

**THE ROLE OF DISTRICT OFFICIALS IN THE
IMPLEMENTATION OF THE INTEGRATED QUALITY
MANAGEMENT SYSTEM (IQMS)**

By

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**Submitted in fulfillment of the requirement for the degree Magister
Educationis in Assessment and Quality Assurance**

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at the

UNIVERSITY OF PRETORIA

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2011

ACKNOWLEDGEMENTS

Several people contributed significantly to the completion of this study. I would like to extend my sincere appreciation and gratitude to:

- My heavenly father, the Lord and personal Saviour Jesus Christ, for the grace and strength to undertake this research study.
- My supervisor, Professor Saloshna Vandeyar for her sterling commitment, dedication, encouragement and hard work in correcting my work with aplomb. Thank you very much for believing in my capability to do this work despite my concomitant despair. You are indeed a good academic shepherd!
- The respondents, without your participation and interest in this exercise, this research would not have been a reality. God bless you.
- My lovely wife, Patricia Thembi Hans. Thank you for your support and understanding during this rigorous academic gymnastics. God richly bless you.
- My mother in-law, Nannies Elizabeth Maswanganye, for always being there to support my immediate family during my absence, due to study commitments.
- My former school principal, Peter Maswanganye, for your fatherly understanding in allowing me space to meet my supervisor when the need to do so arose. God bless you.
- My current school principal, Charles Kgarume, for your understanding and moral support. God bless you.
- My children, Lethabo, Tshireletso and Onthatile, for your understanding when I could not always be there for you as a result of my aspiration to attain this qualification.

- My friend, Asser Mhlongo, who encouraged me to study further. Thank you for being such an inspiration.
- My language editor, James Matshego. Thank you for your invaluable contribution, I wouldn't have made it without your support.
- Victor Phanyane, Levy Makhubedu and Tebogo Motlou, your technological support came at an opportune moment and is highly appreciated.

DEDICATION

I would like to dedicate this thesis to God the Almighty, who has been my sustainer during trying times towards the fulfillment of this study. Blessed be your holy name!

ACRONYMS

ANC	African National Congress
DAS	Developmental Appraisal System
DECS	Department of Education, Culture and Sports
DSG	Developmental Support Group
EDD	Education District Development
EEA	Employment of Educators Act
ELRC	Education Labour Relations Council
ERO	Education Review Office
GDE	Gauteng Department of Education
HMI	Her Majesty's Inspectorate
HOD	Head of Department
HRD	Human Resource Development
INSERT	In-Service Education and Training
IQMS	Integrated Quality Management System
IWSE	Internal Whole School Evaluation
LRC	Learners' Representative Council
NAPTOSA	National Professional Teachers' Organization of South Africa
NCLBA	No Child Left Behind Act
NDoE	National Department of Education
NEETS	National Education and Testing System
NEPA	National Education Policy Act
NPWSE	National Policy on Whole School Evaluation
NTT	National Training Team
OBA	Outcomes Based Assessment
OBE	Outcomes Based Education
OFSTED	Office for Standards in Education
PA	Performance Assessment
PELRC	Provincial Education Labour Relations Council
PGP	Personal Growth Plan
PMDS	Performance Management Development System
PMS	Performance Management System
PTT	Provincial Training Team

PQS	Performance Quality Systems
QM	Quality Management
QMS	Quality Management System
SDT	School Development Team
SE	Systemic Evaluation
SGB	School Governing Body
SIP	School Improvement Plan
SMT	School Management Team
TTED	Task Team on Education Development
USA	United States of America
WSE	Whole School Evaluation

ABSTRACT

The purpose of this research study was to explore how district officials monitor and provide support to teachers through the effective implementation of the Integrated Quality Management System (IQMS) in South African public schools. Through the utilization of a qualitative case study approach, and guided by a theoretical framework of “performative society”, the study attempted to provide a glimpse of how district officials carry out their responsibilities. Among others, by monitoring and providing necessary support to teachers in order to address various developmental needs as identified during the IQMS implementation cycles at institutional level. Data collection was a mix of semi-structured interviews, observations, field notes and a researcher journal. The major findings emanating from this study were six fold: First, district officials were very conversant with the policy imperatives of the ELRC Resolution 8 of 2003 that deals with the implementation of IQMS in public schools. Second, the study revealed a sense of despair and hopelessness on the side of educators because of evident absence of district officials’ provision of support, particularly during the IQMS cyclic implementation process. Third, while school based educators understood the principles, purposes and procedures of IQMS fully well, they were still struggling to translate theory into practice. Fourth, lack of proper planning in schools hindered the effective implementation of IQMS. Fifth, lack of special incentives for the SDTs. And sixth, is lack of resources in some public schools, as well as the attitude of teachers and school managers towards the implementation of IQMS in schools. These factors, the study revealed, were cited as reasons impeding the effective implementation of IQMS in public schools.

Key Terms

- Implementation
- Quality Management System
- Teacher Evaluation
- District Role
- IQMS
- Performance Management

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DECLARATION OF ORIGINALITY

**This document must be signed and submitted with every
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ACKNOWLEDGEMENT OF LANGUAGE EDITING

Friday, August 26, 2011

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TITLE: The role of district officials in the implementation of Integrated Quality Management System (IQMS)

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CHAPTER ONE

GENERAL ORIENTATION

1.1 Introduction

The purpose of this study is to investigate the role of district officials in the effective implementation of Integrated Quality Management System (IQMS) in public schools. The study seeks to understand how district officials ensure that IQMS gets off the ground smoothly, and what monitoring and support mechanisms are put in place to improve teaching practice.

The purpose of this chapter is to establish the pedestal of the study by acquainting the reader with the South African context of education (section 1.2). The research problem (section 1.3), aim of the study (1.4), research questions (1.5) are discussed and the position of the researcher (section 1.6) endeavors to elucidate how the research project originated due to personal misgivings and uncertainties regarding the effective implementation of IQMS. The preferred research approach and ethical strategies (section 1.7) will be mentioned in chapter 1 and explained in chapter 4. A description of used terminology will be provided (section 1.8) with a view to understand how the concepts are utilized in the context of the study. The research assumptions are unraveled (section 1.9) and the chapter outline will be discussed (section 1.10), followed by the conclusion (section 1.11).

1.2 Background

The 27 April 1994 ushered in the first democratic dispensation in South Africa, with the ascendancy of the African National Congress (ANC) into political power under the leadership of Nelson Mandela as the first black state president of this young democracy. This hard fought political terrain was accompanied by a myriad of legislative frameworks and policies that targeted the complete overhaul of the past apartheid laws, particularly the education system that served to marginalize non-whites and denied them the opportunity to be exposed to the right kind of education.

In light of the new education system, policies around teacher appraisal and training were regarded as highly significant and urgent in an attempt to help the teaching corps meet the challenges of globalization and the delivery of quality education in schools. According to

the new paradigm shift, teachers had to undergo a series of in-service training workshops to equip them with modern standards and new teaching methods and approaches in order to match the world standard of teaching and learning.

The need to improve the quality of education increased nationally and internationally. This culminated in numerous countries introducing new educational reforms by means of government policies and legislation, with the objective to deliberately improve the academic performance of public schools in particular. In this regard, Dalin (1998:122) is of the view that a review of the developments in the international arena suggests that in the mid 1960's, the focus was on the production and dissemination of exemplary curriculum materials as means of improving the standard of education.

By the mid 1980's, it became evident that focus on school improvement went through change processes, as various countries put change at the focal point of school processes (Hopkins, 2000:62). To that effect, the Quality Management (QM) concept within the South African context surfaced immediately after the new democratic dispensation in 1994. It was during this period that the National Department of Education (NDoE) proposed a new paradigm shift in the education system by introducing a series of policy initiatives and legislations that had pellucid implications for planning and management in the education system (Task Team on Education Development, 1996:10).

The NDoE's White Papers One and Two provided these policy initiatives: the report of the Review Committee on School Organization; Governance and Funding; the new National Legislation as well as the policy documents (Task Team on Education Development, 1996:11). Because there had virtually been very little planning by early 1996 on the structures, systems, processes and procedures appropriate to South Africa's new needs (Christie, 1998:293-298), Professor Sibusiso Bhengu, the then Minister of Education, appointed a task team on education management in February 1996 (Task Team on Education Development, 1996:12). This task team was primarily mandated to make practical strategic proposals for improving educational management (Manota, 1999:3). This is basically how the concept of Quality Management (QM) strategies emerged.

Given this background information, it has to be stated that the intention of this research is to focus on the management of Integrated Quality Management System (IQMS) by the

education district officials. IQMS is a quality management strategy that emerged after Whole School Evaluation (WSE), Development Appraisal System (DAS) and Performance Management System (PMS) were evidently respectively unimplementable as teacher assessment strategies at institutional level. By its very nature, IQMS seeks to integrate the three existing programmes on quality management in education, DAS, WSE and PM. The establishment of IQMS therefore does not replace the former QMS strategies, but incorporates them (www.education.gpg.gov.za). Just like a Greek salad consisting of various vegetables in one bowl, so the separate purposes of WSE, DAS and PM remain intact within the IQMS.

In light of the above, this study seeks to investigate the role that district officials play in the monitoring and support of IQMS and evaluate the extent to which district officials understand the developments that have taken place as a consequence of education transformation worldwide. Of particular note, are issues pertaining to teacher appraisal in terms of the existing performance management tools which seek to identify weaknesses of teachers in their process of service delivery and to address these grey areas accordingly. The study further seeks to determine the role of education district officials in influencing the application of these various existing performance measurement standards, with a view to effect accountability at the level of institutions.

1.3 The problem statement

Lodged in the historical background provided, I observed that the Integrated Quality Management System was not being effectively implemented in public schools within the Tshwane North District 3 (D3) in the Gauteng Department of Education (GDE). Educators experienced problems with regard to district officials who did not provide support during the appraisal process as clearly stipulated by the ELRC Collective Agreement Number 8 of 2003. I observed that in almost all cases, the appraisal panel members (district officials) did not honour their duty to monitor the proper implementation of the IQMS in schools.

Currently, educators in schools within the stated area are not well conversant with the dictates and expectations of IQMS imperatives chiefly because they lack proper and sufficient training in the implementation and management of the appraisal system. No doubt, this current problem prevails due to the fact that quite a sizeable number of district officials did not undergo training on this appraisal system pursuant on the ratification of

the Education Labour Relations Council (ELRC) Resolution Number 8 of 2003. The purpose of this study is to ascertain the extent to which district officials are knowledgeable about the dictates entailed in the ELRC resolution on IQMS and its respective implementation procedures. Clearly, for IQMS to be fully implemented, district officials, as external moderators, have a duty to ensure that there is sufficient monitoring and ongoing follow-up meetings geared toward assisting public schools within their jurisdiction to operate effectively in pursuit of quality education delivery. This is currently not the case, and many schools in this area are still struggling to effectively implement this process, and thus cannot openly maintain that all is well with this assessment strategy.

The specific phenomenon is very vital to me since I have some misgivings and uncertainties about whether this teacher appraisal instrument will receive the necessary attention as intended. My misgivings and uncertainties triggered me into pursuance of demystifying this intellectual puzzle, by interacting with voluminous literature in the field and in conducting the research study. Given this situation, I may resultantly also contribute value to the existing body of knowledge in this field of study by exploring and exploiting the opportunity to provide clarification to my misgivings and uncertainties.

1.4 Aim of the study

In the light of the problems stated above, the aim of the study is to determine the role that district officials play in the implementation of IQMS in South African public schools.

1.5 Research questions

This study is primarily guided by the following research question: *How do district officials facilitate the implementation of IQMS in South African public schools?*

From the historical context, the following secondary research questions were set to provide guidance to the investigation:

- 5 What is the level of the understanding of IQMS by the district officials?
- 6 What factors should be taken into account by the district officials in managing the IQMS?
- 7 What are the challenges facing the district officials in monitoring the implementation of IQMS?

- 8 Which guidelines exist or can be developed to enable district officials to effectively and efficiently manage the implementation of IQMS?

Each secondary question was encapsulated in this investigation primarily because of its relevance to my research. The questions not only created a pedestal for my research but also helped a great deal in preparing my research instruments and collecting the relevant data for the study.

1.6 Position of the researcher

As a teacher and former member of the Provincial Training Team (PTT) on IQMS, I have, among others, observed that many schools within the Tshwane North District (D3) in particular, have not as yet established the Internal Whole School Evaluation (IWSE) structures, which, in terms of the ELRC Collective Agreement Number 8 of 2003 must be incorporated into the IQMS process. To cite a few implementation problems experienced by schools so far, educators still do not have the knowledge of completing their Personal Growth Plans (PGPs) and the composite score sheets. Furthermore, some educators are not willing to participate in the IQMS, while principals who do not provide teaching in the classroom do score themselves on Performance Standards 1-4, which are meant for classroom observation only. It is my belief that if district officials really played their part in this regard, the effective implementation of IQMS in schools would by now be fully mastered by educators who are currently experiencing problems in this regard.

The Integrated Quality Management System (IQMS) was introduced as an instrument to measure and monitor the extent to which teachers within the public education system in South Africa perform their duties in the teaching and learning environment. By its very intent, IQMS seeks to determine competence, to assess strengths and areas in need of development with a view to address them accordingly through relevant IQMS procedures. Since its inception in 2004, IQMS has experienced several glitches in respect of implementation at institutional (the school) level.

My personal experience as a school-based educator as well as a member of the IQMS Provincial Training Team (PTT) bear testimony to the fact that a sizeable number of district officials still battle to come to grips with understanding the IQMS processes, hence the problems that are currently being experienced by many schools in terms of the full and effective implementation of this process. For example, in terms of the report compiled by

the Provincial Training Team on the assessment of the progress being made on advocacy and training sessions in regard to IQMS, it was very clear that not all of the district officials attended training sessions. This became the motivating factor behind this study, thus raising concern as to whether our district officials, as external mentors and monitors, do indeed have what it takes to ensure that this teacher evaluation process truly finds fertile ground from which our teachers and schools can be effectively assisted in terms of ensuring that quality education delivery is given the necessary priority.

The above scenario enchants the researcher to question whether our district officials do indeed understand the issues involved in teacher assessment or evaluation. Grobler (1993:92) defines teacher evaluation as “a function of human decision-making resulting from a value judgement about how good or weak a particular work performance is using information that compares the actual work performance standards, and that is followed by feedback to the teacher about how good or weak the work performance is”.

