 5.4.1.2) that drive the vision and mission statements towards strategic formulation and implementation regarding the efforts to improve COLTS, overcoming resistance to change, creating favourable quality of work life for their subordinates, etc.

The third instance deals with qualifications for educators. The conclusion drawn is that the better the qualification of educators, the more they experience quality of work life. It is implied that educators with post graduate degrees may participate better in the decision-making process and thereby take charge and lead team's processes in the implementation plans. The fourth instance deals with educators' management qualification. Although they were few (36 %) they may contribute invaluable inputs regarding issues such as overcoming resistance to change in terms of the envisaged framework.

The last instance deals with the area of specialisation. It was found that educators who specialise in Mathematics, Science and Technology – although they were few - were more positive about TQM principles to improve COLTS at schools. It can be concluded that the identified role players are key personnel to assist, inspire others and support the

processes regarding the implementation of TQM philosophy for schools. Their strengths need to be identified and utilised effectively on the journey towards improved schools.

Table 4.39: Learners regarding variables about level of significant differences

Variables	Differences in terms of means
Gender	<p>Table 4.35: P value ($p = 0,004$): Means for males = 2,90 and females = 3,06 regarding Deming points adding value to schools.</p> <p>P value ($p = 0,009$): Means for males = 2,78 and females = 2,93 regarding TQM principles for continuous improvement.</p>
Age	<p>Table: 4.24: P value ($p = 0,015$): Means for 15 – 19 = 2,62; 20 – 24 = 2,71 regarding educators' roles in positive COLTS.</p> <p>Table: 4.30: P value ($p = 0,010$): Means for 15 – 19 = 2,48; 20 – 24 = 2,66 and 25 + = 2,78 regarding school' efforts in improving COLTS.</p>
Main field of study	<p>Table 4.28: P value ($p = 0,037$): Means for Science and Technology = 2,81; Mathematics = 2,90; Commerce = 2,74 and Humanities = 2,32 regarding parents' roles in positive COLTS.</p> <p>Table 4.32: P value ($p = 0,001$): Means for Science and Technology = 2,84; Mathematics = 2,90; Commerce = 2,74 and Humanities = 2,32 regarding TQM principles evident at schools.</p> <p>P value ($p = 0,030$): Means for Science and Technology = 3,01; Mathematics = 2,84; Commerce = 2,77 and Humanities = 2,64 regarding TQM principles for continuous improvement.</p>
Aggregate % at Grade 10	<p>Table 4.35: P value ($p = 0,015$): Means for 33 – 40 % = 2,15; 41 – 45 % = 2,7; 46 – 49 % = 3,04; 50 – 69 % = 3,04; 70 – 74 = 3,13 and 75 + = 3,21 regarding Deming points adding value to schools.</p> <p>P value ($p = 0,008$): Means for 33 – 40 % = 2,14; 41 – 45 % = 2,73; 46 – 49 % = 3,23; 50 – 69 % = 3,13; 70 – 74 = 3,23 and 75 + = 3,34 regarding TQM principles of continuous improvement.</p>
Dropout rate	<p>Table 4.26: P value ($p = 0,003$): Means for first and second times in Grade 10 = 2,69 and Third and more times in Grade 10 = 2,84 regarding learners roles in positive COLTS</p>

Once again, in this Table (4.39), there are five instances in which there are statistically significant differences in the responses of learners. The first instance just like in the

case of the educators deals with gender. Girls were more positive than boys which, implies that gender had a significant role to play regarding positive values and continuous improvements. The implication is that girls may be counted more in terms driving the process towards improved COLTS.

The second instance deals with age. It was found that the more mature the learners were, the more they were responsible regarding positive COLTS and continuously improving it. It is implied that in terms of transformation and culture change, statistically matured learners although few, they may influence and lead the young ones on the journey towards improved COLTS.

The third instance deals with the main field of study. Just like the educators, the main field had an effect in the responses as it was found that those who were doing Mathematics, Science and Technology were more positive than the rest and may be counted more in terms of improvement of COLTS because they were more positive regarding TQM principles.

The fourth instance deals with the aggregate per cent at Grade 10. It was found that learners who were performing well academically were more positive than those who were doing well at schools. Statistical evidence indicated that those who were doing well believed more in the positive values for continuous improvement. The last instance deals with the drop-out rate. It was found that learners, who dropped out of school due to various reasons and return to school later, are more positive than those who do not drop out of school. It is implied that those learners who were more mature than others, were more responsible and accountable in terms of taking charge of the changed processes regarding positive COLTS.

These identified learners may be counted on regarding the implementation of TQM principles for the improvement of COLTS. They are likely to influence others although it was found that they were fewer than the rest. This is because of a TQM principle 1: leadership (cf. 3.2) which implies that leadership means influencing. The implication is that these role players by virtue of their strength may influence the direction towards the implementation of TQM principles vision and culture change for improved schools.

The two tables above (Table 4.38 and 4.39) elicit new strategies (new managerialism) with the inclusion of variables such as gender, area of specialisation, position, age etc. regarding role players who may be catalysts or driving forces in school improvement

(cf. Chapter 5). Drawing these role players into managerialism (TQM in the US) – and so into the new *episteme*, offers an alternative to *silo management* while individual objectives lived up to the ideals encapsulated in their own desire to make a contribution to knowledge. On the contrary, within new managerialism where the process can turn defeat into victory (can turn schools around) through evidence-based practice in which goals are specified (Management by Objectives) as objective evidence and individuals are held accountable if their evidence does not provide the schools with what it needs to give an acceptable account of themselves. For example in improving quality culture the process driven must be objective based – starting with the vision as an idealised future of a school, selecting strategies to achieve goals, on the basis of objective evidence about school improvement and measuring results in order to assess their degree of successes for change required for school improvement.

In contrast to the preceding culture, principals are required to exercise prior control (before the fact in Table 3.1) so that objectives of schools are clearly defined, articulated, observed and met or exceeded. There must be division of labour between principals and all those mentioned as driving forces in the two tables above, and also those who should be assisted to implement the plans lest they resist participating. Criteria for the achievement of the objectives being articulated needs training and development (capacity building). By new managerialism schools open up possibilities of new culture change with transformative possibilities, effective and dominant systems of school meanings, values and actions which are experienced.

CHAPTER 5

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

5.1 Introduction

This chapter serves several purposes, namely to:

- summarise the research undertaken,
- to merge the problem statement in Chapter 1 (cf. 1.2) with the findings of this survey (Chapters 4 and 5),
- to draw conclusions arising from the findings reported in those chapters in order to indicate whether or not the research problem has been solved and
- to present an alternative intervention strategy informed by the research findings and literature review contained in this research report.

5.2 Summary of preceding chapters

The purpose of this survey, as outlined in Chapter 1 (cf. 1.3), was:

- to identify issues that affected COLTS negatively,
- to determine efforts made to improve schools;
- to explore the implications of the TQM philosophy for schools;
- to recommend TQM guidelines for the improvement of schools.

Chapter 1 served as an orientation to and demarcation of the survey and included relevant background information indicating the epistemic interest of the project as well as the problem statement, objectives, research design and methodology. Lastly, the chapter division of the thesis was indicated and key concepts clarified.

Chapter 2 explored the dramatic changes that school had to undergo as a result of the new democratic dispensation in South Africa and the challenges of the 21st century. The notion of COLTS was explored and described in relation to various contexts and role players, highlighting current symptoms of negative COLTS in South Africa and, specifically, in the District D3-Tshwane North schools.

In **Chapter 3** the concept of TQM and the implication that its adoption would have on schools, were explored. The aim was to show how TQM may influence culture change and subsequently the continuous improvement of COLTS. To this end, the chapter

described how TQM may be customised to benefit specific schools in the framework to guide school improvement. Various ways of implementing TQM in schools were explored and this exploration gave rise to an eclectic framework for the implementation of TQM.

Chapter 4 focused on the empirical survey, describing and justifying the type of research - design and methodology chosen. The decision to combine quantitative and qualitative research was justified and the nature, purpose and use of the data collection instruments - questionnaires, observations and interviews were discussed in some detail. Measures to ensure reliability, validity and trustworthiness were assessed in terms of the combined quantitative and qualitative data collection methods. Limitations of these methods were dealt with and, finally, the result/ findings were presented and interpreted. In addition the relationship between COLTS, Tirisano strategy, Batho Pele principle and TQM was highlighted and an integrated framework for intervention strategies at schools was presented as an alternative to prior intervention initiatives.

This last chapter (**Chapter 5**), presents a synthesis or summary of the data presented and the set of guidelines presented in Chapter 4. The conclusion also serves as a triangulation of results for validation purposes.

5.2.1 Problem statement and research findings

With a view to determining the alignment of the problem statement in Chapter 1 (cf. 1.2) with the findings of this survey (Chapter 4), five questions were formulated and answered - see below.

1. *What are the issues that affected COLTS negatively in the District D3 - Tshwane North schools?*

Issues that affect and ultimately result in negative COLTS have been identified. These were ranked according to priority in Chapter 4 (cf. Tables) and related to principals', educators', learners' and parents' (real) scores. From these scores it was inferred that those issues that caused the loss of COLTS were inadequate teaching and learning resources, unsafe and poor health environments such as filthy, leaking toilets and pit systems in the new settlement areas, lack of punctuality by educators and learners, substance abuse by learners, total disregard of school property, assignments not marked within expected time by educators and the lack of extra tuition.

The worst problem was the lack of parental involvement in schools, implying a lack of commitment, willingness and dedication of parents regarding positive COLTS that would require them to assist in school activities and home-work; to attend meetings when invited to do so and to help create a healthy and safe environment and manage excursions. Principals also confirmed the causes of these issues and thus the lack of parental participation in schools might have contributed to schools' lacking a culture of excellence (cf. 3.2).

Another negative factor was the lack of resources and clean environments, which are basic and fundamental to positive COLTS. Without adequate resources and conducive environments those schools cannot function properly, hence many schools can still be regarded as dysfunctional. For example, filthy toilets and stench are health hazards and may cause a decline in learner performance, and the relationship between ill health and academic performance were discussed as correlating. This is because clean environments including toilets may be motivating factors for other learners whose environments at their homes are not conducive to learning. Learners may be inspired, motivated and more attracted to schools due to cleanliness at schools. The inference is, therefore, that neither the COLTS campaigns nor the subsequent Tirisano strategy achieved its objectives as expected (cf. 1.1.2, 2.2 and 2.4.1.2).

Principals indicated that educators did not understand COLTS and that they (the principals) themselves had great difficulty understanding the concept COLTS. Moreover, a lack of parental commitment, dedication and willingness to participate in COLTS activities resulted in schools not internalising notions of quality COLTS and excellence at schools. This has led to a loss of quality COLTS and, in some instances an increase in negative COLTS, for example drugs being peddled through the fences at schools and the insecure climate at schools.

Although there was a 4,4% increase in the matriculation pass rate in 2003, the quality of the results has been poor: in 2002 university endorsement was 16,9% and in 2003 18,6%. This is a poor matric pass rate because the 73% pass rate is simply a reflection of quantity not quality of performance. Although this performance has been evaluated based on the matriculation examination scores, there are others not easily measured by examination such as citizenship, socio-economic and cultural functions.

Another indicator of negative COLTS was the decline in matric entries. For example, School B had eight Grade 11 classes and in Grade 12 there were only four classes. In

the case of School E there were nine classes and in Grade 12 only five classes. This confirms the problem statement in Chapter 1 (cf. 1.2), which indicated that the number of matric candidates had been decreasing. This is a national problem because up to 70 000 fewer learners wrote matric in 2003 than five years ago (1999). Educators attributed this to poor performance of learners whereas principals would like to increase the matric pass-rates. This needs further research.

With regard to the District D3 - Tshwane North schools, the situation is still desperate in the black schools. I visited the seven schools where I conducted interviews in 2002 on 13 and 14 January 2004. Classes did not start as expected on those two dates. Registration and logistical arrangements were still taking place and some queuing and roaming around by learners could be observed. Educators were seen standing together in their cliques. Although the pass rate has improved in four of those schools, the matriculation endorsement remained low. For example, in School G the pass rate was 51,1% as against the 48,5% in 2002, with an endorsement of 9,2% out of 152 learners. Similarly, School E's pass rate was 53,6% from 51,2% in 2002 with an endorsement of 10, 0% out of 130 learners. The best school amongst the seven obtained a pass rate of 88,7% with an endorsement of 11% out of 101 learners. This is evidence of the poor pass rates caused by negative COLTS. The inference from the latter argument poses a new challenge regarding maximum qualitative production of matriculants as against quantity. Another challenge is that in 2001, School F obtained a 100 % pass rate with only 53 learners while School B obtained 87 % with 197 learners. The result from this reality is that School F is acknowledged and recognised as the best - firstly irrespective of the quality of results and secondly, the number of matric entries was not taken into consideration as compared to the numbers in School B.

Finally, it has to be acknowledged that the standard of matric results is not improving. For example, while I was in those schools in January 2004, I found learners who had obtained distinctions without endorsement. One learner in School F had obtained four distinctions in the Standard Grade with no endorsement. It has been said that learners insist on the Standard Grade because of fear of failure because educators advised them to register for the Standard Grade in order to pass. This matter needs further research.

Emerging from this case study is an indication that the limited impact of intervention strategies on school culture could possibly be ascribed to one or more of the following factors:

- The challenges posed by change are, on the whole, too demanding for principals, educators, learners and school communities to handle - they work hard, are stressed, perform futile tasks and find themselves confused.
- Principals, SMTs and SGBs do not have a clear understanding of what it is that their schools are/should be trying to achieve.
- School communities, SMTs, SGBs and educators have little understanding of the implications of the Tirisano (*Call to Action*) strategy for school effectiveness and educator professionalism.
- Role players do not know what they, as individuals, have to do to contribute to the re-establishment of quality COLTS in their schools.
- Principals, SMTs and SGBs are often unclear about the ultimate goals of schools and are, therefore unable to translate goals into action.
- Principals fail to demonstrate competent and outstanding leadership regarding the realisation of a vision and/or the nurturing of new values in schools.
- The strategy of the Department of Education, to introduce new policies without first building implementation capacity in schools, seemed to have been an overhasty action, resulting in inefficient and/or ineffective implementation of these policies.
- Parents were, and still are, not adequately informed about strategies and policies for school improvement, and/or their role in these, resulting in their feeling inhibited and/or marginalised.
- School environments' infrastructure, resources and facilities - were often not favourable for the establishment and maintenance of quality COLTS.
- Top priorities are not communicated effectively, thereby undermining potentially successful school ventures. The implications are that these issues need to be addressed as a matter of the utmost urgency and I propose that this be done through the immediate adoption of a customised TQM philosophy in schools and its implementation is suggested as an intervention framework in 5.4.

2. *What efforts have schools made to improve COLTS?*

This question is linked to the first one. It was found, according the mean score Tables 4.38 and 4.39 and data from the principals' interviews, that not much has been done (almost 50 % performance regarding improvement of COLTS) whereas there were several intervention strategies to improve COLTS (cf. 2.3) followed by Tirisano (2.4.1.2).

Evidence emerged that substance abuse and drug peddling are regarded as priority issues by educators and learners alike: substance abuse (46% of educators and 39% of learners); dealing with substance abuse. Neither Tirisano nor COLTS even existed since there was no mobilisation of/by role players in this regard. By implication there was minimal evidence regarding TQM in schools. Educators were uncertain about their job and this resulted in educator professionalism not being well defined or communicated and there being no willingness, commitment or dedication to work together for the improvement of quality education on their part. The indications from interviews with principals clearly cited the uncertainties that destabilised schools and consequently educators were teaching to obtain passing grades (cf. 3.6.3.1) rather than quality education. Although quality of education may not easily be measured by quantifiable tools, successful schools may use the qualitative means such as the level of satisfaction in terms of quality of work life for educators and quality of life for learners, motivational means such as self-esteem for educators and opportunities for advancement and growth for educators including confidence demonstrated by learners. As used here, grades were merely quantitative goals that compromised educational standards, simply because principals and educators were pressurised to obtain high pass rates.

3. *What were the most important TQM principles identified to intervene in the process of improving COLTS?*

It was found that the most important TQM principles for continuous improvement of COLTS were culture and vision (3.2.1 and 3.2.2). These were discussed in detail in Chapter 3 (3.5.3.1 and 3.5.3.2) and also in Chapter 5 (5.4.1). In the empirical analysis vision (94%) and quality culture (93%) were ranked as important by educators. Principals also identified these as important and indicated that it was crucial that the vision should be translated into action if continuous improvement was to occur. To this end the vision should direct the formulation of goals and strategies for the implementation. Implementation may be successful if and when the culture of role players changes toward valuing improvement and/or quality, that is, acceptable behaviour inside and outside the school, adherence to norms and standards, infusion of positive values and creation of a culture and climate conducive to quality teaching and learning.

As Tirisano was a continuation of COLTS, that differentiated itself into specialisation areas, the spirit of working together would reflect TQM philosophy as a natural

progression for efforts to improve schools. In the empirical sense massive mobilisation towards improvement of schools is related to commitment of teams (TQM principle 3) to the vision which directs processes; achievable objectives are set with clear strategies to accomplish culture change.

4. *How can schools be assisted to create a new culture in schools to continuously improve COLTS?*