Clearly, district officials need to play a leading and supportive role in applying strategies that would help implement and monitor the IQMS processes at schools on an ongoing basis if quality education delivery is to be achieved. In order to achieve this, Cohen and Brand (2001:134) provide a formula by postulating that Quality Management System (QMS) should eventually be made an “invisible” part of the organization, permeating all areas and the responsibility of everyone. They further maintain that the QMS may be instituted organization wide or stated in one unit or program and then expanded.

While teachers are the most prominent figures in the provision of quality education at the level of the school, they need to be supported and monitored both internally and externally. District officials must continually improve the way they operate so that they are capable of assisting teachers to confidently face the challenges and changing needs of the school. In terms of internal support, the IQMS manual stipulates that educators must establish their own Developmental Support Group (DSG) consisting of the educator’s immediate senior Head of Department (HOD) and one other educator (peer). The educator, on the basis of expertise or mastery of the learning content must select his or her own peer.

Given information on how IQMS needs to unfold, it is however very crucial to point out that its effective implementation at institutional level relies heavily on the support system

anticipated to be provided by district officials as external moderators. What now remains to be seen is the extent to which this envisaged district support would be provided so that teachers indeed become prominent figures in the provision of quality education within the South African education context.

1.7 Research strategy

In this study a qualitative approach was chosen rather than a quantitative type. The former approach focuses on describing and interpreting the occurrences, behavior and actions of the subjects in their natural setting, while the latter is mainly statistically oriented. Qualitative research is naturalistic inquiry that utilizes non-interfering data-collection strategies to discover the natural flow of events and processes and how participants interpret them (McMillan & Schumacher 1997: 391). In this study different qualitative strategies will be utilized during the data collection process. The phenomenological, social constructivist and interpretivist epistemological paradigms will serve as means to perceive the raw data or views from participants. It is worth noting that the strategies to be utilized in this investigation, the research methods followed, as well as sampling procedures are outlined and discussed fully in Chapter 4.

1.7.1 Meta-theoretical and Methodological paradigms

The meta-theoretical paradigm encapsulates the use of both constructivism and interpretivism by the researcher in a quest to explore and understand the phenomenon under investigation, while methodological paradigm is a qualitative research design that enables the researcher to come up with the generalization of the study.

1.7.2 Sample, instruments of data collection and data analysis

A purposive sampling of three district officials and convenience sampling of three schools within the Temba District in Tshwane North were employed was employed in order to explore the phenomenon being investigated. Purposive sampling entails selecting participants according to pre-selected criteria relevant to the research question (Maree, 2007). More detail on the use of these sampling methods is provided in Chapter four. Semi-structured interviews with three district officials were used to collect the data, and lesson observations, as well as administration of questionnaires were useful means employed to collect the data. Once the interviews were transcribed, the data was coded and

arranged into themes by means of Grounded theory. Detailed discussion of the research strategy follows in Chapter four.

1.7.3 Ethical strategies

The Gauteng Department of Education (GDE), as main gatekeepers to schools within their jurisdiction, granted me permission to gain access to the schools after approval to do so was sourced. Ethics clearance from the Ethics Committee at the University of Pretoria was also obtained after completion of a form explaining the purpose of and the nature of the research was fully completed. Consent was given by three district officials and school based members of the IQMS structures.

1.7.4 Quality criteria

Trustworthiness (credibility and dependability), confirmability and lastly transferability were used in order to ensure the quality of my research study.

1.8 Research assumptions

Merriam (1998) maintains that researchers hold certain assumptions about phenomenon under study. The following assumptions were formulated from the literature:

Research assumption 1

Significantly, this increasing legislative and regulatory framework has promoted schools to manage their performance management systems in bureaucratic ways (Fitzgerald 2001; Gunter 1999; Piggot-Irvin 2000)

Research assumption 2

District officials in almost all the provincial departments of education have no clear job description (Narsee & Chinsamy, 2003)

Research assumption 3

District officials are exposed to enormous pressure (Prew, 2003; Elmore, 2005; Fullan, 2005; Fleisch, 2002; Taylor *et al* 2003)

1.9 Clarification of terms and concepts

Sallis (cited in Mestry, 1999: 9) backs the idea that it is necessary to have a clear understanding of concepts, as they imply different things in different contexts to different people. The following primary concepts are dealt with in this investigation:

1.9.1 Quality Management System

Quality management system (QMS) is a combination of processes designed to enhance the implementation of educational policies for continuous improvement of service delivery and outcomes that meet the needs and expectations of education (Department of Education, 2002 b:5)

1.9.2 Quality Assurance

Quality assurance represents the planned and systematic action essential to verify that the education provided by academic institutions meets the expectations of the stakeholders and is congruent to the needs of South Africans.

1.9.3 Performance Management Development System

PMDS is a policy that will evaluate individual educators for salary progression, grade progression and affirmation of appointment, reward and incentive (Department of Education, 2003: 1)

1.9.4 Teacher Evaluation

Teacher evaluation is a process that influences the performance of individuals within particular positions.

1.9.5 Implementation

Implementation means the process of being able to put theory into practice.

1.9.6 District

District is an area of a town responsible for discharging of specific functions to people of that area

1.10 Outline of the study

The following outline defines the structure of this research report:

Chapter 1 – Orientation of study

This serves as an introductory chapter and provides the background and context of the study. Chapter one is divided into several sections to enable the reader to peruse without much hassle. The main sections include statement of the problem, research questions, aim of the study, position of the researcher, the research approach and an explanation of major concepts as well as conclusion.

Chapter 2 – Literature review and conceptual framework

The chapter provides a discussion on the role of district officials towards the effective implementation of IQMS with specific reference to performance management systems, what is quality, what is quality management, performance management from an international perspective with specific reference to the case of England and Wales, the case of New Zealand and the case of the USA. The chapter further focuses on the Eastern perspective in respect of performance management, with specific reference to the case of China and Philippines. Furthermore, the South African perspective is discussed with attention paid to the following: movement from inspection to IQMS, Outcomes Based Education (OBE) and Outcomes Based Assessment (OBA), what is IQMS, what is the purpose of IQMS, roles of district officials, features of IQMS, guiding principles of IQMS, IQMS training structures, the issue of implementation, conceptual frame work and conclusion.

Chapter 3 – Implementation of performance management

The chapter focuses on the implementation of performance management. It begins by introducing the international perspective: the implementation of performance management in England, the implementation of performance management in the USA with specific reference to Florida League of teachers and the implementation of performance management in New Zealand. The chapter also pays attention to the implementation of IQMS in the South African context and conclusion.

Chapter 4 – Research design and methodology

The chapter commences with the exploration of pragmatic assumptions of the study. The research design outlines the use of descriptive case studies as well as the sampling employed to select district officials and members of the schools based IQMS structures. Data collection was done by means of semi-structured interviews, structured observations

and questionnaires. Grounded theory was used to analyze the data. Quality criteria such as credibility, transferability and dependability are demystified. Ethical considerations like access, informed consent and ethical clearance are justified.

Chapter 5 – Findings

The chapter focuses on the research findings with particular reference to empirical findings found from the fieldwork as part of the study. Through the use of narrative approach, the chapter will portray the case of district officials and school based IQMS structures separately as a single case. Since this study employs multiple cases, each case's conclusions contributed to the study as a whole. The study's findings are written in structured themes for convenience reading and comprehension.

Chapter 6 – Analysis and discussion

In this chapter, the findings from chapter 5 will be analyzed and discussed by referring to the literature as well as the conceptual framework. The same structured and narrative approach as in chapter four is followed and participants are given pseudonyms. The incorporation of findings of the study into literature and conceptual framework enabled the researcher to identify the similarities as well as differences between them.

Chapter 7 – Recommendations and conclusion

This chapter provides a summary of the research findings by looking at the themes that emerged during the study. The chapter will also look at the contributions that the study made towards generation of new knowledge. The research assumptions from Chapter One will be revisited. The Chapter also identifies certain limitations to the study, and these are dealt with by the researcher. Finally, the Chapter provides suggestions for future research and recommendations for the study as well as a way forward.

1.11 Conclusion

Chapter one serves as an introductory chapter and provides background information on the transitional processes the South African education system went through after the dawn of a democratic dispensation post 1994 general election. Furthermore, it deals with policies around teacher appraisal, the statement of the problem, research questions, aim of the study and rationale and outline of this study. The next chapter will provide a deeper literature study within which this study will be lodged.

CHAPTER TWO

PERFORMANCE MANAGEMENT SYSTEMS

2.1 Introduction

The previous chapter provided the general overview as well as a brief background to policies around teacher appraisal system, statement of the problem, research questions, aims of the study, and rationale for the study.

The aim of this chapter is to provide a review of the literature and a theoretical framework within which the questions of this study can be answered. Contained in this study is the developmental and performance appraisal system and its implementation in the public schools. More focus and emphasis will be on performance management from international perspective, paying particular attention to performance management in England and Wales, teacher performance and its management in New Zealand, performance management in USA and performance management from the South African context in relation to the role of district officials towards the effective implementation of the IQMS in schools.

2.2 What is Quality?

In order to understand Performance Quality Systems we need to first begin by defining the concept of quality and there after provide a brief background on the origin of this concept. A literature survey indicates that the majority of authors define quality as continuously meeting and exceeding the needs of customers (Steyn 2000). Juran (1992: 2.1, 2.2) and Goetsch and Davis (1995:3) concur with the literature survey by adding that:

Quality means those features of products and services which continuously exceed customer needs and thereby provide satisfaction. Customer satisfaction is a vital goal and is considered as the absolute test of an organization's effectiveness (Daugherty 1996:85; Oakland & Oakland 1998:188).

What does quality mean?

“Quality” means freedom from deficiencies – freedom from errors that require rework, customer dissatisfaction, customer claims, and so on (Juran 1999: 2, 2).

Table 1 below provides an overview of these meanings of quality.

Table 1:1 The meaning of quality. Source: (Juran 1999)

<p>Product and service features that meet customer needs</p> <p>Higher quality enables institutions (including departments and learning programmes) to:</p> <ul style="list-style-type: none"> • Increase customer satisfaction • Make “products” salable • Meet competition <p>The major effect is on sales (learner enrolment).</p>	<p>Freedom from deficiencies</p> <p>Higher quality enables institutions (including departments and learning programmes) to:</p> <ol style="list-style-type: none"> 2 Reduce customer dissatisfaction 3 Reduce error rates 4 Reduce rework 5 Reduce inspection 6 Improve delivery performance <p>The major effect is on costs</p>
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According to Sallis (1993: 15) the ideas of quality were originally developed in the 1930s and 1940s, primarily by Edwards Deming, a statistician who was best known for helping postwar Japanese business to become foremost in quality in the world. Steyn (2000:8) concurs with this notion by maintaining that ‘Deming supplied a simple answer to the dilemma of poor quality: find out what customers want’. Ever since the concept of quality became popular world-wide, the literature reveals that this generated a growing interest in the application of quality management (QM) philosophy to the education sector (Steyn 2000: 8).

Swift, Ross & Omachonu (1998:351) in Steyn (2000) postulate that the Baldrige Award, instituted in 1987 in the United States, has set a national standard for quality, and hundreds of organizations, including service organizations such as educational institutions, use the

criteria to pursue ever-higher quality in systems and process. Being quality and service minded in education means relating to and caring about the goals, needs, desires and interests of customers and making sure they are met (Whitaker & Moses 1994: 76). Furthermore, Horwitz (1990; 56) in Steyn (2000) holds the view that one has to ask why education should strive to apply the QM paradigm. He further postulates that the answer is simply because QM enables organizations to become effective and focused. Thus it can also help educational institutions to cope with poor quality and systematically bring about change by using tools for data analysis and decision-making (Wiedmer & Harris 1997: 315). At this juncture one is cajoled to briefly provide the meaning of the concept of QM especially as it relates to education.

2.3 What is Quality Management (QM)?

Quality Management can be defined as a philosophy and a set of guiding principles that intend to meet and exceed the needs and expectations of various external and internal customers through an integrated system of tools, techniques and training (Bradley 1993: 169; Herman 1993: 2; Pike & Barnes 1994: 24; Greenwood & Gaunt 1994: 26). Quality management in education provides a structured and systematic delivery system which has inter alia led to an increase in learner performance, self-esteem, motivation and self-confidence, a decrease in learner drop-out, enhanced staff morale, less conflict between staff members, and a decrease in costs due to less need to redo tasks (Bonsting 1996; Blanstein 1996; Quong & Walker 1996; Weller & McElwee 1997).

Kroon (1999:34) maintains that the QMS is a means of getting better outcomes from the organization, its teams and individuals, by understanding and managing performance within an agreed framework of planned goals, objectives and standards. “The QMS should be purpose oriented: it should be used because organization feels a need to be more effective” (Kganyago, 2004:18). Hord (1995:71) explains the QMS as a:

Systematic approach to managing people, goals, measurement, feedback and recognition as a way of motivating employees to achieve their full potential, in line with the organization’s objectives.

He further maintains that QMS plays a vital role in helping the organization achieve its goals by providing a link between strategic planning and performance appraisal (1995:181).

Cohen and Brand (2001:200) postulate that in recent years a sizable number of U.S. Companies deviated from using the traditional approaches to accomplish world-class quality of their product as well as service provision. For purposes of fortification of competitiveness in business circles, some U.S companies were inclined to reappraise their traditional notion of quality and embraced what is known as the “total quality management” model. According to Kganyago (2004:15) “this model encompasses all the existing quality management strategies”.

The White Paper on Human Resource Management in the Public Service (1997:6) indicates the following as advantages derived from the effective implementation of effective QM actions: increased job satisfaction among employees and improved attendance; increased reliability and on-time delivery of the products or service and reduced errors; greater customer satisfaction, based on the consumers’ overall perceptions; customer retention rates; and improved market share and profitability. Furthermore, the Government White Paper on Human Resource Management in the Public Service (1997:4) exposes the significance of quality management within the Public Sector and stipulates that “success of the Public Service in delivering its operational and developmental goals depends primarily on the effectiveness with which employees carry out their duties”. A brief look at policy context on teacher appraisal and how teacher accountability is patterned and expected to be implemented in England and Wales, New Zealand and the USA will be discussed.

2.4 Performance management – international perspective

2.4.1 Western perspective

The past three decades witnessed the emergence of a need in improving the quality of education nationally and internationally (Kganyago, 2004:1). This trend culminated in several countries making serious strides towards the introduction of new educational transformations by means of government policies geared primarily towards school improvement (Harris, 2000:1). Coupled with the need for school improvement was the concept of performance management practices, which called upon professional communities worldwide to account under the imposed regimes of scrutiny and regulation of their execution of duties. During the 1990s most education systems in the English-speaking world embarked on a notion of performance management (West-Burnham 2000).