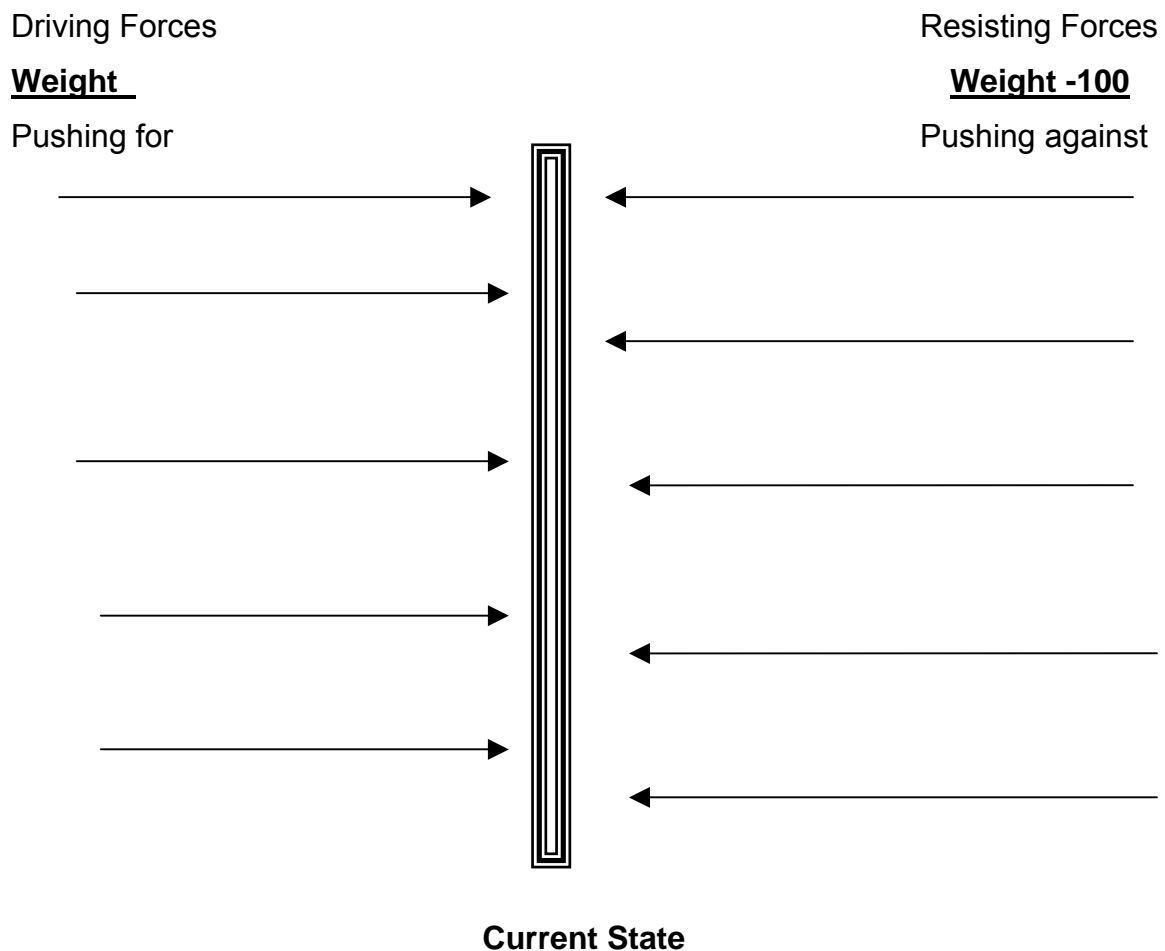
This last question implies that this project and others need to assist principals and their teams to adopt TQM philosophy, customise it and, ultimately, implement it to create schools and education of quality. A suggested guideline was developed and presented in Chapter 5 (5.4) as a framework for TQM implementation. In addition, it was suggested that schools should also consider benchmarking best practice (cf. 3.5.2.2 b) in model schools if it has been confirmed that all role players are willing, dedicated and committed to the implementation of TQM philosophy. Principals (97%) agreed that there was a need to implement TQM philosophy and indicated that they saw the benefits of using benchmarks to this purpose.

In benchmarking it becomes important to first eliminate barriers to culture change through the TQM processes of communication and teamwork. Barriers are often the result of *silo management* (cf.1.1) within which schools' departments and the schools themselves are treated like separate containers. Thus, it becomes the responsibility of principals to define and communicate the vision, objectives and strategies for subsequent implementation plan through capacity building - in the form of training and development of the teams. It is important for schools to act upon the current state of COLTS with a view to continuously eliminating resistance. Positive role players need to be identified (cf. Table 4.38 and 4.39) to assist in this process (diagram 5.1).

It is implied that the school vision, objectives (MBOs) and strategies need to be informed by positive values from which schools derive their focus and strengths – the foundation on which the unique culture is being built. Those values that do not fit into today's and future reality (negative values because they are perceived as having a negative effect on the quality of work life and how role players live it) need to be reflected on, exposed and communicated to steer role players more acceptably and willingly towards quality culture. To this end, the foundation of school vision is the role players' positive values (seen as having a positive effect in quality of work life and how to live it) such as quality, effectiveness and professionalism; valuing diversity; holistic development; ethics and

integrity; caring and zero tolerance for unlawful conduct. These values are the glue that bind school culture together through continuous interaction and compel role players to do the right things (effectiveness) irrespective of circumstances (resilience). This is illustrated below:

Diagram: 5.1: Driving and resisting Forces



Principals normally identify the role players who are resisting as *dead locks* because they cannot be moved (motivated) in terms of the decision-making processes and thus cause stalemates. The illustration above shows that leaders should eliminate resisting forces (-100) by influencing all role players to work together towards the same direction. To neutralise the resisting forces, principals and those role players who resist, should identify those values that may have the most positive impact with regard to quality of work life, interact with and relate to others in terms of professional recognition, live up to others' expectation, honouring promises and commitments. Principals should, therefore, spend time with those who are resisting - identify those norms and values in the order of strengths and weaknesses (SWOT) with a view to forge future opportunities for schools. Positive role players may assist in this venture to eliminate resistance and become

catalysts attracting others to strive for positive values such as working together, hard-work, success and achievement. These positive values may help to create a new culture that could lay the foundations for school improvement. Forced changes may not assist in the long term to change culture. Schools rather need to:

- Identify own TQM principles that may empower role players to collaborate to form a collegial culture of Tirisano (Chapter 2)
- Identify values that may overcome barriers to changing school culture and add to capacity building for school improvement.
- Enhance, maintain and sustain TQM principles for continuous improvement.
- Inspire, promote and support elements of quality of life for role players *in situ* context including human and non-human elements.
- Overcome resistance to change as far as possible by eliminating resistors through unfreezing, movement and re-freezing.
- Implement TQM principles with risks, courage, and willingness to engage quality and without fear.
- Model schools that best practice maximum TQM principles.

A comparison of previous intervention strategies (COLTS, Tirisano, Call to Action) indicated that they were implicitly informed by the assumption that a single model could be implemented in all schools and that such implementation would yield similar results. The empirical results of this study indicate otherwise. In some schools there was a marked improvement; in others there was none, a finding that suggests the need for differentiation - different models for different schools, or a model that is flexible enough to accommodate differences between schools.

The importance of flexibility is supported by findings which suggest that the ability to effect continuous improvement and/or manage change depends largely on the enterprising capacity of individual schools and/or on their ability to customise the intervention to their specific settings or contexts; the levels of educator knowledge, skills and dispositions in their schools; the extent to which their communities could be regarded as enterprising; the coherence of improvement, facilities and resources; the

quality of communication, especially with regard to defined objectives, and the quality of the principal's (visionary) leadership.

Allied to the need for flexibility is the ability to involve positive role players in the TQM *new episteme* - to introduce a new managerialism that will effect a shift in the construction of professional practice and professional responsibility, a shift that depends on individual educator's commitment to use appropriate change strategies and/or to continually change role players to ensure structured and systematic improvement to the existing COLTS. This can be realised through an emphasis on measurable outcomes/objectives defined by a principal and cascaded down to all role players.

Guided by these inferences and claims and insights, this chapter presents a set of guidelines that could serve as an implementation framework for any intervention aimed at continuous improvement. Realising that the missing factors are, in fact, essential features of TQM, the framework I propose is informed by TQM (*97% of the principals thought that TQM could be a solution to their problems*). I realise that the use of a TQM intervention framework does not necessarily guarantee the success of the intervention. I also realise that, like its predecessors, this intervention might very well fail - unless it successfully eliminates the causes of previous failures and/or builds on previous successes wherever these were evident. It therefore, also takes cognisance of the findings of this research project regarding previous interventions, namely that it should encourage entrepreneurial thinking (*courageous undertakings, risk taking, willing to engage in quality education*), strategic planning (*including the development of a business plan*) and quality service delivery (*Batho Pele principles*), all of which could serve as indicators of continuous improvement and the re-establishment of positive COLTS.

Besides the findings of the empirical study there are other key factors that underpin and inform the development of a flexible TQM improvement plan. These are:

- The five pillars of TQM (cf. Fig. 3.1 and section 3.5.2.1).
- TQM model for school leadership (cf. 3.5.3 and model Fig. 3.5).
- Strategic formulation and implementation regarding the PDSA cycle (cf. 3.5.1 the overall TQM strategy implementation plan).
- A managed organisational change process. Fig. 3.2 (cf.3.4).
- Results of managed organisational change process. Fig. 3.3 (cf. 3.4.3).

- Institutionalising TQM and management of change. Fig. 3.7/3.8 (cf. 3.5.3.3).
- Guidelines for the implementation of TQM for schools (cf. 3.5.3.4).
- TQM strategies for continuous improvement (cf. 3.5.2.2), meaning breakthrough and continuous improvement; benchmarking and maintaining TQM effectiveness.

Given the need to accommodate difference, these factors should direct processes and serve as criteria for monitoring performance in schools where the framework is used. Used correctly, the framework should assist school leaders and other role players in implementing continuous improvement plans, equally involving all of them regardless of their position or status in the school community. Though the framework has been developed particularly for dysfunctional schools in South Africa, it is flexible enough to be tested in other settings or contexts (cf. Guba's model) nationally and internationally with a view to determining its possible global use in schools, implying generalisation from the daily existing practices.

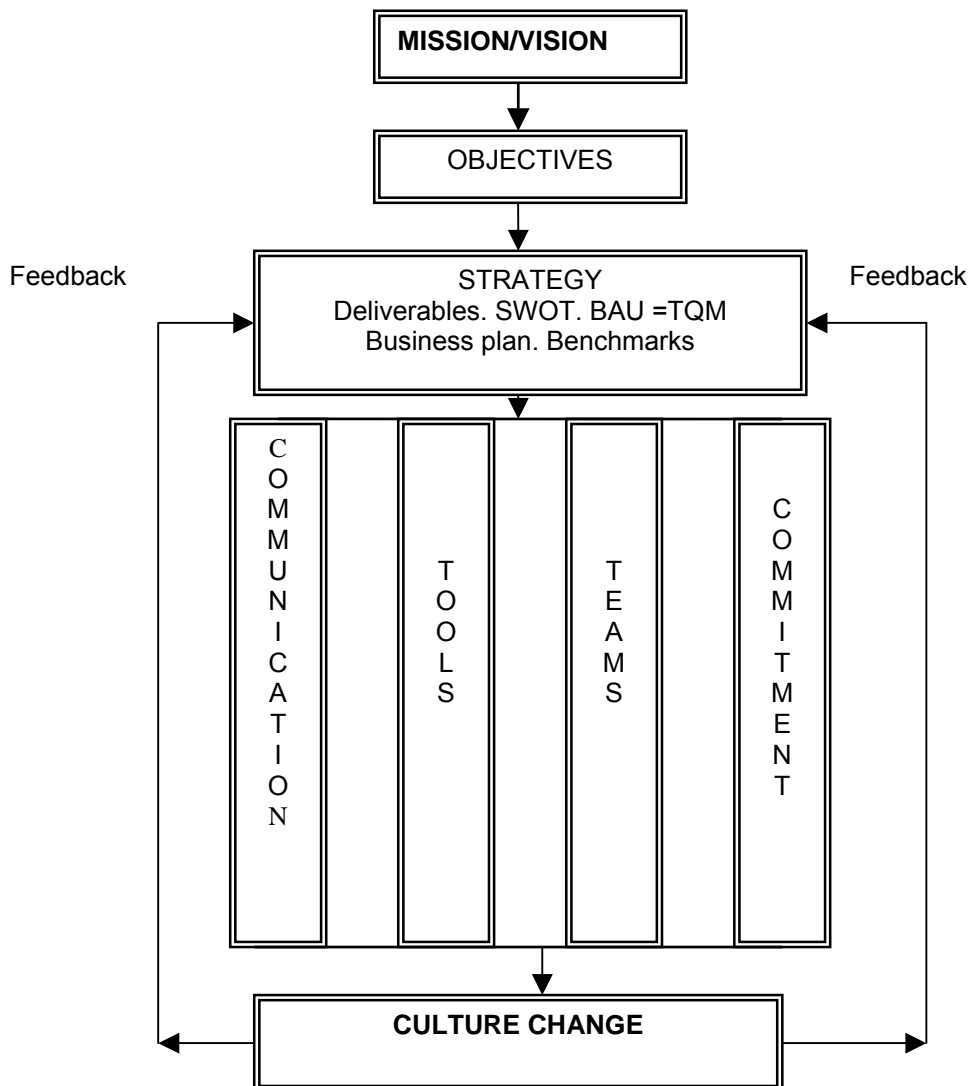
5.3 A TQM Intervention Framework for South African Schools

Informed by the literature review of TQM (see Chapter 3) and the empirical findings emerging from the survey research (see Chapter 4), I decided to customise the framework for the implementation plan of TQM philosophy for South African schools in general from key factors indicated, with the proviso that *one size does not fit all*. Thus, arising from the above, the suggested framework has been customised from key factors indicated above as well as from several models.

The flexible framework proposed in this chapter (cf. fig 5.1) is crafted from conceptual frameworks based on Deming's philosophy regarding business organisations, which have already spread to education. Where ideas have been borrowed from business, they have been reinterpreted and translated with a view to customising them for education before implementing them in schools (Murgatroyd and Morgan, 1993) (cf. figure 3.5). The implementation of a *customised* framework is informed by my own research findings, which suggest the need for differentiation in intervention strategies in accordance with differences in context, need and expectations. It does not necessarily follow that such a framework represents a quick fix or a simplistic recipe for success: what it can do is to contribute significantly to a systematic and focused process of restructuring and consistent improvement in schools so that the communities they serve will eventually benefit from such. Informing the framework (cf. Fig. 5.1) is the assumption

that teaching and learning are the most important deliverables in schools and that academic performance is, therefore, the clearest indicator of quality COLTS. However, evidence of policies being implemented, of democratic governance and of adequate resourcing are also clear indicators that COLTS is improving. The suggested framework is illustrated below:

Fig.5.1: The TQM Intervention Framework



The proposed framework involves two major TQM principles, namely *vision* and *culture*. A principal and his/her positive role players (cf. Table 4.38 and 4.39) must initiate and accept responsibility for the development of a vision that will *glue together* all other role players, thereby unleashing their energies and creativity on identified priorities:

- The vision must set the direction in the form of objectives.

- The objectives, in turn, must facilitate the alignment of strategies with the expected changes in the culture of the school community concerned.
- This done, schools need to build a collaborative professional culture that focuses on continuous innovative COLTS activities through the adoption of a customised TQM philosophy.
- The rest should follow until the school becomes a place of quality teaching, learning and services.

5.3.1 Mission/Vision

Successful culture changes require the formulation of a powerful, shared vision and mission statement for a school. Without such statements, efforts to improve schools may be futile. Chapter 3 (cf. 3.2.2 and 3.5.3.2) indicated that the vision integrates and affects all TQM principles into a school business plan - a new managerialistic approach to quality.

Discontent with the *status quo* is a great catalyst for the emergence of vision but nobody can accomplish great things alone: visions need to be identified at an organisational level. The formulation of the vision and mission statements should, however be a collaborative effort: schools need to engage in sustained dialogue with role players, allowing them to freely express their dreams and fears and listen to those small voices of others. In such conversations, all these role players (driving forces) will open up their hearts to one another without fear of being rejected or ridiculed to *pull* and draw others (resisting forces) into the conversation (see diagram 5.1). The vision and mission statement must, therefore, be integrated into the framework and communicated to all role players by including them in all their documents (such as letter-heads, news-letters, reports and the business plan).

The vision and mission statements must indicate why a school exists, measure its existence and live it - how it needs to be seen by communities/parents, serve as focal point for school rolling plans in a year, two up to three years regarding the *whole schools evaluation*, and define its existence (purpose in Chapter 2) including the values, norms and core beliefs and must direct all activities and strategies aimed at linking these for improved COLTS on a day-to-day basis. In essence, the vision and mission need to declare what a school is or ought to be in terms of its uniqueness and ability to empower leadership obligations and educators with the competencies, skills and positive attitudes required for the building of a collaborative, ethical work culture. The main focus needs to

be the cultivation of a framework for quality COLTS through dialogue and discussion because they are crucial for clarifying deliverables in school's organisational structure that provide foci for controls. The *influence of positive role players* is of utmost importance in this instance. Table 4.38 identified female educators, heads of departments and deputy principals (SMTs), those with higher qualifications (in management, specifically) and those who specialise in the hard sciences as the most positive role players to be used to communicate the vision and mission statements to help gather resources. Table 4.39 indicated that, amongst learners, the most positive role players are females, those who are older than average, those who specialise in hard sciences and those who performed well academically in Grade 10 to help assure that schools are on course for continuous learning and self-improvement. These positive role players may be utilised to formulate or re-formulate the vision and then articulate it, then probably influence others living it.

Most educators (94%) agreed that the existence of a vision was an important indicator in the implementation of TQM philosophy, in particular with regard to the role vision plays in creating a culture that inspires, supports and promotes performance excellence (cf. 3.2.1/3.5.3.1). However, while I found the vision and mission displayed in schools, mostly in the principal's office and staff room, educators indicated, when asked what it meant to them and their schools, their response were that it was *from the district, department of education and that it gives us direction*. It can, therefore, be inferred that, although they had the vision and mission statements at their schools and, although these were related to Tirisano, it had not been interrogated and/or internalised by those on whom it was supposed to have had an impact - notably educators, learners and parents.

For continuously improving the vision, schools must internally measure themselves through self-whole school evaluation processes on a yearly basis including continuous assessments of learners and learner feedback to educators rather than look at the grades only (cf. 3.4.5). Other schools or an external panel may be invited for their inputs to assist in self-evaluation with a view to continuous improvement of their schools.

5.3.2 Objectives

The vision and mission statements need to be unpacked and included in the school's specific objectives that are achievable and that indicate the general direction and destination the school intends to follow and/or achieve. This is because whereas the purpose for TQM industry/business is to make profit, schools educate people. Educators

agreed on this implying that effective principals typically formulate specific and challenging objectives that could form the basis for an effective business plan, strategy and work ethic, all derived from the vision. The objectives need to be integral to the business plan, relate to quality COLTS, through Tirisano strategy with the Batho-Pele principle and reflect the value attached to academic achievement. Objectives should be measurable and consistent with the policies and procedures of schools.

According to Weiss and Wysocki (1998:13), objectives must be realised if they are to mean anything. To ensure that this happens, they present a set of guidelines or criteria for objectives formulation, which they call SMART. In terms of **SMART**, objectives for Mathematics pass rates may be:

- **Specific:** Be specific in targeting an objective – increase Mathematics pass rate.
- **Measurable:** Establish a measurable indicator of progress - 60 %.
- **Assignable:** Make the objective capable of being assigned to someone for completion - Matric (Grade 12) Mathematics educators.
- **Realistic:** State what can realistically be achieved within the budgeted time and resources - by at least 4 % in 2003 from 56 %.
- **Time-related:** State when the objective can be achieved, that is the duration - by 2004 matric results.

Objectives may also include: punctuality, order and harmony, neatness, loyalty, academic performance and numbers of assessments and other alternative objectives could be:

- Helping families to fulfil their basic obligations such as participation in ensuring that basic resources are available, mobilise disciplined behaviour.
- Fulfilling the basic obligations of schools: communicating with families.
- Family involvement in learning activities at home and assist to define guidelines for professionalism, empowering educators by modelling good practices.
- Family involvement in the classroom and the provision of basic resources.