The overarching reason for this notion is chiefly because of the cumulative and increasing widespread belief that education systems were underperforming. Ranson (2003:459) sees performance management as regimes of public accountability and maintains that:

Since the late 1970s such regimes of public accountability is no longer merely an important instrument or component within the system, but constitutes the system itself.

Power (1999), further reiterates what Ranson articulates by stating that we now live in ‘the audit society’ or ‘the performative society’ (Ball 2001a). In providing a brief definition of accountability, Ranson (2003:460) maintains that:

to be accountable, conventionally, is to be held to account, defining a relationship of formal control between parties, one of whom is mandatorily held to account to the other for the exercise of roles and stewardship of public resources.

This understanding locates accountability in the hierarchical practices of bureaucracy (Ranson 2003:460). Given this concise yet elaborative explanation of accountability as stated above, it is no wonder why governments worldwide have the responsibility to ascertain how schools are held accountable for the implementation of quality and effective teaching that is outcomes-based. It would perhaps be prudent at this stage to briefly explicate the meaning of quality as propounded by highly cited key academics on QMS (Quality Management System) as a field of study.

2.4.1.1 The case of England and Wales

Performance Appraisal (PA) is the process of determining and communicating to an employee how he or she is performing on the job whilst ideally establishing a plan of improvement (Fisher, Alder & Avasaly, 1998:153; Loock, 2003:70). Given this definition, it is therefore interesting to note that the intensification of the process of performance management and performance appraisal is without doubt the primary characteristics of globalization. Accountability in England and Wales has emerged as an important part of disciplinary regime in education. ‘The exercise of school inspection is one of improvement through threat and fear, an intentionally disciplinary role’ (Lonsdale & Parsons 1998:110). In England in particular, social ills such Youth crime, teenage pregnancy and other related anti-social behaviour were regarded as attributes of an educational system that had lost its direction and purpose.

Teachers in England have had to undergo a series of appraisal periods from the 1960s to the mid-1980s coined by Gleeson and Gunters (2001) as ‘relative autonomy’. During this period teachers were exposed to the opportunity of informally undertaking a reflection of themselves and peer review. This they did by operating within a head teacher established curricula wherein space was created for some voluntary appraisal of their teaching practice. There was some professional emphasis on ethical commitment as evidence about their performance was collected informally. This traditional model of accountability had largely been internal and circular (West-Burnham 2000:6). West-Burnham cited education and medicine professions as having been ‘responsible for both defining and judging accountability through the usage of internally generated criteria and validating their own judgments’.

The period that followed from the 1980s to the 1990s became known as ‘controlled autonomy’ because teachers were mainly accountable to themselves through formal reviews. The arrangement of internal accountability for both education and medicine was not to last long as there was a dramatic change through the introduction of externally (i.e. government) generated criteria of accountability. West-Burnham further maintains that:

The practical manifestation of this has been the introduction of standardized testing with a view to generate the data to allow comparisons to be made between institutions and over time. Once the system had been created for organizations it was a natural corollary to extend it to individuals

As Perryman (2006:148) congruently puts it, ‘line management systems were step up and the senior management team put these systems under surveillance with the introduction of mandatory appraisals from 1991’. Evidence was formalized through classroom observation and teachers were set targets from professional development discussions based on data from self-reviews and observation (Perryman, 2006). Between 1988 and 1994 there was at least one Education Act passed per year (Tomlinson, 2001), which led teachers becoming ‘a technical workforce to be managed and controlled rather than a profession to be respected’ (Tomlinson, 2001:36). According to Perryman (2006:149)

Since the 1988 Education Reform Act, there has been a shift in accountability from teacher professionalism, with accountability to themselves, their colleagues and their students (self-regulation), to accountability to agencies such as the Qualifications and Curriculum Authority (QCA), Ofsted and the Teacher Training Agency (TTA).

Subsequent to the above period, since 2000, teachers have been controlled by what Gleeson and Gunter (2001) refer to as ‘productive autonomy’. Mainly senior management, through formal audits of student learning outcomes regulates accountability on the part of teachers. The National Curriculum in England is responsible for target setting in the teaching process, whilst performance framework is backed up by performance pay.

Pupil outcomes, classroom observation, and personal statements are but some evidence utilized by senior management as performance indicators by individual teachers to effect pay progression. In reference to the introduction of the privatized inspection system called Office for Standards in Education (Ofsted), schools were inspected in accordance to a criteria-based system. The Registered Inspector, which leads the inspection team, reports to Ofsted as well as to the school through publicly availed documentation.

Subsequent to that, it would then be the responsibility of the school to provide a summary report for parents and governors detailing what action plan the school would adopt in order to address concerns as raised in the report. In cases where a school is not seen to be providing an acceptable standard of education, ‘it becomes subjected to special measures and subsequently receives termly visits from Her Majesty’s Inspectorate (HMI) to monitor progress’ (Perryman, 2006:149). If a school is deemed to have made enough improvements the school is removed from special measures pursuant on a full blown inspection. If Ofsted does not observe improvement, the school is closed.

2.4.1.2 The case of New Zealand

Accountability assumptions have been made feasible for New Zealand teachers mainly by two autonomous agencies of state, viz. the Education Review Office (ERO) and the Ministry of Education. The function of ERO was to provide a detailed explanation on the kind of performance anticipated from teachers, while the Ministry of Education clearly explained “the requirements for the management of teacher performance” (West-Burnham, 2001: 67). Performance management of schools and teachers originated from the Education Act of 1989, which also put in place ‘professional standards’ with regulatory procedures that required the appraisal and development of all teachers and senior management staff in what is known as a ‘self-managing school’. West-Burnham et al (2001:174), argue that:

Individual teacher appraisal in New Zealand is nested within an increasingly pervasive and homogenizing set of accountabilities that are legislated by government, regulated by the Ministry of Education and inspected by the Education Review Office (ERO).

The function of ERO was to periodically inspect all schools to determine the extent to which they were capable to delivering the National Education Goals (NEGs) and the National Administration Goals (NAGs). A review of the report of the school was then conducted and this information was made available to the public. In terms of the Education Amendment Bill No. 2, the Minister of Education had a wider range of powers to intervene by developing strategies and mechanisms to assist poorly performing schools. With regard to individual teacher performance management, the Ministry of Education circulated *Draft National Guidelines for Performance Management in schools* (MoE, 1995), which was the skeletal framework for the annual appraisal of teachers and principals.

In terms of this model, a standard managerial cycle of appraisal was adopted, requiring classroom observation, self-review, the setting of development objectives as well as a statement by the appraiser pertaining to performance of the appraisee against a number of areas of classroom and management activity, which would later require verification and subsequent approval by the ERO. For salary progression to be effected, the principal subjected teachers to an annual evaluation to determine whether satisfactory levels of individual teacher performance had been attained. Provisions were made for competency procedures to be instituted against any teacher considered unsuccessful to meet the set professional standards during subsequent evaluation.

2.4.1.3 The case of the USA

Unlike in England or New Zealand for that matter, performance management in the USA comes in diverse ‘shapes and sizes’. This is simply because each state government has jurisdiction over public education and the responsibility for providing its own citizens with education, and each is entitled to pass legislation regulating all aspects of schooling. Weller and Weller (2000:190) affirm this by stating that ‘as long as state law does not violate federal law, states virtually have a free rein on how public education is conducted and how accountability is maintained within their borders’. Given each state’s needs and

expectations, performance management methods differ, thus necessitating lack of uniformity in that respect.

Be that as it may, in states which have no uniform system for teacher performance evaluation, local school systems are obligated to develop and adopt their own teacher assessment criteria and methods. Weller and Weller (2000) argue that in states having statewide-legislated assessment procedures, local school systems are free to develop and use their own assessment standards and methods as supplements to state-mandated teacher evaluation instruments. However, given this highly different approach to teacher evaluation, there seem to surface broad objectives which direct state and local mandates regarding accountability as well as the total approach to teacher evaluation. First, providing a fair, valid and comprehensive system for managing teacher performance is believed to be the single most important responsibility school administrators have (Duke, 1987).

The evaluation of teacher performance and the improvement of classroom instruction are central to effective outcomes of schooling because it directly correlates to improved student learning (Popham, 1988). Second, any teacher evaluation process which lacks teacher input on how their classroom performance should be evaluated, on the type of instruments or methods used to evaluate their performance, on the process used to remediate any identified weaknesses, and on the type of rewards and recognition teachers should receive for exemplary performance is less than adequate for an effective performance management process (Weller, 1999).

In summary, studies on teacher performance in England show that it is clear that governors and external verification process through the services of Performance Consultants, External Advisers to Governing Bodies and Threshold Assessors integrate teacher performance management into school life (West-Burnham, 2000). The aim of this concept is to raise standards in education. In the USA, research conducted on teacher performance indicates that teacher performance is undertaken by means of a situation-specific, school-based model through local school board standards and expectations for performance. The primary goal behind this concept is to improve teaching so as to maximize student achievement (West-Burnham, 2000). In South Africa, investigation points out that teacher performance management is currently being conducted through the establishment of various internal (school level – SMT, SDT and DSG) and external (district officials) IQMS

structures in terms of Education Labour Relations Council (ELRC) Resolution 8 of 2003. The main achievement behind this arrangement is to promote quality education in South African schools.

2.4.2 Eastern perspective

2.4.2.1 The case of China and Philippines

On the other hand, Eastern counterpart countries such China and the Philippines conduct their teacher performance management system somewhat differently in comparison to the above cited Western countries. An investigation conducted in China for example, found that emphasis is more on teacher feedback and professional interaction. The 2+2 alternative teacher performance appraisal program was introduced in 2001 in the Shanxi province by the Shanxi Research Center for Secondary Education as an experimental alternative to the province's teacher performance appraisal system (Wang, 2001). With 2+2, marginal teachers, new teachers, and lead teachers are expected to experience more observations (Shanxi Research Center for Secondary Education, 2001), while the traditional teacher performance appraisal system provided feedback to an average teacher only once or twice annually from the administration after appraisal was conducted. The purpose of the 2+2 is to maximize professional interactions, decrease teacher isolation, and increase meaningful feedback that will lead to improved instructional performance (Shanxi Research Center for Secondary Education, 2001). Wang (2001) invigorates this by postulating, "the essence of the 2+2 protocol is a series of regular classroom observations by teachers and administrators". Beerens (2000) maintains

The 2+2 appraisal system was designed to provide more opportunities for teachers to give and receive feedback, because multiple feedbacks from peers will assist teacher in gaining an appreciation for innovative and diverse approaches used by other teachers.

In further support of this concept, Wang (2001) concludes that

The protocol was designed to help reduce teacher isolation and increase feedback, hence to foster a collaborative culture that will lead to an exchange and implementation of successful instructional strategies and better performance.

In the Philippines, the Department of Education, Culture and Sports (DECS) and the National Educational Evaluation and Testing System (NEETS), play a very significant role in the promotion of quality in basic education. The DECS has brought all public elementary and high school teachers in the country under its centralized control, with the

clear focus on teaching assignments and improving teaching skills and knowledge (UNESCO, 2004). Research conducted in the Philippines on teacher effectiveness reveal that much emphasis in the Philippines' education system is exerted on teacher skills and competence if school effectiveness is to be attained. The DECS philosophy of improved schools is premised on the principle of teacher effectiveness. According to Miralao (2004), this needs to be accompanied by programs intended to upgrade teacher skills and competence through new teacher-training programs, one of which (as suggested in education sector studies) is on information and communication technology to enable DECS and the teachers to better meet the demands for increasing enrolments and information in the classroom.

From conducted researches alluded to above, clear similarities can be identified in that both the Eastern and Western countries seek to maximize teacher performance through professional interaction with teachers by means of classroom observation and thus providing meaningful feedback to improve instructional performance. The only area of difference that emerges from the findings is mainly on the ways being utilized by the various countries in carrying out the observation of teachers at a given time.

2.5 South African perspective: from teacher inspection to IQMS

2.5.1 Background and context

Since 1994, the post-apartheid state has achieved some apparently progressive reforms (Seekings, 2004). The former racially segregated system was effectively consolidated through the restructuring of the schooling system. For example, the rote learning evident in 'Bantu Education' as well as 'Christian National Education' was eventually replaced by the revised curriculum, which espoused skill-oriented 'Outcomes-Based Education' (Jansen, 2004). Since the apartheid education system was adopted in 1948, 'the appointment, discipline and dismissal of [black] teachers were legally in the hands of school boards' (Hartshorne, 1992:289). Interestingly, members of school boards were selected and subsequently given permanent appointment by the government if viewed relevant and suitable to execute the inspection role. In essence, these school boards were ineffective and also unrepresentative of teachers and communities around the school (*The World*, 1976, quoted in Jansen, 2004).

The year 1971 saw the appointment of the first black inspector whose fundamental duty was constantly under the surveillance of a white circuit inspector. Jansen (2004:52) clearly explains this by enunciating that:

it was the responsibility of the inspector to ensure that the teaching and learning confirmed strictly with the content specifications of the apartheid syllabi, more broadly, though, these inspectors (responsible for a group of schools in a demarcated circuit) had the task of ensuring compliance with apartheid in all aspects of school functioning – from governance and administration, to curriculum and assessment.

Inspectors responsible for subject assessments visited black township schools in order to monitor and enforce government policy in regard to the curriculum and public school administration. All township schools were expected to comply with the imperatives and the dictates of the curriculum content without fail, or else ‘any deviation from the state curriculum would therefore be exposed in either the inspection process or in performance on state-moderated examinations’ (Jansen, 2004:53). Furthermore, Jansen (2004:53) maintains that ‘this curriculum contained offensive content, celebrated European conquest, disturbed African history, and simply ‘left out’ major events in the lives and struggles of ordinary African people’.

The education department, following a spate of violence and blatant antagonism demonstrated against the government and its education officials eventually withdrew this inspection system, which was intended to monitor and supervise black township schools. According to Chetty et al (1993:2), the previous system was ‘largely inspectorial and bureaucratic and in the case of black teachers – with bureaucratic efficiency and social control rather than professional development’. Clearly this education system, which was now characterized by violent confusion, could no longer see the light of day, and was thus eventually replaced by a new education and training system called Outcomes-Based Education following the 1994 democratic dispensation.

An outcomes-based approach to education in South Africa was introduced in an effort to improve on the education that, for so many inhabitants of the country, had been overly academic and had failed to prepare them adequately to enter into the job market (Fraser, Killen & Nieman, 2005:246). Since the demise of the apartheid era, education transformation process in South Africa has, in recent years, adhered to the ‘increasing calls in Western society for greater attention to be paid to outcomes of education so that the

return on investments in education (particularly public education) could be evaluated' (Killen, 1998). Resultantly, in 2000 the National Department of Education (NDE) adopted a national policy known as the *Norms and standards for educators* as an endeavor to improve teacher education by, among others, paying special attention on the actual workplace. Killen further expands on the above notion by stating that

These increasing calls for accountability were one reason for the rapid spread of outcomes-based education in countries such as the United States and the United Kingdom during the 1980's.

While OBE implementation has some of the economic accountability features similar to those of OBE elsewhere, it puts much weight on the transformation process by invigorating equity, access, redress and quality assurance as key elements of the accountability process (Cockburn, 1997). With the introduction of the OBE approach, the African National Congress (ANC) government had a clear strategy of emphasizing critical outcomes that 'will ensure that learners gain the skills, knowledge, values and attitudes that will contribute to their own success as well as to the success of their family, community and the nation as a whole' (Department of Education, 1997:10). Within OBE teaching is no longer seen as the transferring of knowledge, but "...the process of helping students to understand information and to transform it into their own personal knowledge" (Killen, 1996: 5).

Against this background, it is quite pellucid that the old education approach did not allow learners to take responsibility for their own learning. The old approach was teacher-centered rather than learner-centered, thus denying learners the opportunity to become central to the learning process. According to the National Department of Education (NDoE), OBE was an alternative national curriculum to the past apartheid education system. Closely linked to OBE is outcomes-Based Assessment (OBA) which has made assessment an integral part of teaching and learning. Accordingly, its primary intent is to identify, gather and interpret information about a learner's achievement, as measured against nationally agreed outcomes for a particular phase of learning.

Overall, OBA is a strategy to assist teachers to measure that which has been learnt (knowledge), behaviour or performance, values or attitudes (Department of Education, 1997: 23). Whilst OBE proponents acknowledge that OBA is primarily the function of the teacher, it also encourages other significant role players to participate in the assessment process through self-assessment, peer-assessment as well as parent-assessment, which

involves parents in the teaching and learning situation (Department of Education, 1997: 23). Clearly, this kind of arrangement was not applicable during the old apartheid education era. Summarized below are the changes that were effected by the National Department of Education to bring about a serious ‘paradigm shift’ from an old authoritarian education system to a new democratic and inclusive type of education.

Table 1.2: The paradigm shift in South African Education (Welton, 2001:177)

Old South African Education	New South African Education
Top-down	Democratic
Hierarchical	Collegial
Bureaucratic	Responsive
Centralized	Decentralized
Disempowering	Empowering
Fragmented	Integrated
Rigid	Flexible
Lack of ownership by participants	Stakeholder ownership
Conservative	Creative
Controlling	Transformative
Closed	Open
Discriminatory	Inclusive

In support of the new education paradigm, the former South African Minister of education Professor Kadar Asmal maintained that the authoritarian ways of the past can no longer work (Asmal, 2002:3). Asmal (2002:3) notes that under the old regime there was little understanding of what a developmental approach in education might be, and further alluded to the fact that its complete nullification was justifiable. Under the new education system, district officials are regarded as “change agents” and therefore need to be very instrumental in developing and supporting educators to be effective in delivering quality education service. New education policies within the South African context require district officials who can work in democratic and participative ways in order to build relationships and to ensure the effective delivery of education (Steyn & Niekerk, 2002:7).

2.5.2 IQMS as regulatory teacher appraisal instrument – the South African context

The impetus for the development of the developmental appraisal system is traced to the breakdown of the apartheid inspectorate system and subject advisory services in the majority of schools in South Africa (Department of Education, 1998). The appointment of the second post-apartheid Minister of Education in 1999 was heralded by a plethora of administrative and political activities being launched in order to address broad concerns regarding the state of affairs within the teaching profession in the 29, 000 public schools of South Africa.

Among these political and administrative activities set in motion by senior politicians was the issue of making teachers accountable as professional practitioners within public schools. To that end, the dawn of 2003 saw the introduction of the Integrated Quality Management System (IQMS), as informed by the Education Labour Relations Council's (ELRC) Collective Agreement Number 8 of 2003 which brought the school and the teacher under sharp, systematic and unprecedented height of evaluative scrutiny and focus by the National Department of Education. The ELRC is responsible for the facilitation of negotiations between representatives of recognized teacher formations and the representatives of the departments of education at national and provincial levels. The IQMS followed a serious outcry from teacher unions, in particular about an array of factors around Development Appraisal System (DAS) that came into effect on 28 July 1998 (Resolution 4 of 1998), Whole School Evaluation (WSE) as underpinned by NEPA, Act 27 of 1996 and Performance Measurement and Development System (PMDS) that came to existence on 10 April 2003 (Resolution 1 of 2003) and their hurried implementation. Among the many challenges cited by teachers through their unions as inhibiting factors towards teacher appraisal were:

- The time taken by evaluation
- The lack of sufficient training of evaluators/assessors and
- Overlapping of assessments/evaluations for different purposes.

It follows therefore that the above discontentment regarding the appraisal of teachers as articulated by unions, triggered a response from the Director General of Education at national level to issue a circular to all provincial departments instructing that all DAS training should be halted because the Integrated Quality Management System (IQMS) would effectively replace all three existing appraisal systems viz. DAS, WSE and PMDS.

In terms of ELRC Resolution 8 of 2003, all three programmes were integrated into the newly signed collective agreement as a means, perhaps among others, to appeasing teacher formations including teachers to finally accept a refined and modified form of appraisal system without much contention. The IQMS is informed by Schedule 1 of the Employment of Educators Act, No. 76 of 1998 where the Minister is required to determine the performance standards for educators in terms of which their performance is to be evaluated.

2.5.3 What is IQMS?

As the recently introduced policy initiative, IQMS was meant to enhance the delivery of quality education for South African schools. As previously stated, IQMS is informed by schedule 1 of the Employment of Educators Act (EEA) No 76 of 1998. In terms of Resolution 8 of 2003, an agreement reached in the Education Labour Relations Council (ELRC), the IQMS is an integrated quality management system that consists of and also combines the three programmes, which are aimed at enhancing and monitoring performance of the education system. These are Development Appraisal System (DAS), Whole School Evaluation (WSE) and Performance Measurement System (PMS). In terms of the ELRC Collective agreement Number 8 (2003: 7), the following programmes are the features of the IQMS that encapsulate Development Appraisal, Whole School Evaluation and Performance Measurement: Developmental Appraisal and Performance Measure inform and strengthen one another without duplication of structures and procedures; Developmental Appraisal and Performance Measurement inform and strengthen internal Whole School Evaluation; the separate purpose of DA, PM and WSE remain intact.

The purpose of Development Appraisal System (DAS) is to appraise individual educators in a transparent manner with a view to determine areas of strength and weaknesses, and to draw up programmes for individual development. The purpose of Whole School Evaluation (WSE) is to evaluate the overall effectiveness of a school – including the support provided by the District, school management, infrastructure and learning resources – as well as the quality of the teaching and learning (Systemic Evaluation). The purpose of Performance Measurement System (PMS) is to evaluate individual educators for salary progression, grade progression, affirmation of appointments and rewards and incentives (ELRC 2003:4). Essentially, the PMS intends to manage poor performance and rewarding

good performance in an open, fair and objective manner. At the core of these quality assurance initiatives lies the measurement of the work performance of the individual educator (Hariparsad et al).

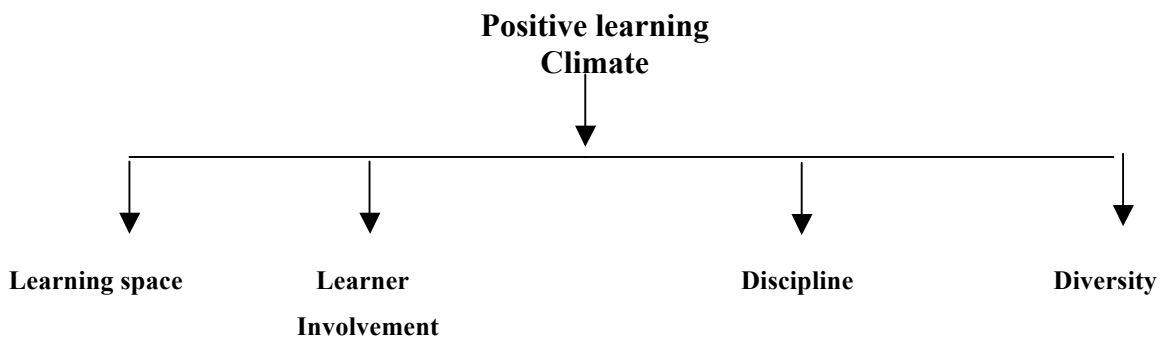
The IQMS system has a performance measurement instrument (PM) for teacher appraisal and consists of two main important parts. One part is primarily used for the observation of teachers in practice (classroom) and is made up of four Performance Standards. Known also as the lesson observation, this instrument is designed for observation of teachers in practice for Developmental Appraisal, Performance Measurement and Whole School-Evaluation (external). The four Performance Standards alluded to are namely (IQMS Training Manual 2003: 13): The creation of a positive learning environment; knowledge of curriculum and learning programmes; lesson planning, preparation and presentation and learner assessment.

The most significant thing about this part of the IQMS instrument is that each of the Performance Standards asks a question to the potential appraisee as follows: Does the educator create a suitable environment for teaching and learning? Does the educator demonstrate adequate knowledge of the learning area and does s/he use this knowledge effectively to create meaningful experiences for learners? Is lesson planning clear, logical and sequential, and is there evidence that individual lessons fit into a broader learning programme? Is assessment used to promote teaching and learning? (IQMS Training Manual, 2003: 13).

The other significant part has to do with the evaluation of teachers' performance outside of the classroom and is made up of eight Performance Standards namely: Professional development in field of work/career and participation in professional bodies; Human relations and contribution to school development; Extra-curricular and Co-curricular participation; Administration of resources and records; Personnel; Decision making and accountability; Leadership, communication and servicing the governing body and Strategic planning, financial planning and Education Management and Development (EMD). In terms of the IQMS document, this part of the instrument is designed to evaluate the performance of educators with regard to aspects outside classroom and asks the following important questions related to the above eight Performance Standards: Does the educator participate in activities, which foster professional growth? Does the educator demonstrate

respect, interest and consideration for those with whom he/she interacts? Is the educator involved in extra and co-curricular activities/ Does the educator use resources effectively and efficiently?

Does the educator manage and develop personnel in a way that the vision and mission of the institution are accomplished? Does the educator display sound decision making skills and does he/she take responsibility for the decisions made? Is he/she a visionary leader who builds commitment and confidence in staff members? Is the educator proficient in planning and education management development? In the IQMS system each Performance Standard encapsulates a number of Criteria. Lawton and Gordon (1996:51) maintain that assessment criteria are statements which describe performance and place them in context with sufficient precision to give valid and reliable assessment. For example, Performance Standard 1 is “The creation of a positive learning environment” and consists of four criteria which could be diagrammatically presented as follows:



In terms of the IQMS manual, each criterion is linked to specific descriptors that are used to assess the educator. For example, “learning space”, “learner involvement”, “discipline” and “diversity” are limited by four descriptors that range from unacceptable to outstanding (ELRC Collective Agreement 8 of 2004). **Rate 1: Unacceptable.** In other words this level of performance does not satisfy minimum requirements thus needs very urgent intervention and support. **Rate 2: Satisfies** minimum requirements. This level of performance is acceptable and is in line with minimum expectations; however both development and support are still needed. **Rate 3: Good.** Performance is good and does meet expectations though some areas in the performance still require development and support. **Rate 4: Outstanding.** Performance is outstanding and exceeds expectations. Although this kind of performance is in no doubt excellent, ongoing self-development and improvement are advised.

Performance Standards are applied differently to educators in terms of their respective Post Levels as follows (ELRC Collective Agreement 8 of 2004): Standards 1 to 7 applies to all Post Level 1 educators. Standards 1 to 10 are applicable to Head of Departments (HODs). Standards 1 to 12 are applicable to Deputy Principals and Principals respectively. It has already been indicated that each performance standard has a number of criteria which in turn have descriptors. In terms of the above performance standards and their four criteria, if the evaluators (DGS) rate an educator as a three (3) for discipline, then it expected that the learners should have been self-disciplined throughout the lesson presentation. It therefore goes without saying that on any of the performance standards a teacher can obtain a maximum of 16 and a minimum of 4. The following composite score sheet for use in performance measurement for pay progression and grade progression for post level 1 educators' (28 criteria) serves as an example:

2.5.4 What is the purpose of IQMS?

The philosophy underpinning the purpose of the IQMS is based upon the following fundamental beliefs (ELRC, 2003:4): to identify specific needs of educators, schools and district offices for support and development; to determine competence; to provide support for continued growth; to promote accountability; to monitor an institution's effectiveness; and to evaluate an educator's performance. Quality comes through process improvements intended to make a sustainable difference to the outcome of these processes (Murgatroyd & Morgan, 1993: xi). This Collective Agreement is heavily detailed in terms of the processes that need to be followed in order to assist the programme to unfold as envisaged by the National Department of Education. For organizations that have quality initiatives and quality programmes in place, measurement would be a central part of any such programme (Kaplan & Norton, 1996:119).

IQMS uses lesson observation as a tool to assess the needs of educators with the intent to determine the level of their equipment in as far as the management of their classrooms is concerned, as well as to decide on educators need for professional development. Gardiner (2004:23) talks about lesson observation as being used for Developmental Appraisal, Performance Measurement and WSE.

2.5.5 Roles of the District Officials

In terms of Collective Agreement Number 8 of 2003 (p.7), the roles and responsibilities of the district officials are namely: overall responsibility on advocacy, training and implementation in schools; arrange the INSET programmes; assist schools in developing School Improvement Plans; develop their own improvement plan and monitor and moderate the IQMS process. Over and above the afore-mentioned responsibilities, an ideal district has teaching and learning as its main fundamental function. The district officials have the inherent duty to develop and support educators in order to perform better in the execution of their duties at institutional level (the school), and are thus very key layers in the implementation of teacher appraisal.

According to Roberts (2001:3) the potential of a district to be the fulcrum around which educational change and improvement pivots, lies in the district's ability to fulfill its core function. Hariparsad *et al* (2006:39) maintain that

Districts officials should be clear about their official role as quality assurers within the education system as a whole. They are not the gate keepers of the department but should be the source of support for schools.