Having formulated objectives, schools should identify appropriate strategies for realising them. The purpose of the strategies is to increase deployment of performance excellence through the use of various resources. The identification of strategies (cf. 3.5.1) represents the operational (*how to*) part of the business plan.

Examples for the use of an MBO approach for school management are illustrated below by objective 1 and 2 objective only:

Objective One: To empower educators for benchmarking the best practice

	Activity/Action	Responsible person	Target date	Financial implications	Performance Indicator
1.1	Establish teams for targeted benchmarks.....	Principal HODs and all educators...	March 2005.....	None	Reports of the identified benchmarks
1.2	Visit schools identified as benchmarks.....	HOD and team.....	April 2005.....	Travelling R 500	Accurate information available.....
1.3	.....	.....	.....	.....	..........
1.4	.....	..........	.....	.....	..........

Objective 2: To build capacity for Mathematics educators in context and pedagogic skills

	Activity/Action	Responsible person	Target date	Financial implications	Performance Indicator
1.1	Appoint service provider for work-sessions	Deputy Principal HOD	February 2005	None	Name of appointed person
1.2	Appointed service provider conducts work sessions	HOD and Mathematics educators	March 2003	Printing of materials R 300	Workable training framework in place
1.3	.....	.....	.....	.....	.....
1.4	.....	..........	.....	.....	.....

In order for the objectives to be realised, they must be cascaded on to the educators for implementation purposes, and performance indicators may be formulated to demonstrate

the success or achievement rate. Such an approach - management by objectives (MBO) - creates a synergy amongst role-players, develops educator's leadership skills, stimulates their creativity and encourages them to accept responsibility for their actions, thereby contributing to the creation of a culture of accountability. To this end each educator will have to be responsible to achieve his/her own objectives lest he/she account for his/her failures.

Other objectives according to the vision and mission statements may be set either on a yearly basis or on a three-year rolling plan and priority.

5.3.3 Strategy

Strategies not only complement visions but also serve as ways of tracking and improving processes. With regard to TQM principles, principals (98 %) agreed that strategies are there to guide the vision of schools. Strategies typically focus on what could be done differently (*innovation*) to keep schools on track in a continuously changing environment. Moreover, strategies need to be holistic, focusing on the school as a whole and on how parents can be attracted to schools. For instance some creative work such as schools embarking on raising funds while not spending an extra cent in the process such as staging the school dance, drama and musical presentation are events that may attract parents to flock and pack chairs at schools with a minimal entrance fee being charged while making healthy profits. Parents want events like these and they will support them even if the events do not necessarily generate money because they establish partnerships between schools and the communities they serve.

Educators' total commitment (Table 4.12) to culture of performance excellence resulting in excellent academic performance (quality teaching and results) may also attract parental involvement in schools because people identify and support a *winning team*. Some of the strategies which may add value to the changing culture and ultimately improve schools, include SWOT analyses, compilation of business plans, clarification of deliverables, the use of TQM and BAU and the use of benchmarks.

- **SWOT analyses**

One way of establishing and maintaining norms and standards is to make a SWOT analysis (cf. diagram 5.2) in order to identify the strengths and weaknesses of, opportunities for and threats to schools. The results of such an analysis could be the basis from which strategies are developed. The SWOT analysis could, for example,

determine the reasons for or causes of poor matriculation results in the district (cf. 1.2) and why Tirisano strategy has not yet been implemented. One school may be strong because it has the best qualified Mathematics educators (example schools E but weak in leadership), most effective SMTs (School D), top quality science and technology laboratories (none) or more motivators and producers. If schools were to optimally utilise those resources it could, for example, have its educators mentor other educators (motivators and relators), or offer extra tuition during recess to its own and/or learners from other schools in the district. Incentives may be given to those educators to motivate them for performance excellence.

SWOT analyses enable schools to understand in which areas they are strong at so that they can utilise and maintain these strengths, albeit human or non-human, throughout (cf. Tables 4.38, 4.39 and 5.4). Should there be evidence of weakness, schools may investigate how they can translate those weaknesses into strengths and/or how they can utilise available opportunities to counteract such weaknesses. Threats should be taken care of and utilised for the benefit of schools to present opportunities and strengths. For example, a school which realises that the majority (85 %) of its staff members are relators (cf. grid 5.1)), with no producers, needs to look at its recruitment strategies. All these processes must be managed holistically with all role players participating in promoting legitimacy for the sake of synergy, consensus and ownership of the school.

- **Business Plans**

Another option, which typically flows from a SWOT analysis, is the compilation of a business plan. Figure 5.1 indicates the need for schools to have and to operate in accordance with a TQM business plan for schools (new managerialism). This is especially true for schools that have been awarded self-managing status, commonly known as Section 21 schools. The granting of self-managing status, meaning the transfer of funds and moveable assets from the State to public schools, requires capacity building (training and development). Principals must not be put off by the term *business plan*; they should rather regard it as a school improvement plan - an activity plan or enterprising plan that will help them to optimally and most beneficially allocate resources (including finances) and/or match resources to their needs. Essentially this is simply good practice for positive COLTS.

Figure 5.1 shows the pillars of the business plan for TQM implementation, namely: communication and commitment (soft components), tools and teams (hard components)

for successful TQM philosophy. Bongstingl and Creech (cf. 3.5.2.1) indicated that, together, these pillars form a framework for the creation of a climate that supports continuous improvement and provides educators and learners with opportunities to become partners in defining and creating the success of schools. The purpose of these pillars is to create ownership, make accountability unambiguous for all role players and define a school's common purpose in terms of services rendered.

The business plan needs to be a document that describes and/or illustrates the ways in which human and non-human resources could be aligned towards achievement of specific goals or objectives. Included in the plan is information on current, past and future trends in terms of strategies and operations, involving the organisational structure of schools, staff numbers, teaching and learning activities, growth in terms of enrolments, related estimates of pass rates, learning and teaching materials/resources, personnel space and the provision of a sustained cash flow. It follows that business plans should be customised according to the needs of individual schools.

Another function of the business plan is to define the business of the school, namely teaching and learning aimed at the development of personal capacity - knowledge, skills and insights (including insight into commerce and industry), but also personal and social values and beliefs (including those related to citizenship). Such preparation implies that learners are being equipped with the requisite competence and cultural knowledge to enable them to further their studies and/or careers and, more importantly, to succeed in the adult world.

- **Deliverables**

Data obtained from questionnaires for educators and learners clearly indicated that deliverables must be clarified and delineated for correct alignment of the schools' organisational structure. Principals' interviews confirmed this, especially with regard to the deliverables for parents. It is, therefore, of the utmost importance that role players clearly understand their core functions (deliverables) and that these are written into the business plan (see Chapter 2). It is the responsibility of principals and District Directorates to define and communicate to role players what is expected of them, hence they should ensure that appropriate communication and definition processes are established; that communication regarding deliverables takes place, and that job functions/descriptions are supplied to all and sundry.

Moreover, throughput processes - such as administering tests and examinations, moderation of papers, teaching, learning and availability of resources should, as a matter of course include plans for learners' feedback and/or learner satisfaction surveys (managerialistic approach). Thus the throughput processes must ultimately be product-defined in terms of quality outputs that were emerging from COLTS processes. This means principals and educators must be responsible and account for their action appropriate to measurable controls.

- **The use of TQM and BAU**

As indicated earlier the implementation of TQM cannot be regarded as a quick fix or a one size fits all models. Unless its implementation is consistent with the key values, mission statements and vision of the school concerned and unless its objectives are achievable in the particular school context (given sufficient time and resources to support achievement), it may not have any impact whatsoever on the schools concerned.

Given these constraints, change must not be radical (cf. 3.5.3.3) a more viable approach would be to conduct a business as usual (BAU) approach where change takes place in small, incremental steps and where TQM is gradually phased in or integrated into BAU until it becomes a natural part of the school system and culture (cf. 3.5.3.3 - Fig.3.7/3.8).

To this end pedagogic activities, Tirisano activities and Whole School Evaluation must be integrated into BAU approach for institutionalisation of TQM implementation. Changes at schools may then be less painful and more easily accepted by all role players. The quality of COLTS and raising learning achievements or performance (learner achievement in Tirisano goal 2) take time, hard work, willingness, unspectacular work and patient work - yet it can be done. Basically, principals and educators must be committed to the profession, qualified and dedicated but there must also be adequate resources, such as textbooks, library books and a proper sewage system.

- **Using Benchmarks**

A final strategy for effecting continuous improvement in school is benchmarking. Schools are mainly in the business of teaching and learning, yet in this survey it was found that they had great difficulty in learning from one another (69 %). Some schools (E and G) found benchmarking difficult. Not only does benchmarking enable poorly performing schools to use successful schools to share good practices in a particular field (cf. 3.5.2.2b) but schools need to discover how to do this, primarily through networking -

so that their future is assured. Included are the codes of conduct, consensual rituals such as assemblies, ceremonies, uniform and badges that bind a school together as a moral community, authority relations and co-operate identity and image of schools that contribute towards order, harmony and control.

Benefits from best practices (69 %) may include improvement regarding best methods of teaching such as the OBE approach, development of plans in terms of educator development and capacity building, subject policies and environmental settings. It is important for schools to emulate these best practices and surpass them by saving time and energy for the processes of school improvement and change because they would spend less time on innovation and creative plans.

5.3.4 TQM Pillars

Figure 5.1 shows the pillars of the business plan for TQM implementation, namely: communication and commitment (soft components), tools and teams (hard components) for successful TQM philosophy. Bongstingl and Creech (cf. 3.5.2.1) indicated that these pillars are a framework that aims at creating climate that supports continuous improvement and provides educators and learners with the opportunities to become partners in defining and creating the success for schools. The purpose of these pillars is to create ownership, make accountability unambiguous to all role players and define school's common purpose in terms of services rendered.