They further advocate that

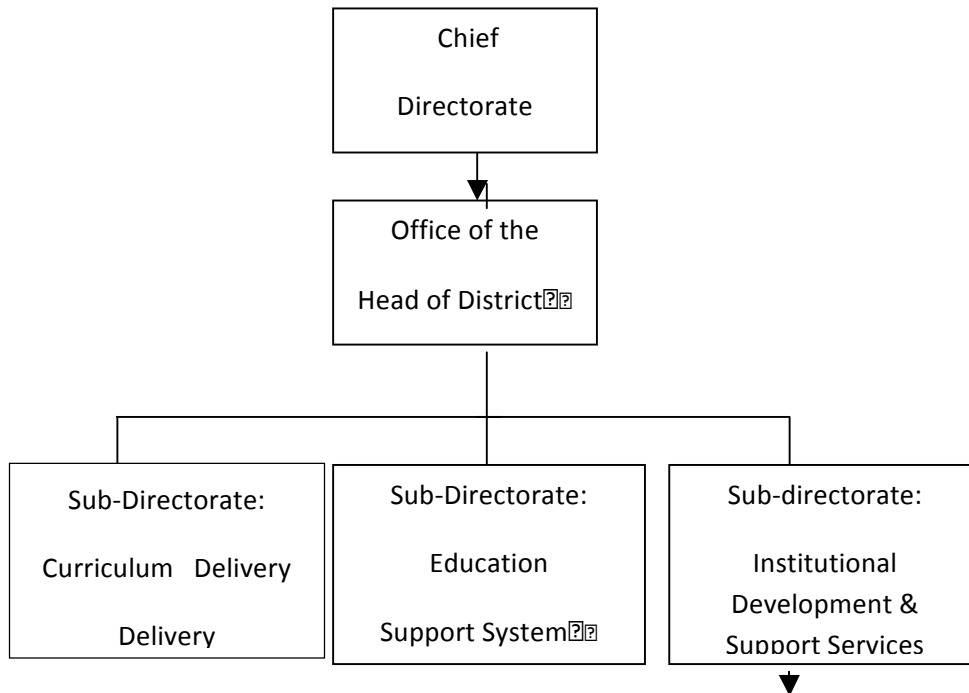
School district should be more accountable in providing quality leadership and support to the schools under their jurisdiction to ensure the successful implementation of quality assurance programmes.

According to Aheer (2006: 5), "districts are an important layer in the educational system". They are the closest to schools and thus allow their input to be felt (Muller & Vinjevold, 2003: 15). In terms of the current paradigm, the district officials have to provide quality leadership to influence school effectiveness in totality. However, district officials in almost all the provincial departments of education have no clear job descriptions (Narsee & Chinsamy, 2003:117). This is felt particularly at the district level, where district staff is expected to support schools to improve learning and teaching (Narsee & Chinsamy, 2003:17).

According to Narsee and Chinsamy (2003:117) this problem has been highlighted at the national and nine provincial conferences held on Education District Development over the period 1999-2000; where a significant number of speakers lamented the absence of job descriptions for district officials. The lack of clarity on different roles and responsibilities

of district officials impacted negatively on their ability to function effectively, hence the evident serious glitches currently being experienced by public schools in regard to the implementation on the IQMS. Given this current situation, the researcher needs to find out whether the district officials have the skills and expertise enough to help schools to implement IQMS effectively. The district organogram below provides a clear explication of the roles of district officials (Gauteng Department of Education, 2003:4).

DISTRICT ORGANOGRAM: IDSO FUNCTIONS



SECTION: INSTITUTIONAL DEVELOPMENT AND SUPPORT OFFICIAL

PURPOSE: To promote the implementation of policies through overall institutional development, support and training programmes

FUNCTIONS:

1. Facilitate the establishment and development of school governing bodies, school management teams and representative council for learners.
2. To monitor and assess the performance standards of institutions, school governing bodies, representative council for learners and the implementation of policy.
3. To collect and maintain information on institutional demographics.
4. To maintain a master file on institutions in the districts.
5. To help establish management, planning financial and administration systems at schools and provide support to schools related to maintenance of these systems.
6. To build and promote a culture of teaching and learning and redress historical imbalances.
7. To facilitate social support systems to institutions.
8. To provide support for the implementation of quality assurance tools and school development plans
9. To provide support to adult basic education and training and early childhood and development centres of learning in relation to planning/funding/partnership capacity building/governance/management.
10. To build community and parent participation around educational programmes.

Fig 1.2: Adapted (GDE: Amended organization and post establishment, 2003:4)

2.5.6 Guiding principles of IQMS

The IQMS is informed by the following principles (ELRC Collective Agreement Number 8 2003: 14): the recognition of the crucial role of the delivery of quality public education. All learners have equal access to quality education. The need for QMS strategies that is understood, credible, valued and used professionally. That the system's focus is positive and constructive even where performance needs to improve. The system includes a process of self-evaluation and discussion of individual expectations. The need to maximize subjectivity through transparency and open discussion, and quality controls to ensure validity, reliability and relevance.

The need to ensure fairness by affirming the rights of teachers. The system promotes individual professional growth of teachers, and ongoing support for teachers and the school. The system provides a clear protocol governing the interaction of the parties. The need for the IQMS to provide for and encourage diversity in teaching styles. The system meets professional standards for sound quality management, including propriety (ethical and legal), utility (useable and effective), feasibility (practical, efficient and cost effective), and accuracy. Development takes place within a national Human Resource Development strategy and Skill Development. The need for all schools to look for ways to continually improve.

2.5.7 IQMS training structures

The implementation of the IQMS hinges on the two main training structures which consist of the National Training Team (NTT) and the Provincial Training Team (PTT). In terms of the Collective Agreement, the role of the National Training Team is to clarify all the relevant issues and questions in the process of training. To develop the necessary guidelines for training and must train the Provincial Training Teams (PTTs). It consists of the officials from the National Department of Education and officials from the national unions as representatives in the Education Labour Relations Council (PELRC 2006:8).

The Provincial Training Team (PTT) on the other hand will consist of all relevant Provincial officials from the teacher unions as represented in the provincial Education Labour Relations Council (ELRC). It will be responsible for the training of nominated educators from each of the schools and colleges/campuses or clusters of schools and colleges. These educators after being trained by the Provincial Training Team (PTT) will

train their colleagues at the schools and colleges and campuses. The nominated educators who were trained by the PTTs should lead training in the schools, colleges and campuses (PELRC 2006:9).

Overall, the Provincial Office (where the Directorate is situated) has the responsibility of advocacy, training and proper implementation of the IMQS. It has the responsibility with regard to the development and arrangement of professional development programmes in accordance with identified needs of educators and its own improvement plan. It must ensure that the evaluation of appraisal results of educators are captured and processed in time to ensure successful implementation of salary and grade progression. Finally, it must ensure that the implementation process in schools and colleges is monitored on an ongoing basis (PELRC, 2006:8).

2.5.8 The issue of implementation

As anticipated, the National Department of Education Ministry's ambition is to hold all South African teachers accountable in their execution of daily duties by providing quality education to the learner and to report the learning outcomes to the relevant education stakeholders. This provision of quality teaching and learning has to be subjected to serious scrutiny by means of constant surveillance by the powers that be. As a matter of fact, because of the lengthy development and the writing process, it was clearly not feasible to implement the IQMS in 2003 as had initially been planned, hence the automatic progression for 2003 that was paid to teachers in July 2004 (NAPTOSA, 2006).

The delay in signing this crucial document had a serious impact on the training within provinces by the ELRC IQMS Training Team (commonly known as the National Training Team). The training process was scheduled to begin in November and December 2003 in preparation for the process to be implemented within schools early in 2004. The National Training Team consists of Education Department officials as well as officials from the national trade unions recognized by the ELRC. The trade unions work in partnership with the Department of Education in the process of the IQMS implementation.

This cooperation is very significant and extremely essential because it enables the total fulfillment of the implementation of this collective agreement. The slogan "nothing about the educator without the educator" finds its meaning in this partnership. The cascading of

training for teachers on the IQMS was supposed to have commenced from the national to provinces and later to district and finally to schools in 2004. However, the year 2004 witnessed some provincial departments being able to register some considerable progress; whilst in other provinces very little was effected in this specific regard. In essence, in terms of the Collective Agreement the end of 2004 was earmarked to herald the end of the first cycle of the IQMS implementation at all public schools.

However, to the extreme shock of the teacher formations more particularly, no one single province was able to effectively ascertain that all teachers and respective schools had arrived at a point where summative evaluations were possible. In terms of the provision made in Collective Agreement on PMDS, the problems with the IQMS implementation, through no fault of the teachers should result in automatic progression for the year 2004 and a 1% payment in July 2005 (NAPTOSA, 2006). Because this did not materialize, the matter became the dispute that was declared by teacher formations through the ELRC, thus clearly illustrating the breakdown between policy development and policy implementation.

Clearly one is bound to state that this was a sad indictment that, after the signing of the Collective Agreement in August 2003 by the National Department of Education and national teacher unions, the education departments have (for 2004 and 2005) been incapable to fully implement a process such as the IQMS. Given this postulation, the study argues that it is very clear that the implementation glitches are undoubtedly highly likely to surface, more especially because district officials were not seen playing any significant role in providing much needed support during the implementation process.

This lack of visible support could be attributed to the fact that effective and intensive training to district officials on the IQMS implementation has not been offered. The one to two days training of teachers and some district officials on the IQMS implementation due to, in other instances, “lack of sufficient funds”, is bound to plunge this teacher evaluation system into a total grind if much is not urgently done by the National Department of Education to address this systemic problem. Clearly, whilst the Collective Agreement Number 8 of 2003 has limpidly spelled out the roles and responsibilities of the district officials in relation to the IQMS implementation at institutional level, it is saddening to note that the very majority of these district officials still do not play out their roles quite significantly. Narsee (2006:37) asserts that ‘severe staff shortages, the absence of clear and

appropriate delegation from the provincial head office to the district office, the limited capacity of district staff in terms of skills and knowledge, and the absence of an effective model of the district-school interface as factors that impede effective functioning of districts’.

These are among others, some factors necessitating more research in this particular regard given the need to implement the IQMS as a departmental policy imperative. This study will attempt to understand how district officials go about ensuring that the IQMS implementation process is being effectively undertaken as a departmental policy imperative. In addition to looking at its effective implementation, I also want to get a sense of how district officials monitor, manage and provide support to educators as external policy implementers with regard to IQMS at the level of the institution. This study will contribute to the current understanding on how teacher appraisal is being carried out within the context of South African public schools, more particularly with reference to the role of district officials in regard to IQMS.

2.6 Conceptual framework of the study

This study draws on the idea of “performative society” as postulated by Power (1999) and seeks to investigate the level of commitment and dedication of district officials in as far as the monitoring and support of the implementation of IQMS in public schools is concerned. Performative society describes a regime in which frequency of inspection and the sense of educators within a specific academic milieu are being perpetually subjected under surveillance, thus leading educators to perform in ways dictated to by the discourse of inspection in order to meet the specific performance standards.

According to Perryman (2006:150), performativity is about “performing the normal within a particular discourse”. It is a term first used by Lyotard in 1984 to suggest the obsession of postmodern society with efficiency and effectiveness and that this efficiency is increasingly ‘measured according to an input/output ratio’ (1984:88). This eventually culminated into a myriad of businesses and recently schools were judged according to outcome as well as performance. As Macnab (2004:53) argues

In a free market, a business enterprise survives and prospers according to its ability to sell its products and services. Consumers have a choice, to buy or not to buy. Governments do not oversee how businesses are run, how efficient they are, how well their employees perform their jobs. In contrast

in most countries, school education, for the great majority of the population, is not a free market. It is a service provided and paid for by the state, and therefore regulated by the state. It is also to a lesser or greater extent compulsory. It follows that governments tend to exercise a more detailed supervisory regime for school education than they adopted for business and industry in general. Consequently, the external monitoring of schools and standards of attainments is a feature of the education system in many countries.

Hamilton (1997:126) concurs with Macnab on the issue of school external inspection by noting that

There is, it appears, a plaque on all our schools. Teachers have been infected, school organization has been contaminated and classroom practices have become degenerative and dysfunctional. In short, schools have become sick institutions. They are a threat to the health of the economic order. Their decline must be countered with potent remedies. Emergency and invasive treatments are called for. Schools need shock therapy administered by outside agencies. Terminal cases merit organ transplants (viz. new heads or governing bodies)... senior management teams deserve booster steroids to strengthen their macho leadership, while their rank and file colleagues receive regular appraisal administered HRT (human resource technology) to attenuate their classroom excesses.

Given the above issues on external monitoring of teacher performance, an attempt is made through the conceptual framework to trace the efficacy of the district officials in regard to the monitoring and support of teachers in the implementation of IQMS in public schools. The study seeks to investigate what district officials do in the monitoring and support of teachers during the IQMS implementation process. Do district officials simply observe teachers in practice by completing the rating forms and related checklists and do nothing about the “ills” that they have identified, or do they indeed commit themselves to pathologize them accordingly for the development of teachers and the education system as a whole.

What is it that the district officials will do and how will they go about doing it in order to improve the quality of service delivery in our schools in view of the glitches identified during the inspection process? Will the district officials be able to practically demonstrate how a teacher in need of development would be aided to move from ineffective to effective practice? Murgatroyd and Morgan (1993: xi) sum this part perfectly well by maintaining that “quality comes through process improvements intended to make a sustainable difference to the outcome of these processes”.

2.7 Summary

This chapter focuses on the theoretical framework within which the questions of this study can be investigated. Contained in this study is the developmental and performance appraisal system and its implementation in the public schools. More focus and emphasis was placed on performance management from international and national perspective. The study focuses particular attention to performance management in England and Wales, teacher performance and its management in New Zealand, performance management in USA and performance management from the South African perspective. The chapter also discusses the concepts of “quality” and “quality management” by providing the definition of these concepts and their link in respect of education. It outlines the lack of visible support by district officials, which could be attributed to the fact that effective and intensive training to district officials on the IQMS implementation has not been offered. It is the researcher’s wish to attempt to understand how district officials go about ensuring that the IQMS implementation process is being effectively undertaken as a departmental policy imperative. Major findings on the international perspective in respect of performance appraisal for school based educators reveal that the politics of blame are pivotal in understanding the ERO and OFSTED. Both surveillance organizations hold the view that schools are failing and that ‘incompetent’ teachers, as agents of accountability, are responsible for the schools’ academic demise.

The study on teacher performance in the USA shows that teacher performance is undertaken by means of a situation-specific, school-based model through local school board standards and expectations for performance. This arrangement is arrived at with the objective to achieve better and improved performance. In the South African context similar research reveals that the IQMS, together with its respective internal and external implementation structures, have the responsibility to monitor the evaluation processes of teachers at institutional level for purposes of attainment of quality education for all. Chapter three looks at the implementation of performance management from the global and local perspective.

CHAPTER THREE

IMPLEMENTATION OF PERFORMANCE MANAGEMENT

3.1 Introduction

The primary objective of this chapter is to provide a background in respect of how the quality management is implemented internationally and as well as how the IQMS implementation process has to unfold in order to effect its envisaged operation within South African public schools. It seeks to shed light in regard to the purposes of the various elements of the IQMS. It further attempts to elucidate the roles and responsibilities of various structures in as far as the implementation of this assessment process is concerned.

3.2 International perspective

3.2.1 The implementation Performance Management in England

It has already been stated in the preceding chapter that the intensification of the process of performance management and performance appraisal is without doubt the primary characteristics of globalization. Accountability in England has emerged as an important part of the disciplinary regime in education. The search for the characteristics of the effective teacher has had a long history (Campbell *et al*, 2003). Robinson (2004) shows that models of effective teaching were being developed in England in the early decades of the last century, as educationists attempted to move instructional skills from a largely intuitive craft practice on to a more scientific basis, in tune with the emergent scientific rationalism of the time.

Drawing from researched data, Robinson shows that five broad propositions for effective practice on the part of the ordinary classroom teacher were suggested. They were: Meticulous planning and preparation based on strong subject knowledge; an understanding of the different modes of interaction between teacher and taught; the logical and systematic construction of a single lesson; core teaching skills such as questioning, exposition, narration and illustration; and the personal power and presence of the teacher.

In the United Kingdom, the above five propositions, also thought of as two clusters of knowledge, two clusters of skills, and an integrative capacity, are used as criteria to investigate teacher effectiveness using pupil learning outcomes as the significant indicator of effectiveness. Robinson (2004) also shows that these conceptions of effective teaching

were thus research-based. She further maintains that they focused on classroom performance, but performance that drew upon strong subject knowledge for planning outside the classroom, and was realized through the individual's 'power', by which was meant not merely charismatic classroom presence, but the capacity and commitment to integrate the knowledge and skill into a classroom practice that was dynamic and responsive to individuals and contexts, rather than instrumental rule-following.

School effectiveness arose out of the seduction by policy makers of an attractive notion that emanate to knighthoods (a man awarded a title by the king or queen and entitled to use 'Sir' in front of his name) and damehoods (the title awarded to a woman which is an equivalent of Sir) for head teachers of schools in England viewed to be particularly effective. To knighthoods and damehoods have been added the 'Oscars' for individual teachers (Campbell *et al*; 2003) whose classroom performance was viewed exceptionally well.

3.2.2 The implementation of Performance Management in the USA

In January 2002, President Bush signed the No Child Left Behind Act (NCLB). The underlying premise of the Act is that every child in the USA deserves a quality teacher. In terms of the act each state in the USA will have a "highly qualified teacher in every public school classroom by the end of the 2005-2006 school years" (p.3). The study conducted by Sanders and Horn (1998: 254) reveal that the single most important factor in determining student academic success is the classroom teacher. They concluded that

The teacher effects on student achievement have been found to be both additive and accumulative with little evidence that subsequent effective teachers can offset the effects of ineffective ones.

NCLB seeks to ascertain whether educators are fulfilling the expectations for which they are paid, and at the same time establishing whether students are learning what they need to know. According to Webb (2005:190):

NCLB requires lawmakers to implement assessment systems based on state standards and annual testing. Districts and schools that fail to improve during the year are subjected to corrective action, while those that meet improvement goals are eligible for State Academic Achievement Awards.

3.2.2.1 Florida League of teachers (FLOT)

The quest for “quality” teachers in the USA has culminated into a greater need to identify the most effective teachers. To that end, the Florida Department of Education took a bold stand by creating an organization of 148 “outstanding practicing educators dedicated to assisting the Florida Department of Education and public schools throughout the state with school improvement”. Rushton *et al* (2007:435) maintain that “the FLoT was founded in 1993 and was designed primarily to support educational reform by identifying the most effective teachers in the state of Florida”. According to Rushton *et al* (2007:435) these dearly sought after teachers would “help coordinate professional development, become model teachers, provide trainings, and help in the facilitating and coaching of other teachers’ professional development”.

The League teachers are nominated through a rigorous process based on the following criteria Rushton *et al* (2007:435): A record of superior teaching performance as evidenced by honors, awards, student performance, or other kinds of recognition; A superior ability to foster excellence in education and contribute to the continuous improvement of student learning and the school environment; Knowledge of the subject taught and the ability to effectively use materials relating to the subject; Use of original or innovative instructional methods such as interdisciplinary instruction, use of student gains data in planning and delivering instruction, development of new instructional materials and programmes, and use of technology in instruction; Continued professional development as evidenced by participation in in-service training, seminars, and other methods of facilitating colleagues’ or other teachers’ improvement instruction; Leadership in educational activities at the district, state, or national level, such as membership on an advisory council, task force, or professional organization; Demonstration of exemplary interpersonal skills in communicating with colleagues, students, families, and the community, and the ability to collaborate with other professionals; Strong commitment to creating a climate of caring and respect conducive to effective teaching and learning (FLoT Nomination Process, Draft Copy). Each district’s superintendent, or designee, nominates individual teachers who have demonstrated the capacity to meet the criteria as well as selection eligibility. Following this process is the sending of suggestions to the State Department of Education where incumbents are cautiously screened. To qualify a potential nominee often exhibits the following credentials: District ToY (Teacher of the Year); Technology ToY; Subject Area Award Winner; National Board for Professional Teaching Standards Certification; Teacher

recommended by principal, staff development director or current League member and Teacher recommended by a local civic or parent-teacher organization.

3.2.3 The implementation of Performance Management in New Zealand

“Like many other Western countries, educational administration in New Zealand was subject to widespread systemic reform in the late 1980s” (Fitzgerald, 2003:91). Capper and Munro (1990) have maintained that the key factor behind the call for transformation was as a consequence of high level of public dissatisfaction with teachers as well as their professional duty. Pursuant on this public assumption was the encapsulation into the reform agenda the establishment of vagaries of systems to appraise teachers and their classroom performance. It was not so much the concept of appraisal that the government determined was needed but a systematic way to evaluate teacher performance to ensure that incompetent teachers did not continue to teach (Fidler 1995).

As a direct consequence of these above-mentioned reforms, the introduction of site-based management devolved responsibility and accountability for teacher performance to the school level (Fitzgerald *et al* 2003; 92). Since the inception of 1997 schools’ individual boards of trustees and principals have been required to have in place performance management systems and personnel policies to promote and sustain high levels of staff performance (Ministry of Education 1999a). Significantly, this increasing legislative and regulatory framework has promoted schools to manage their performance management systems in bureaucratic ways (Fitzgerald 2001; Gunter 1999; Piggot-Irvin 2000). While guidelines and regulations issued to various schools in New Zealand proposed that boards of trustees or governing body were required to ‘develop and implement personnel and industrial policies within policy and procedural guidelines’ (Ministry of Education 1997: 3). Of particular interest was that boards devolved this responsibility to managers of schools. Given this situation, Fitzgerald *et al* (2003:92) hold the view that this devolution of responsibility and accountability “has not only occurred to schools but also within schools”. They further indicate that

In terms of performance management for example, core activities such as interviewing, observation, report writing and review have been located as one of the responsibilities of middle managers in New Zealand schools.

Research report indicates that teachers who acted as appraisers would do so as neutral agents of policy. These teacher appraisers also undertook their responsibilities seriously as

they were in charge of teams of teachers and were given management units (MUs) as well as minimal salary increment or allowance to recognize and recompense them for a range of additional duties (Fitzgerald 2000). According to Fitzgerald *et al* (2003) the appraisers were required to complete a number of activities such as: The development of written statements of performance expectations in consultation with the teachers; The indication and written specification of development objectives and indication of professional support needed to meet these expectations; A formal observation of the appraisee's teaching; At least two formal meetings (setting objectives and annual review of objectives); and The completion of a formal appraisal report that was prepared and discussed in consultation with the teacher and lodged with the principal (Ministry of Education 1997: 5).

A tighter control on performance management in general and teacher appraisal in particular was enforced through the introduction of the 1999 *Professional Standards* which were pronounced as 'part of the Government's strategy for developing and maintaining high quality teaching and leadership in schools and improving learning outcomes for students' (Ministry of Education 1999: 5). These standards functioned to explain the key elements of teacher performance and provided 'a base for assessing teachers' progress in relation to pay progression, competency and professional development' (Ministry of Education 1999: 4). Clearly the fundamental objective of the government was to unequivocally establish 'a stronger link between performance and remuneration' (Ministry of Education 1999: 5) "with the integration of these standards into existing performance management systems" (Fitzgerald *et al*; p.93).

3.2.4 Implementation of IQMS – South African perspective

It must be indicated up front that teachers are the interface between learners and the rest of the education system, and are unavoidably the main focus of evaluation in determining what is actually taking place within the entire education system. For the Integrated Quality Management System (IQMS) to be successful there are two main fundamental processes that must be undertaken prior to the implementation exercise. These two main IQMS processes are advocacy and training. The two processes alluded to are explained in a brief but detailed way with a view to providing their definition as well as how they inform the way in which the IQMS process has to be carried out to educators prior to its actual implementation at institutional level.

The protocol for lesson observation to be followed during teacher evaluation at the institution is crucial to the two abovementioned IQMS processes. The protocol is a set of step-by-step processes and procedures, which are to be followed in any instance where an educator is observed in practice (ELRC, 2003:8-10). In terms of the IQMS documentation, after having gone through the process of advocacy and training, the observation process must first be preceded by an educator’s self-evaluation of his or her own performance, and then followed by an appraisee’s establishment of his or her own Development Support Group (DSG). This important structure must compose of an educator’s immediate senior (HOD) and a peer with necessary knowledge and expertise on the same Learning Area. The DSG mainly serves to provide mentoring and support to the educator under observation, assists an educator to develop his or her own Personal Growth Plan (PGP), conducts Baseline and Summative Evaluation and verifies accuracy of the information given by the Performance Measurement (PM). The IQMS developmental process should be as follows (ELRC Collective Agreement Number 8 of 2003):

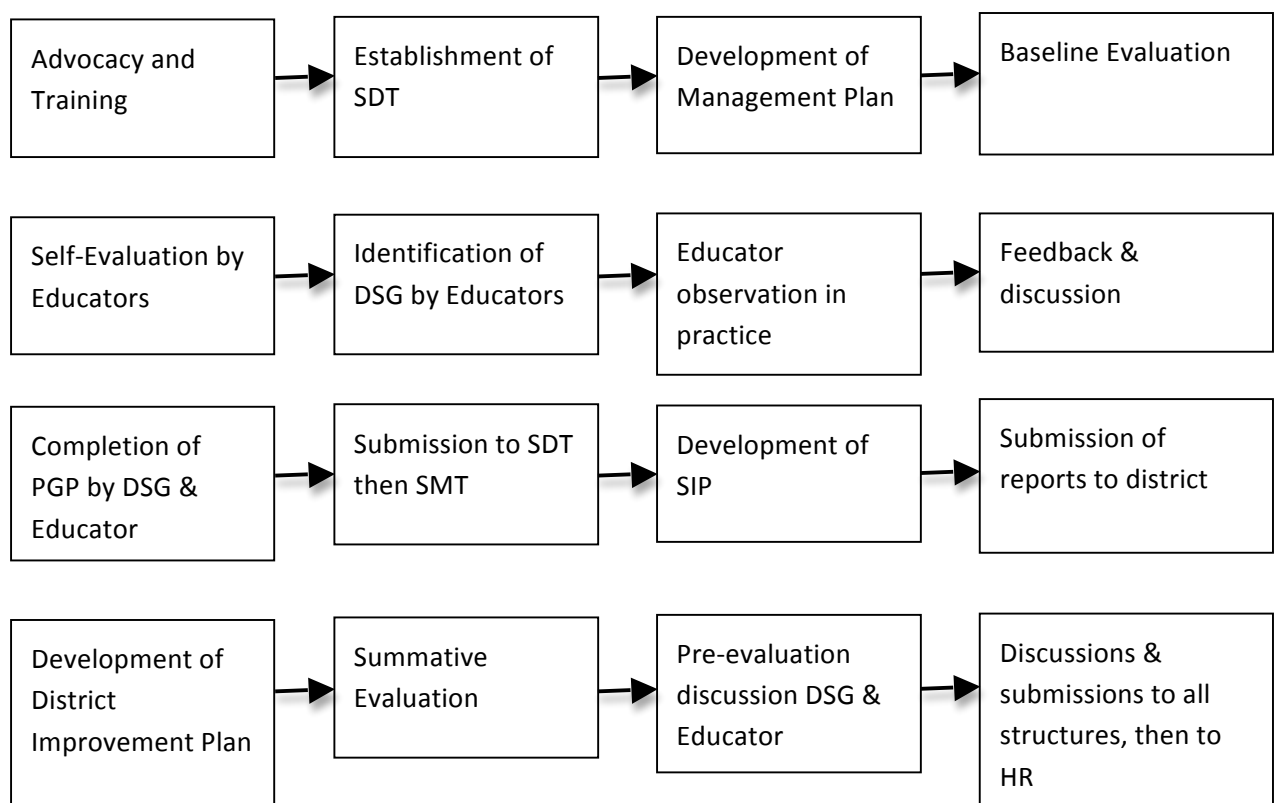


Figure: 1.3 The IQMS implementation process. Source: ELRC Collective Agreement 8 of 2003

The implementation of the IQMS process is characterized by eleven steps. *Step One* is meant to address the issues that are related to purposes of DAS, PMS and WSE. In *Step Two* the responsibility of establishing the SDT to ensure that training is done properly at school level and to coordinate all IQMS activities within the institution rests with the school. *Step Three* obliges the SMT as well as the SDT to develop and infuse the IQMS in the broad planning of the school right from the inception of each academic year. *Step Four* addresses self-evaluation by teachers in trying to work out whether they are achieving what they intend or what they think is going well (Webb 1994: 48). *Step Five* requires a teacher to establish his or her DSG after undertaking self-evaluation of his or her performance. The main roles of the DSG are ongoing mentoring and support of the teacher being evaluated. *Step Six* proposes base line evaluation which is exclusively developmental. *Step Seven* has to do with Lesson Observation and Feedback discussion. It is one aspect that functions to assess the needs of teachers in practice with a view to determine how well versed and equipped they are in the management of their performance in the classrooms and to make a decision regarding their professional development. *Step Eight* entails the completion of Personal Growth Plan (PGP) which addresses needs and progress of educators. *Step Nine* is Development of School Improvement Plan (SIP) which serves as tangible evidence of the school's self-evaluation. *Step Ten* is Development of District Improvement Plan (DIP) which serves two main purposes: to enable proper planning of congruent development in the various schools, and to accord the district or local office an opportunity to assess its own performance as measured against its own targets. *Step Eleven* is Summative Evaluation which usually takes place at the end of the fourth term and, among others, determines whether an appraisee should qualify for salary and grade progression based on satisfactory performance.