- **Communication**

A TQM model for school leadership highlights communication as a soft, but essential, component (Fig. 3.5). Principals must influence role players' attitudes and behaviour through relevant information, convey good practice and generate interest, ideas, and awareness through excellent communication processes. Failure to communicate effectively created unnecessary problems including the COLTS campaigns, Tirisano strategy, Whole School Evaluation and resulted in confusion, loss of interest and eventually in declining quality through apparent lack of guidance and stimulus. An excellent way to accomplish the first is to issue a total quality message that clearly states principal's commitment to TQM and with the help of SMTs, SGBs and positive role players outline the role all must play. This must be in the form of a policy or specific statement about the school's intention to integrate TQM into the school's business operations. The importance and purpose of communication in meetings with role players such as parents is that schools can become Total Quality schools only with their willingness, commitment and dedication (quality culture) to improve the process in which

they work. In addition, principals need to help role players by putting in place a programme of education, training, and team work development, based on the process improvement, to ensure that schools move forward to achieve purposes set in Chapter 2. Parents should be given feedback from learners on educators' evaluation as well as complaints, for example providing a telephone number for schools in terms of role player feedback, complaints and enquiries.

In essence, communication must guarantee that each process - like the involvement of parents in classroom management - assists in quality preparedness and a directive defined by out-puts. To ensure channels of communication, schools have to define what effective communication is and have to use various tools such as brainstorming, ishikawa, pareto chart to involve role players in achieving defined objectives of communicating by means of notice boards, newsletters, meetings, memoranda and conventions.

- **Tools**

As discussed above, tools are regarded as hard components of TQM (Fig. 3.5). Some basic tools that schools may use are flowcharts, cause and effect analysis and fishbone (cf. 3.5.2.2 c). TQM tools such as the fishbone or ishikawa diagram are essential to illustrate how various problems affect each other (3.5.3), while tools like self-assessment, whole school evaluation, learner assessment and educator appraisal are crucial to continuous improvement purposes. Schools may also opt to use the South African Excellence Model (SAEM) underpinned by the Batho-Pele principle as one of the TQM tools or a framework for the assessment for excellence. Different tools are required to measure the progress regarding the implementation plan and on intermitted times review for appropriating action, rewards and corrective measures necessary.

- **Teams**

The importance of teamwork as a means of building collaborative relationships was discussed in Chapter 3 (cf. 3.5.3.4). As indicated in Chapter 4 relationships in the dysfunctional schools investigated in this study are poor (confirmed by 76 % of the educators and 78 % of the learners). If collegial culture is to be promoted, change agents (principals, SGBs, positive role players) will have to spend some time establishing teams and promoting teamwork through stages *forming stage*, prior to relationships being laid down; *storming*, where role players become involved in conflict because of concerns about status, power and school organisation; *norming*, where social cohesion

is strong but may be used to detract from tasks at hand; *performing*, where high morale and task achievement come together, where the real work of the team is done; *transforming*; where the team does not just continue performing the same tasks well, it learns from feedback about those tasks and, if necessary, changes the tasks and/or the methods of achieving them (Oakland, 2000:118). Quality teams are charged with facilitative tasks and thus co-ordinate activities or other role players because of the authority vested in them by the school.

Effective teamwork contributes to a sense of boundaries, respect and trust; it also contributes to a greater acceptance of unwritten rules and codes of conduct and behaviour by role players. Team members need to know what to expect from one another in working relationships so that the team could become a cohesive, high-performing team that is able to resolve conflict management, effective meetings and extra-curricular activities, eventually reflect the kind of synergy typical of a TQM culture. For this to happen, team members should treat one another with respect, listen to one another's point of view to reach sufficient consensus for them to move forward towards culture change.

- **Commitment**

The preceding three pillars need to be supported by the fourth, namely commitment (cf. Fig. 3.1). Although it is difficult to find hard evidence (qualitative) of commitment, principals should behave in ways that reflect their commitment to the development and implementation of a TQM business plan. Their commitment may be conveyed in communication with other role players, the development of a sound business plan and in the principal's willingness to share with, listen to and involve others irrespective of their status, position or qualifications.

Commitment to role player involvement could, for example, be inferred if a principal were to attend subject meetings managed by heads of departments if s/he were to ensure that basic resources were available and if s/he were to involve heads of department and/or other interested staff members in the development and monitoring of policies and the attainment of objectives. Being on time, for the meetings build up commitment through genuine ownership and shared successes, add weight, emphasise dignity and the worth of role players who are there. *Management by Walking Around (MBWA)* which implies that managers/principals and Department of Education officials will often be out of their offices, building relationships, motivating, and keeping in direct touch with the activities at

schools may be another indicator of a principal's commitment to TQM. Furthermore, both SMTs, SGBs, principals and Department of Education officials such as Institutional Development Specialists (IDS) managers need to visit schools to assess the climate in schools, complaints, observe and talk informally with role players. To this end, the character of principals who inspire confidence will establish a culture of a school and provide a climate of quality which promotes pride, professionalism and working with passion (quality of work life).

To be successful in promoting a business plan (framework) for schools' efficiency and effectiveness, TQM must be truly organisation-wide, and it must start at the top with the Department of Education or equivalent such as the IDS. To this end most senior leadership must demonstrate that they are serious about quality and this must be embedded and reflected in quality policy (cf. 5.8e). The IDS and principals for example have a particular role to play, since they must not only grasp the principles of TQM, but go on to explain them to role players of schools for whom they are responsible, and ensure that their own commitment is communicated. Only then will TQM be popularised through-out the school. This level of leadership also needs to ensure that the efforts and subsequent achievements of their subordinates obtain the recognition, attention and reward they deserve. This commitment should be obsessional, not lip service and a sound quality policy is essential as a fundamental requirement (cf. 5.8e).

5.3.5 Culture change

Since changing a school culture is critical for the institutionalisation of TQM strategies (cf. 3.5.3.3), a negative COLTS could seriously undermine any attempts at establishing TQM. If the school culture is consistent with the strategy, objectives, vision and mission it could serve as a bridge between the old and the new, becoming a powerful driving force in the implementation of TQM. Consequently, culture change should be carefully managed by drawing positive role players such as including gender, experience and level of qualification into a new episteme (new managerialism) in order to influence others into this system and ultimately drawing positive role players into the new episteme to turn schools around. Care should be taken that strategies, activities and objectives are informed by and/or aligned to the vision and mission of the school and that none of these are in conflict with the overall changing culture of a TQM school.

As indicated in Chapter 4, there was evidence that school cultures had not changed as expected since the behaviour of some educators and learners did not conform to norms and standards, rules and dominant values of COLTS and Tirisano strategy. This was also reflected in tables on positive COLTS. Furthermore, schools need a vision framework, comprising its guiding philosophy (TQM principles) and core values to determine what is acceptable and what is not. This is because school improvement depends on the extent to which role players perform their roles and move towards the common goals and objectives. Included are culture of total involvement, reaching out in passion to increase willpower, positive attitudes and relationships to get along. Hence it is crucial that principals focus on the creation of a quality culture for the proper implementation of TQM, something they can only do if they are truly committed to TQM and are willing and able to implement TQM principles and to show the way themselves. Indicators of changed culture are to be found in or reflected by the behaviour of role players; prevailing norms and standards; values that form the core culture, the rules of the school and the level of satisfaction among role players (*climate*). Should culture change not occur as expected, strategies should be reviewed and/or new strategies should be adopted (*the arrows*), bearing in mind that improvement takes place as part of a cyclical process (*PDCA cycle*). This is part of an evaluation process (implementation reviewed intermittently) to be done regularly; the success acknowledged and corrective measures be appropriated immediately.

In the spirit of *vuka uzenzele* (self-reliance of schools), it is important for schools to strive to be self-managing, commonly known as Section 21 schools. Their application must only be successful if they are perceived to have the capacity to manage themselves, with specific reference to finances, and if there seems to be a mutually beneficial relationship between schools and their communities (cf. 3.2.3). Implied in such a relationship is the notion of communities optimally utilising school buildings and facilities not only for their community activities such as religious worship, community meetings, cultural and social activities when the school buildings are not in use. To this end, individual community members may adopt a class with a view to maintaining the classrooms by painting and repairing damage caused and cleaning them to inspire, promote and support learners' learning. Other role players who have specific skills may for example voluntarily teach accounting, mathematics and assist in extra-curricular activities such as football player coaching while others assist to prepare the media for effective teaching and learning.

5.3.6 Lifelong Learning

Successful school leadership makes a contribution to the improvement of learning. Educators too must be *learners* to shape learners' life (quality of work life for educators and quality of life for learners). The purpose should be to pursue sets of values and they must live and guide learners' life. This can be achieved through educators' reading literature that is relevant to the profession, work contexts and learning area. Other self-development activities to shape the lives of educators as learners include:

- Exchanging experiences with other colleagues in the profession and by attending professional development conferences and dialogues.
- Engaging in team projects including research activities that arise as a result of learning experiences.
- Inviting guest speakers especially from Higher Education Institutions because such tasks will be free of charge as these speakers will be engaged in their own community service.
- Holding staff development programmes in which different members of the staff take turns in leading discussions on specific learning areas.
- Having mentors in terms of distributed leadership with a view to leadership succession rate.
- Own studies through institutions of higher learning.