Having summarily shed light on various crucial steps of teacher evaluation within the IQMS framework, it is without doubt that accountability has taken the nation by storm. Globalization and world competition has coerced governments of the world to hold the public school system accountable for its performance. Clearly, one is not necessarily opposed to being held accountable for what one does on behalf of the state. As a general matter, there is nothing unusual about this. However, what this study attempts to establish as stated earlier on, is the extent to which district officials are professionally competent to carry out their duties, particularly in respect of the effective monitoring and support of

educators in their quest to implement IQMS in public schools. Narsee (2006: 11) is of the view that numerous authors have expressed concern regarding the dearth of research on education districts. Roberts (2001:9) concurs with Narsee by pointing out that ‘while much has been written about school effectiveness, relatively little has been undertaken on district effectiveness’.

Narsee (2006:221) posits “among the multitude of factors that prevent districts from being effective are the tensions inherent in their role”. Such contradictions are not restricted to the South African context, but mirror the problems confronting supervisory services world-wide (Carron & De Grauwe, 1997). Narsee (2006:221) continues to caution that ‘one such dichotomy facing districts is the dual role they play in supporting schools while supervising them’. Her cautionary comment reveals the kind of pressure that district officials continuously find themselves in, thus militating against the constant support they supposed to provide to public schools in respect of the IQMS. Her study further reveals that administrative matters such as staffing, examinations and data gathering, and management issues such as labour relations and conflict mediation engage much of the time and energy of district officials. The pedagogical concerns of schools occupy a less prominent space in school-district interactions (2006:223).

Other scholars who conducted wide research on district effectiveness include Prew (2003); Elmore (2005); Fullan (2005); Fleisch (2002) and Taylor *et al* (2003). Their studies reveal that they are particularly disturbed by the kind of enormous pressure that district officials are exposed to, given the multiple administrative and management function they are obliged to perform on a daily basis, while expected to strike a balance between such obligations and other monitoring and support roles they have to administer to public schools under their jurisdiction.

Pressure without support is said to lead to short-term gains (Fleisch, 2002), resistance, alienation (Fullan, 2001) and conflict (Narsee, 2006). In the light of such enormous pressure, one wonders whether district officials will ever be able to execute their roles efficiently and effectively as per the IQMS policy requirements. In this vein, while I acknowledge that there has been research undertaken on the IQMS, there is no research on the role of district officials toward the effective monitoring and support of the implementation of the IQMS in South African public schools.

Another most crucial element that seems to have been overlooked by the IQMS policy is stakeholder involvement. In terms of the South African Schools Act (Act No. 84 of 1996 Section 19) parents are the most important stakeholders in a school, and they should have a bigger percentage in the decision-making process of schools (Ramafoko, 2006:36). Weber (2005:70) is of the opinion that

The IQMS has marginalized two important groups: students and parents and their representative organizations, the Learner Representative Councils (LRCs) and the School Governing Bodies (SGBs).

Unlike in the USA and other international communities cited in the study where students and parents are by law permitted to actively participate in holding teachers accountable for quality education delivery by means of educator evaluation processes, the South African IQMS model diametrically disregards such an important stakeholder involvement in respect of determining educators' ability to deliver quality education in public schools. Weber (2005:70) posits

It will be interesting to see whether or not the excluded constituencies will in fact participate in the process, will demand to have a say, or whether they will remain marginalized and oblivious of the new controls and their implications for what transpires at the institutions they supposedly govern.

It would be remiss if the researcher did not remark about the recourse process provided to the aggrieved appraisee in case of discontentment in respect of mark allocation emanating from evaluation by the DSG. In terms of the IQMS policy, such a grievance committee shall compose of a peer selected by an educator for this specific purpose; a neutral person appointed by the Department of Education; and a union representative whose organization is recognized by the Education Labour Relations Council (ELRC). The main objective of the committee is to provide a recommendation to the Head of Department (HOD) within the Province pursuant on having reviewed the dispute referred to it by the Staff Development Team (SDT) of a particular school. The HOD should make a decision within five working days in respect of the dispute referred to him/her by the SDT.

More importantly, the former Minister of Education Professor Kader Asmal introduced the National Policy on Whole School Evaluation (NPWSE) in June 2000. Through this policy it was hoped that the school as well as the teacher performance would be brought under

serious systematic surveillance in the newly established democratic South African Government. The NPWSE was introduced by the then Minister of Education as follows:

This national policy on whole-school evaluation introduces an effective monitoring and evaluation process that is vital to the improvement of quality and standards of performance in schools. The findings must be used to re-orientate efforts towards improving the quality and standards of individual and collective performance. (Department of Education, 2000:7).

In terms of the NPWSE the following are core proposals: (a) That schools will initiate a process of self-evaluation by ‘providing an account of their current performance’ (Department of Education, 2000); (b) that ‘all members of a school should take responsibility for the quality of their own performance. Whole-school evaluation seeks to measure the contribution of both staff and pupils to the school’s and their own performance’; (c) that the very schools would be subjected to a pre-evaluation survey through the indulgence of an accredited supervisor (Jansen 2003:15-16) ‘to build a brief profile about the general level of functionality of the school’; (d) that in total about six accredited supervisors would review and assess schools through an external evaluation for about three to four week days focusing specifically on nine key areas; and (e) that district support teams would provide support to schools by means of a post-evaluation process with a view ‘to implement the recommendations of the evaluation report through school improvement planning that sets clear targets, priorities, time frames and resource allocation’.

In terms of the NPWSE the core areas for school evaluation are: (a) Basic functionality of the school. (b) Leadership, management and educator development. (c) Governance and relationships. (d) Quality of teaching and education development. (e) Curriculum provision and resources. (f) Learner achievement. (g) School safety, security and discipline. (h) School infrastructure. (i) Parents and community.

From the above key areas of WSE, it is pellucid that the main objective of the instrument is to evaluate the school’s overall performance in relation to the Performance Standards so as to enable the school to plan for congruent programmes for improvement, especially in those contextual areas identified. The WSE alluded to above will be carried out by the external WSE team, which is composed of external supervisors appointed by the Provincial Education Departments specifically for this purpose. It has to be emphatically stated that

during the external WSE visits to schools, the only IQMS aspect relevant to WSE is lesson observation.

More importantly, the National Department of Education takes charge of deciding the number of schools to be evaluated against specific agreed criteria. On having identified sampled schools, the National Department of Education will then inform the Provinces of the number as well as sampled schools earmarked to be evaluated. The Provincial supervisory units will then commence with all their preparations which encapsulates pre-evaluation activities. Schools will then be informed by the Provinces and begin logistical preparations in terms of relevant and required documentation to be utilized for the school evaluation exercise.

Every three years (for high schools) or five years (for primary schools) the school will be evaluated by the external WSE team (NAPTOSA, 2003). Because teachers are part of the school, a sample of them will also be evaluated. The external WSE team will have access to the baseline evaluations and summative evaluations of all the teachers in the school. The WSE will also be able to verify whether the summative evaluations are an accurate reflection of the performance of an evaluated educator (s).

A striking similarity between South Africa and the Western communities alluded to in the study is noticeable in that all have policies in place toward monitoring the implementation of quality education delivery in schools. While Western countries do all in their power to ensure effective teacher performance through constant classroom observation and the provision of merit awards to deserving teachers, the South African education system ensures monitoring of teacher performance by means of the cyclic IQMS classroom observation. South African teachers who have demonstrated visible efficacy on three consecutive assessment cycles of the IQMS appraisal will qualify for pay progression as an incentive to encourage them to be committed and dedicated to quality service delivery in their various institutions of learning.

Empirical research has shown that in countries like USA, Australia and England, districts represent a separate level of governance in the education system as compared to the South African context (Chinsamy, 1999), where education districts are seen as administrative arms of provincial departments of education (DoE, 2003a). Unlike in South Africa,

education districts in these countries carry much responsibility for education functions compared to other levels in the system in other countries (DBSA, 1993:108).

The school was constantly becoming a corporate entity (derived from business and industry), thus making institutional evaluation some kind of political agenda (Ramafoko, 2006:59). According to Moe (2002:16)

All public officials are viewed as most responsible for improving the quality of schools. They gain credit with the public when the schools do well, they get blamed when the schools fail and they are widely expected to “do something” to produce results. Accountability is a popular way of taking action.

Moe (2002) further maintains that

Its attractiveness to authorities is all the greater because business groups – which, like the mass public, are organized and well informed – have taken the lead on school accountability and pushed for reforms that are serious and far-reaching. Concerned about the low quality of the workforce, and motivated to create more productive (and economically attractive) business environments in their communities and states, business groups have seen accountability – which mirrors their own emphasis on managerial efficiency as a linchpin of school improvement.

A striking similarity between the South African context on teacher evaluation and the international communities is largely found in the utilization of words such as “accountability”, “performance measurement”, “management”, “monitoring”, “quality assurance” and “competence” (Webber, 2006: 65). Their use is consistent with the global trend of how education reform is being aligned with restructuring in the post Fordist workplace (Smyth *et al.*, 2000). No doubt that in both the local and the global context accountability has thus far been transfixed by the top-down model of control (Moe, 2002).

Findings by Robison (2004) reveal that performance management in the United Kingdom is characterized by experimentation, demonstration of strong subject knowledge and classroom observation. Essentially, this implies that an educator must possess the capacity and commitment to integrate the knowledge and skills into a classroom practice. In the USA, research findings by Webb (2005) highlight that since the introduction of NCLB, districts and schools that fail to improve during the year are subjected to corrective action, while those that meet improvement goals are eligible for State Academic Achievement Awards. According to Moe (2002), research shows that in New Zealand all public officials are viewed as most responsible for improving the quality of schools. The research further

reveal that core activities such as interviewing, observation, report writing and review has been placed in the hands of middle managers for tighter quality control. Current research by Narsee (2006) on education district shows that the kind of administrative pressure that district officials within the South African context continuously find themselves in, is in direct conflict with the constant support they supposed to provide to public schools particularly in respect of the IQMS.

3.3 Summary

The aim of this chapter was to discuss the implementation of management system in schools internationally as well as nationally. More significantly, attention was focused on outlining the various steps of the IQMS instrument and implementation, the School Management Plan of IQMS, the School Improvement Plan, the District Implementation Plan, external Whole School Evaluation and sampling of schools for WSE purposes. On having identified sampled schools, the Department of Education will then inform the Provinces of the number as well as sampled schools earmarked to be evaluated. Most importantly, the IQMS policy has determined the establishment of a grievance committee which would serve to protect an aggrieved educator with regard to his/her evaluation by the DSG (ELRC Collective Agreement 8 of 2003).

In addition, the chapter explored the striking similarity found between the South African context and international communities in the use of words such as “accountability”, “quality assurance”, “performance measurement”, “competence”, “monitoring” and “management” in trying to address issues of quality delivery in the education system. Chapter four will outline the selected research strategy, methodological perspective, research approach, site and subject selection, and research methods to reveal the most efficient and effective way in which district officials can monitor and support the implementation of IQMS in public school

CHAPTER FOUR

RESEARCH STRATEGY

4.1 Introduction

This chapter presents and justifies the meta-theoretical and methodological methods that the researcher employed for data collection, analysis and interpretation that resulted in the findings outlined in the final chapter of this research study. The culmination of the congruent research paradigm as well as methodology used to collect data was influenced by my research objectives and questions, which aimed at exploring how district officials go about monitoring and supporting educators in the implementation of IQMS in public schools. Resultantly, I chose to make use of both phenomenological and social constructivism approaches, which represent the epistemological and ontological paradigms that guided my research design, the research site, sampling, data collection and analysis processes. Quality assurance procedures, ethical considerations and limitations of the study are also discussed.

4.2 Paradigmatical Assumptions

In order to understand the concept epistemology, Gottlieb (2007) defines this as

An area of philosophy concerned with questions of what knowledge is and how it is justified. Anyone attempting to acquire, produce, or evaluate knowledge relies, at least implicitly, on some set of epistemological beliefs.

This definition implies that epistemology, by its very nature, seeks to convey clarification to theories that the qualitative researcher attempts to explore in the process of data collection. Guided by this paradigm, the qualitative researcher, in a quest to understand the assumption being made, is more than likely to remain objective in unpacking the phenomenon being investigated.

4.2.1 Meta-theoretical paradigm

It is necessary to indicate that any investigation being conducted is undertaken within dimensions of a given philosophical interpretation of reality and how that reality is comprehended and presented as a knowledge component. Since no generated knowledge can be explicated in a social vacuum, my study sought to investigate the role played by district officials toward the effective implementation of IQMS in public schools, I chose phenomenological, interpretive and social constructivist paradigms to underpin my

investigation process as well as data analysis. These paradigms do not perceive human beings as mere objects, but as subjects who create meaning from their own lived experiences (Creswell, 1997; Lietz, Langer & Furman, 2006; Riessman, 2002; Grbich, 2007). In a quest to understand meanings to phenomenon under investigation, qualitative research should give meaning to human behavior as well as participants' lived experiences. Since my study sought to obtain in-depth comprehension of how district officials play out their roles in monitoring and providing support to teachers during IQMS implementation cycles, I deliberately chose to engage variant categories of participants in order to facilitate such as understanding. Participants included members of the SMT, SDT and DSG as school based IQMS facilitation structures.

4.2.2 Methodological paradigm

Though the researcher used the phenomenological as well as social constructivist paradigms to perceive the views from participants and knowledge generated from the study, the actual research study was conducted using a case study research design. According to Lincoln and Guba (1985:221), "research design is the plan, structure, and strategy of investigation conceived so as to obtain answers to research questions and to control variance". No doubt therefore, that a research design should encapsulate everything that the researcher employs and does, with a view to implement the research study, respond to the research questions and obtain the objectives of the research. Simply put, this means that every element of a selected research design should be congruent to the specific topic under investigation. Table 4.1 below provides a summary of the research design, data collecting methodology as well as the process that I selected and embarked upon for purposes of this study.