Such learning needs continuous self-evaluation in the sense that successful schools may not necessarily be evaluated based on tests and examination scores only but can also be evaluated on active citizenship, collaborative attitudes, tolerance and creativity not easily measured by tests in basic subjects (qualitative approaches).

Inherent in the adoption of TQM is the notion of lifelong training and development. As indicated in Chapter 4 the lack of training and development for empowerment was raised as a matter of concern by educators (80%), learners (78%) and principals (61%). This too, should be explicitly managed in the sense that there is a plan that indicates who is to be trained, when, how and to what purpose (the grid on diagram 5.1 may serve as part of the training). Once again, role players should have participated in drawing up the plan and/or the schedule for training and development and should be committed to its execution. The following factors are required for successful implementation:

- Honest communication, which keeps all role players informed, focused and motivated.

- Win-win relationships, which acknowledge the weight, dignity and inputs of each role player involved.
- Acknowledged power, which results in empowerment and commitment of all role players.
- Shared rewards, which match role players and school accomplishment. These rewards should be distributed to those whose contributions generate success as the saying goes that *one's candle loses nothing when it lights another*.

Once the process has started, continuous briefing and feedback is essential. The purpose of feedback is for continuous improvement: role players should provide feedback through their inputs and receive feedback on progress; the improvement process should be monitored and the results checked for accountability. The principal should, preferably lead the review process. Reviews should be conducted regularly and success should be acknowledged. Should there be deviations; corrective measures should be taken immediately. Because the process is cyclic, the end becomes a new beginning through feedback from the principals and other role players (see Chapter 3: 3.5.1) through the Evaluation, Plan again, Do it again, Check and Act on any deviations that may occur (EPDCA helix act discussed in Chapter 3).

The rationale for the suggested framework and its uniqueness is informed by its systematic planning as a requirement for effective quality management in all organisations. For this framework (business plan) to be useful, however, it must be part of a continuous review process that has its objectives through a strategy of never-ending (cyclic) improvement (Fig. 5.1). In this suggested framework it is essentially important for role players to carry out a preliminary analysis (SWOT) to ensure that a quality school structure exists to ensure good relationships and that the resources required will be carried out. This can be done through constant questions and answers to generate appropriate action plans (MBOs), procedures and processes outlined in the form of a flow chart describing a cyclic process in sequence of steps starting from vision to culture change (cf. arrows in Fig. 5.1).

The advantage of a process flow chart is to consistently record the series of quality improvement events and activities, stages and decision in a form that can easily be understood and communicated to all (BAU = TQM). For example, facts relating to vision as an overarching guiding force (cf. 3.2.2) must be recorded first. The statement defining the process should lead to its understanding and ultimately it will provide the basis for the critical review necessary for the development of improvement processes that are

accurate, clear and concise. This occurs when recording facts of a long process (from vision to culture change) and the most powerful of these is the flowcharting. The flow charting will improve the knowledge process, and begin to develop teamwork necessary to find improvements. This makes the suggested framework different from other models, as it is simple and useful in South African schools.

Realistically, the effectiveness of the framework is ultimately indicated by the sustenance and improvement in the capacity of schools. Finally it should provide a template for interactions to achieve the objectives consistently.

5.4 How to use the framework

As a **first step**, and to achieve congruence, it is important for role players to know their own strengths and weaknesses - so that their efforts can complement one another's, and so that they can effectively contribute to goal attainment through collaborative teamwork. Although this implies an eventual change of culture, role players have to start from where they are, not from where they wish to be sometime in the future.

As a **second step**, Zackrison (2003:9) highlights the importance of determining role players' *levels of directiveness* (that is their attempts to influence, control and lead others) and *levels of affiliation* (meaning their attempts to form close personal inter-relationships with others). One way of doing this is to assess role players' directiveness and/or affiliation against the description in the four quadrant model depicted in the grid that follows.

The grid serves as a tool for measuring role players' visible behaviour and then to infer from such behaviour each person's level of directiveness, affiliation and effectiveness regarding the implementation of the framework. Role players may draw from one another's strengths to complement their own weaknesses, thereby creating a sense of synergy amongst participants, with role players serving as catalysts for or driving forces towards TQM (*episteme providing knowledge required for collegial culture*).

To this end, Zackrison (2003:9) advises organisations on ways in which teams that are totally dependent on one another should collaborate based on their individual strengths. Consequently, a customised grid is required that a school needs to look at its strengths in terms of who may create and maintain good relationships, who may enthuse others to participate effectively, analyse complex situations and the driving forces (cf. grid below).

Grid 5.1: Relationships amongst role players

<p>Relators</p> <p>Often thoughtful, helpful, involved, tactful, cooperative, polite, friendly, warm, calm, considerate.</p> <p>Good at creating and maintaining good relationships with others.</p>	<p>Motivators</p> <p>Often creative, quick, sociable, exciting, initiative takers, humorous, enthusiastic, out-spoken, open.</p> <p>Good at enthusing and involving others.</p>
<p>Processors</p> <p>Often careful, patient, objective, logical, stable, congruent, practical, methodical, specific, concise, tenacious, thorough.</p> <p>Good at analysing and structuring complex data and situations.</p>	<p>Producers</p> <p>Often goal-oriented, direct, self-assured, demanding, independent, stable, decisive, ambitious, determined.</p> <p>Good at driving projects and tasks towards measurable goals.</p>

In terms of schools, I suggest that schools, in partnership with Higher Education Institutions, could determine whether they are more inclined towards being relators, processors, producers or motivators, given that:

- Relators often contribute to the development and maintenance of a positive atmosphere, develop cooperation as team player, are affiliative, careful and approachable, and tend to teams' social needs and are seldom directive.
- Processors often sort out details and build structures for dealing with complex situations, provide methods for systematically integrating a problem and are seldom affiliative: careful and considerate.
- Producers are seldom affiliative but often directive in organising teams and resources, keep the team on track and push it to a higher level of performance; they are also logical and risk takers in their endeavours to achieve objectives.
- Motivators are often directive and affiliative in stimulating team spirit and ensuring that teams are actively involved, energise, create innovative approaches and are focused on issues at hand and are risk takers and approachable.

Having determined this, principals would know whom to call on when there is a need to build relationships with others; whom to consider as a team leader when the meeting of set objectives is the purpose; whom to utilise to ensure that the team spirit is maintained/sustained team spirit; whom to use to keep track of the direction and map out details regarding the implementation of the framework. Educators, in turn, would know from whom they could draw which abilities and strengths. In addition, the leadership succession rate may be enhanced, thus ensuring sustainable leadership, because of effective distributed leadership. The process does not occur by chance; it needs to be planned and organised to allow distributed leadership to be effective - all role players should be allocated some responsibility because schools are all role players' business. The process takes long but the benefits are long-lasting. Long as it could take, parents would not complain then because they would be part of the process.

5.5 Conclusion

The proposed framework represents a combination of TQM, Tirisano and Batho Pele principles and is meant as a guide for culture change - from negative to positive COLTS. In short, the framework integrates the principles of COLTS, Tirisano, Batho Pele, the Call to Action, and TQM to form a frame of reference that is flexible enough to accommodate the different realities and needs of schools where it is utilised. The framework assumes:

- Role player involvement at all stages - decision-making, implementation and evaluation - because it believes that this promotes a sense of ownership and commitment to continuous improvement. If the culture is antagonistic, competitive or if morale is low, then role players will not engage in quality improvement, innovative and creative initiatives, hence the need for teamwork, where role players can determine how their envisaged change initiatives fit into the TQM paradigm and how they can contribute to it. Effective implementation is a collaborative and not a solitary activity.
- Role players need to see change as desirable and feasible given enough time to change, adapt and/or dye.
- Change is a process, not an event and, most notably, a cyclical not a linear process. Hence the implementation of agreed changes should not just happen by chance; rather, it should be managed, preferably by applying the Deming EPDCA cycle.

- Successful solutions can be found both inside and outside the schools. This must be acknowledged and principals must also identify successful approaches elsewhere, and learn from them. An example is the benchmarking assessment processes that schools need to emulate as best practices and the allied notions of networking between and clustering of schools to support and learn from one another.

5.6 Limitations of the study

The survey was limited mainly to principals', educators' and learners' roles in positive COLTS. However there are other role players such as parents, DoE officials and the private sector that may contribute towards the improvement of COLTS.

Another limitation was the population. It was argued in Chapter 1 that the target population was confined to the District D3 - Tshwane North schools, especially the black schools only instead of all the Gauteng schools. The rationale for this was argued in Chapter 1 and 4 (cf. 1.4.3) for schools in the District as the emphasis was on the focus and depth of the project. The time available to finish the project as well as financial limitations were also given attention. Due to these constraints, the learner population was limited to Senior Secondary schools (FETs) only, primarily because Grade 12 matriculation results provide the only objective (quantitative) although obvious indicator of the culture of performance excellence. While it was my intention to triangulate data including observations, this technique was not part of the analysis in the survey (cf. 4.2.3.3).

5.7 Recommendations

The **primary recommendation** is that schools should adopt the flexible TQM framework presented in this chapter because it will allow them to customise interventions and change management strategies to the realities and/or contexts of their particular schools.

The **second recommendation** is that schools should explicitly nurture a culture of professional engagement which requires educators to:

- continuously reflect on and critically evaluate their professional knowledge and the effective teaching practice for learners' learning

- work collaboratively with one another and with other members of the profession and continuously engage in discussion on contemporary issues and basic research to improve professional practice
- identify their professional learning needs and plan for and engage in professional development activities
- develop sound organisational and administrative skills to manage their non-teaching duties effectively
- work collegially to create learning communities and contribute to the development of school communities that support learner's learning and their well-being
- work effectively with other professionals and members of the broader community to provide effective learning for learners
- promote the value of education and the profession of teaching in the broader community and
- understand and fulfil their legal responsibility for the integrity of professional practice and the conduct and well-being of the members of the profession.

Flowing from these two major recommendations are a number of related, but equally important ***recommendations regarding primary role players***. These are presented here in terms of each category of each role player.

a) Principals

It has been emphasised that the role of the principals as professional leaders is to inspire, support and promote the improvement of the culture of performance excellence so that the role players may be committed, willing and dedicated to participate, support and improve COLTS. Principals should firstly create a secure framework within which continuous improvement of schools can take place. This could be done through leading the development of a vision of what schools as learning communities should be like or should be seen to be like. This means setting and directing the school's goals towards seeking continuous future opportunities at the school.

Secondly principals need to lead the development of attainable (SMART) objectives and strategies incorporating ethos of ethical integrity including high performance expectations for schools. This requires eliciting teamwork, co-operation and motivation at all levels in

school communities. In terms of capacity building to lead the processes it is required of principals to be trained and developed for the creation of producing a favourable climate to align role players towards quality culture change. This is because one of the roles of the leadership is to lead the transformation process with involvement and total participation of role players and motivate them to work collaboratively in teams at all levels in and outside schools.

Lastly, principals should guide the constant reviews and continuous improvement of sustainable efficiencies and effectiveness of schools through using the right business plan and adopting the *do it first time right* paradigm and using educator delegation to support continuous improvement of his/her business plan (cf. fig. 5.1). Defining and communicating a business plan to identified teams may lead to commitment towards continuous quality culture change in schools. The benchmarks may be models or best practice for effective measures regarding improvement of schools. The supply of basic resources to improve the quality of education is essential. It follows that lack of basic resources, stench and filthy environments such as sewerage and toilets which ultimately impact on ill-health and performance necessitate closure of a school. Subsequently the non-performing principals should be re-deployed in other departments and subsequent appointments should be on contract and performance based attached to salary. The contract may be renewable depending on performance.

b) Educators

The role of educators regarding positive COLTS was discussed in Chapter 2 (cf. 2.2.1.2) and their responses to this in Chapter 4. These may serve as forms of recommendations in this section. The most important role of educators is to create an atmosphere conducive to teaching and learning so that the learners may learn effectively. This implies creating an enabling environment for learners to take charge of their learning. For example educators should demonstrate or show an interest in and enthusiasm for the subjects they teach, empathise with those who are not coping well with their subject by giving extra classes, accompany, support and inspire learner's learning effectively. In addition, educators should respect learners and be sensitive to their level of understanding by appropriating their expectations. Sound preparation, clarity of lesson requirements and good organisation of materials are some recommendations of educators to enable learners to take charge of their learning.

Educators are the most important team members who can assist in achieving the objectives set by principals. It is their responsibility to assist the principals in their vision and mission of the schools and to be involved in the strategies that suggest continuous improvement of school performance excellence through delegated authority. They should thus be dedicated, willing and committed to effective teaching and management of learners' learning. These requirements include fair assessment procedures and constructive feedback including the encouragement of independent thoughts in learners' learning. Educators should demonstrate that they are role models in and outside the school's settings so learners may emulate their best practice. This may change and improve their attitude to assist and support principals and other role players in executing the school business plan. Lastly they should be life-long learners in order to keep abreast of the latest trends in education such as the seven roles of educators indicated in Chapter 2 (cf. 2.2.1.2).

c) Learners

The roles of the learners regarding positive COLTS were discussed in Chapter 2 (cf. 2.2.1.3). Their roles, just like those of the educators, may constitute part of the recommendations. One of the most important recommendations regarding learners is that they should ultimately take charge of their own learning. This is because it has been found that the FET schooling sector is weak and thus creates under-prepared learners for either commerce or industry and Higher Education. Under-preparedness is mainly caused by the learners' dependency on their educators in terms of their learning. Consequently learners must start to take charge and be responsible for their learning. This may not happen by chance, or overnight and it requires the continuous assistance from their mentors. The community should assist in this regard.

Learners should be prepared to provide objective feedback. This could be in the form of reports on their teaching and assessments of their educators' teaching and organisation of learning materials (qualitative). To this end feedback on learner satisfaction approach (quantitative) may integrate their views into management of their learning, strategic business and decision-making processes. This is because learner feedback on their satisfaction is a quality enhancement TQM tool designed to improve the quality of learners taking charge of their learning. This is a quality culture that needs to be enhanced at schools.

d) Parents

Although parents did not participate in the survey, their roles were discussed in Chapter 2 (cf. 2.2.1.4) and these roles may constitute some of their recommendations. Parental support and partnership have an influence on the improvement of COLTS. Thus their partnership with the schools should have a significant effect on the quality of learner's learning experience. Parents should understand that they are obliged to provide for their children's health and a safe climate, assist when the educators are absent, for example listening and assisting with reading skills. There are parents in the community who can fulfil those specialised roles and their involvement would lead to excellence in schools. These roles of the parents received the lowest rating among educators and principals. Therefore it is important for parents to forge a healthy partnership with schools. To this end the TQM paradigm becomes a vehicle to facilitate the processes.

Positive contributions that schools require from parents include taking charge of learning activities at home and in classrooms, for example manufacturing media and preparing them for learning and teaching in the classroom. Educators should rely on parents for support in disciplinary matters and codes of conduct, the punctuality of learners and the creation of trust between parents and educators regarding school attendance, and assisting in sport for example coaching soccer. There are parents in the community that have been involved in professional soccer and they should plough those skills back into the schools. This partnership, trust, respect for educators and principals, optimism and intention regarding the business plan may form a synergy that leads to ownership of schools and the community (community schools).

e) Department of Education and policy making

The Department of Education's approach to transform education and dismantle the legacy of apartheid's education has always been integrated and aimed at achieving the objective of quality education for all. The Department set the vision (cf. 2.4) of school changes and transformation from COLTS to Tirisano strategy (cf. 2.4.1). It was clear from the educators, learners and principals of the surveyed schools that this vision has not been realised. To this end, key and important quality concepts of professionalism and effectiveness have been compromised. Thus it is recommended against this backdrop that the implementation to accelerate service delivery (Batho - Pele principle) in schools should be seen within the context to ensure that all role players have the

opportunity to pursue the set objectives (TQM Principle 3). The Provincial Department of Education (PDoE) needs to support school frameworks in action as suggested in this chapter. MBWA is recommended in this respect.

While the implementation plan originated in the DOE, it served mainly to guide its implementation. I recommend that it be linked with the TQM philosophy to give effect to the Tirisano strategy. This is because in terms of TQM philosophy role players are obliged and accountable to implement collaboratively with PDoE in pursuing the set objectives. Therefore it is recommended that the Minister's building blocks range from providing quality education that prepares learners to be accountable citizens of a multicultural society with common sets of values of which role players can be proud of according to the objectives of schools in Chapter 2.

Consequently a sound policy, together with the school organisation and facilities need to be put into effect as a fundamental requirement when schools are to begin to implement TQM. DoE or equivalent must develop and state its policy on quality management together with arrangements for implementation purposes. The content of the policy should be known to all role players because the preparation and implementation of properly thought out quality policy, together with continuous monitoring, make for smoother service operation by identifying role players' needs; 'continuously assessing schools' requirements to meet role player expectations; resources and services reliably meet the required standards of performance and efficiency; educate and train for quality improvement; measure role players satisfaction and review quality management to maintain progress. Principals must be committed and dedicated to the continuous and regular improvement of school quality of COLTS not simply by one step improvement. This quality policy must be publicised and understood at all levels of school organisation including services. However, quality improvement is primarily the responsibility of principals to involve all role players in quality improvement. To this end, quality policy should be a concern of all role players and the TQM principles (vision and quality culture), objectives and strategies must be formulated and communicated as widely as possible prior to the implementation. Capacity building is necessary to ensure successful implementation.

5.8 Recommendations for further study

Although it is my intention to test the guidelines suggested in Chapter 5 in my post-doctoral degree, I also recommend the testing of the implementation guidelines for application purposes for further study:

- In terms of TQM, it is necessary to include parents as well as DoE officials as role players, especially the section on Tirisano strategy (cf. 2.1). This is because the Department of Education closed the office of COLTS in 2002 (cf. 2.4.1.1).
- In terms of Tirisano, DoE officials and, especially, parents may be part of the unit of analysis as it was found that they were important role players with regard to excellence in schools.
- The role of the unions may also be considered as it was found that as much as they are part of the system, they tend to refuge non-performing educators and this leads to the loss of quality COLTS.
- Further study is required regarding drawing role players into new managerialism, an episteme to support TQM implementation in schools.
- Lastly the decline in matric enrolment and standards needs further research in terms of quality COLTS.

5.9 Summary

The similarities between TQM and Tirisano may be seen in their holistic nature in that they not only focus on leadership, but also supports teaching and learning. Both indicate that principals, as the leaders, may not go it alone in the improvement of schools. Since there was evidence that role players did not have a clear understanding of COLTS and its implications for improvement of schools, there seemed to be a need for a TQM approach in which role players' tasks are clearly defined and communicated to them. Consequently there will be no doubts about these roles and they may not be excluded. The proposed framework, informed by TQM philosophy, may integrate all these functions and also identify common values, norms and climate essential for school's continuous improvement. In this way, all role players will be involved in their development that could in turn lead to continuous improvement, with each individual sharing responsibility regardless of his/her position and status.