Table 4.1: Outline of research methodology and process

PARADIGMATIC ASSUMPTIONS	
Epistemological models	Phenomenology and social constructivism
Methodological models	Qualitative exploratory study approach
RESEARCH DESIGN	
Narrative inquiry and case study	
SELECTION OF PARTICIPANTS	
Convenience sampling	Selection of three public schools that comply with IQMS policy implementation
Purposeful sampling	Selection of three district officials who are knowledgeable about teacher appraisal
DATA GATHERING	
Data gathering methods	Semi-structured interviews, observations, field-notes and research journal
DATA ANALYSIS AND INTERPRETATION	
Content analysis, grounded theory and thematic and content interpretation of participants' views.	
QUALITY CRITERIA OF THE RESEARCH STUDY	
Trustworthiness, credibility, transferability, dependability and confirmability	
Ethical clearance, permission from concerned authorities, informed consent, privacy, confidentiality and anonymity	

Since my study sought to explore how district officials monitor and support educators in the implementation of IQMS, I chose to employ a qualitative research design to collect data that answered my research questions (Lincoln & Guba, 1985; McMillan & Schumacher, 2006; Ngobeni, 2001; Amber et al., 1995; Cohen, Manion & Morrison, 2007; Chigona & Chetty, 2008). Unlike quantitative methods which employ experimental techniques, qualitative studies are undertaken within the natural setting of the research participants (Lincoln & Guba, 1998). It is for this particular reason that I ensured that I first build good rapport as well as trust with all participants prior to them agreeing to participate in the research study. In this study, I was the primary data gatherer. This opportunity

allowed me to capture both the narrative views as well as non-verbal language of participants in a reflective journal, from which I inferred their beliefs, attitudes and emotions. No doubt that the qualitative research design accorded me space to obtain depth and valuable information regarding the subjects who took part in the study.

4.3 Strategy of Inquiry

4.3.1 A case study approach

In terms of this research study, I used two case study sites for an in-depth exploration on how district officials go about monitoring and providing support to educators during IQMS cyclic implementation. The two case study sites referred to are district office and public schools within the Tshwane North District in Temba location. I found the case study data collection strategy very appropriate in that it allowed the researcher to fully capture the actual data regarding the phenomenon under investigation. This is in congruence to constructive and interpretive paradigms, which are aimed at capturing district officials' life experiences narrated by them as participants to the study. A case study approach is advantageous to the qualitative researcher in that it offers an opportunity to thoroughly investigate the phenomenon under investigation. It leads to generation of laudable comprehension, vivid description and knowledge vital for providing answers to the research questions (Cohen et al., 2000). According to Berg (2001:225)

Case study methods involve systematically gathering enough information about a particular person, social setting, event, or group to permit the researcher to effectively understand how it operates or functions.

Berg (2001:225) further maintains that, "Extremely rich, detailed, in depth information characterize the type of information gathered in case studies".

The three district officials were therefore selected on the grounds of knowledge on issues of teacher performance appraisal in terms of IQMS policy. Merriam and Associates (2002:179) advise that in case studies

A particular person, site, programme, process, community or other bounded system is selected because it exhibits characteristics of interest to the researcher.

One of the challenges of using qualitative case study research is that its findings may not be generalized because in most instances the cases studied could be small to represent a wider population (Berg, 2001; Hanock and Algozzine, 2006; Schewardt, 2007). This view is evident in cases of my study which were chosen mainly for an in-depth investigation of a

phenomenon. Another weakness of a qualitative case study is that it is usually labour intensive and thus time consuming. One of the strengths of qualitative research study is that they can establish cause and effect by observing effects in real-life contexts (Cohen, Manion, & Morrison 2001:181), it permits investigation of otherwise inaccessible situations (Hayes 2000:131-133).

4.3.1.1 Selection of cases

In my study, I made use of purposive and convenience sampling for an in-depth comprehension of the topic under investigation. The sampled participants were chosen specifically to provide suitable data for the phenomenon being investigated.

4.3.1.2 Identification and selection of participants

A purposive selection of three district officials was made in this study from the collected data. I chose the case study research method and also employed convenience and purposive sampling methods to select the study sites as well as participants. Where there is a limited population to sample from, purposive sampling is the most relevant method for participants' selection, who have experienced the phenomenon under study, and therefore, most knowledgeable and informative on the topic (Lemmer & Van Wyk, 2004; McMillan & Schumacher, 2000).

4.4 The research process

In collaboration of qualitative case study research and the phenomenological and social constructivist and interpretivist epistemological stance of my study, I used a combination of semi-structured interviews, observations, field notes and researcher journal to collect data.

4.4.1 Pilot study

Since the case study research design depends on a plethora of data sources as well as data gathering instruments, it was not feasible to rigidly select one design in my data collecting process. As a researcher, I made use of a pilot study prior to undertaking the fully-fledged study. The idea behind this move was to pre-test my research instruments before embarking on the actual field-work as a measure of ensuring quality (Berg, 2001).

4.4.2 Semi-structured interviews

The researcher, by means of semi-structured interviews, collected the data from three district officials. This method is particularly useful as a pilot study because it seeks to measure what people's responses would be to a specific issue. Dominick and Wimmer (1997: 139) argue that an interview may throw a diametrically different light on an issue that the interviewer had previously never considered. The purpose of the interviews in this study is to investigate the extent to which district officials understand their role in the implementation of the IQMS in public schools. Interview can be defined as an oral type of questionnaire. Instead of writing the responses, the respondents or interviewee gives the needed information verbally in a face-to-face relationship (Best, 1959: 167). T.G. De Waal (2004: 19) further maintains

The interview can be viewed as more than an exchange of small talk. It represents a direct attempt by the researcher to obtain reliable and valid measures in the form of verbal responses from one or more respondents.

These sessions were audio-recorded as per permission of the interviewees. The sessions were replayed with a view to enable the researcher to accurately transcribe the information to support the field notes during data analysis. I employed this technique because it is flexible in that it provides respondents the freedom of expression during the interview process. It also allows the researcher to observe the reactions of the respondents to questions being posed. Furthermore, the respondents were accorded the opportunity to ask for clarification or even further information regarding the question.

4.4.3 Observations

Lehman and Mehrens (1979) describe the observational technique as a procedure whereby the researcher gathers information by noting certain behaviors of the respondents in specific situations. Observation is a research technique that has its origin in ethnography (Handwerker, 2001). It is a data-collecting tool that is used in two different ways, structured and unstructured (Pretzlik, 1994). In this study the researcher utilized this technique to collect information regarding the phenomenon being investigated, simply because certain data can best be obtained by means of direct observation of participants. This method was directed at three district officials and three members of the SDT, SMT and DSG from three schools respectively from within the Tshwane North District (D3) around the Temba area.

4.4.4 Field-Notes

Gay and Airasian (2003:213) argue that transcripts obtained in a study are the field notes for interview data. In this study, the transcribed interviews were the main field notes used for the purpose of analyzing the data. The main objective of making use of field notes during the investigation of the phenomenon was to engage in personal reflections, since they offered a form of reflective equilibrium (Glandinin & Connelly, 2000:104). Information captured in the research field covered the reflective position of the researcher on what could be the limitations of the study, as well as the researcher's behavior which could somewhat impact the trustworthiness of the data being gathered.

4.4.5 Researcher journal

Hebert & Beardsley (2002) explain a research observation journal as a detailed record of the researcher's experiences during field research. These do not only detail observations made about the subjects of the investigation, but has also to do with the researcher's self-reflections on bias, misconceptions, attitudes and reactions, which could impact research objectivity.

4.5 Data Analysis

According to Fraenkel and Wallen (1993: 549), data analysis is the process of simplifying data in order to make it comprehensible. In this study, data analysis involved inductive examination of the raw data, with a view to identify themes on the role of district officials toward the effective implementation of IQMS in public schools. I interacted with the collected data by transcribing the data and studying my reflective research journal. I analyzed data in accordance with the phenomenological, social constructivist paradigms and the qualitative methodological paradigm using content analysis and grounded theory approaches for inductive interpretation of collected data.

The data that was collected was presented as raw data. This the researcher did by capturing respondents' comments verbatim from the interviews that were conducted at the research site. Pursuant on this, data coding was utilized with a view to organize, analyze and categorize the data collected. Wiersma (2000: 203) defines coding as a process of organizing data and obtaining data reduction. In this qualitative research process, I made use of coding as a vehicle through which data interpretations could be structured and

refined. Categorization and organization of the data was employed by the researcher in order to determine the main problems and ideas that may surface during the interviews.

An inductive approach was used in the data analysis process. Neuman (2000: 511) argues that the inductive approach is an inquiry or social theory in which one begins with concrete empirical details, and then works towards abstract ideas or general principles. Analysis was done immediately after the collection of the first data. Participants' views and opinions were categorized in accordance with their individual perspective. According to Merriam (1998: 181),

5. The researcher reads the first interview scripts, the first set of field notes, the first documents collected in the study.
6. As the researcher is reading through the transcript, he or she makes comments, observations and queries, which must be jotted down in the margin.
7. The researcher then groups the comments and notes that go together.

A word processing computer program (Microsoft Word) was used to capture and save collected data.

4.5.1 Content Analysis

Content analysis (Berelson, 1952; Findahl & Hoijer, 1981; Mayring, 2000) was utilized by the researcher to analyze this research study. In essence, this implies that coding was used in order to break down the researcher's raw data into meaningful units or themes and categories, which could be summarized into research findings (Hesse-Biber & Leavy, 2006; Gromer & McCarthy, 1999; Babbie & Mouton, 2004; Ploeg, 1999). These themes were ultimately merged and condensed into five major themes (see 5.1). Hesse-Biber and Leavy (2000:358) state that to qualitative researchers, "coding helps to reduce data and memoing assists with thinking about how to organize our data into meaningful categories and patterns". Selecting the units of analysis is a crucial aspect when using content analysis to analyze research data (Graneheim & Lundman, 2004). The transcribed interviews and field notes taken during the research process were utilized as units of analysis.

4.5.2 Grounded Theory

Grounded theory research is "a systematic, qualitative procedure used to generate a theory that explains... a process, an action, or interaction about a substantive topic" (Creswell, 2002:439). In essence, the qualitative researcher does not begin with a theory, but

generates a theory grounded in data obtained from participants. This explanation is consistent with my research study in that new insights into the phenomenon being investigated have been generated, outlining how district officials go about monitoring and providing support to teachers during IQMS cyclic implementation in public schools. In attempting to fathom a meaning a phenomenon has for district officials involved, qualitative researchers build toward theory from observations and intuitive understanding gleaned from being in the field.

4.6 Quality Measures

Quality measures are means to ensure that trustworthiness is maintained in the research study.

4.6.1 Trustworthiness

The model of trustworthiness proposed by Guba is used by qualitative researchers (Botes, 2000: 188-197). In order to achieve data trustworthiness in my research study, I utilized various measures such as triangulation of research instruments and participants, member checking, audit trail, peer debriefing and critical reflexivity.

4.6.2 Credibility

In attesting to issues of credibility, the congruent question to ask is: Has the research been able to investigate what it was designed to study? Lincoln and Guba (1985) describe credibility as the extent to which results of a study are truthful or realistic, taking into account the social and cultural contexts of the participants and conditions under which data were gathered.

4.6.3 Transferability

Transferability in qualitative research refers to the extent to which research findings of a particular study can be applicable to a similar sample of respondents and research context or setting (Ritcher & Mlambo, 2005; Krefting, 1991; Lincoln & Guba, 1985). Since my research was a case study of only three district officials and three schools, I do not have the audacity to generalize my findings to all district officials and all public schools in South Africa. This can only be claimed provided it is justified by other qualitative researchers interested in issues around teacher performance appraisal within the South African context.

4.6.4 Dependability

To ensure dependability, I engaged member checking, peer debriefing, triangulation, prolonged engagement and observation in the research field (Golafshani, 2003; Lincoln & Guba, 1985; Onwuegbuzie & Leech, 2007). The purpose of dependability in qualitative research study is to guard against one's personal bias and emotions that could impact the precise presentation of data from the views of participants.

4.6.5 Confirmability

Confirmability is about research objectivity, whereby gathered data and findings should represent the participants' views and perspectives or meanings rather than that of the researcher (Lincoln & Guba, 1985). This was ensured through verbatim transcription of participants' views from audio-recorded to written scripts.

4.7 Ethical considerations

Prior to conducting the research, I first had to obtain formal consent from the relevant authorities as well as from the respondents. Permission obtained from the Gauteng Department of Education (GDE) to conduct the research at the district office and the institutions was produced. Having being granted the permission, the participants were once again assured of confidentiality and sensitivity during the interview process. The participants were also ensured protection from any emotional and physical discomfort. They were further assured that their self-esteem would never be compromised and that they would not be subjected to any form of embarrassment or stress.

The interview process took place in total compliance to the ethic measures as stated by McMillan and Schumacher (1993: 182). 'Nothing is more indicting to a researcher than to be charged with unethical practices'. Included in these measures was the approval from all relevant participants to conduct the research. Furthermore, much as the participants were informed about their right to participate, repudiate, or terminate the interview if they wished to, they were also given the freedom to remain anonymous and a guarantee for confidentiality was assured, while the researcher maintained honesty and openness during the interview process. To ensure confidentiality, participants were informed that their names and that of schools would not be referred to in the study.

4.8 Conclusion

The chapter outlined and justified the use of a phenomenological and social-constructivist research method as an approach to collect qualitative data from randomly sampled schools as well as purposively sampled district officials within the same district. I chose the qualitative case study method in order to sample the study participants, structure the data gathering instruments, and collect and ultimately analyze data with the objective to obtain an in-depth exploration and comprehension of how district officials go about monitoring and supporting teachers during the lesson observation process on IQMS. In the next chapter, I present and highlight the findings of data gathered from the sources of the study.

CHAPTER FIVE

PRESENTATION OF THE FINDINGS

5.1 Introduction

In the previous chapter the researcher presented and discussed the research methodology, data collecting strategies as well as the methods employed to present and conduct an analysis of the data collected from the participants when the study was undertaken. The purpose of this chapter is to present the empirical research findings that were obtained from three district officials and from the members of the School Development Teams and the Development Support Groups representing one primary school, one middle school and one high school within the Temba District. Data from interviews were interpreted using content analysis. Data consisted of verbal description and not statistical information. I have tried as much as possible to come up with a clearer and complete narrative pertaining to what transpired during the research study. The rationale behind this was to accord the reader an opportunity to develop insights, which would perhaps not have been possible had a mere reporting of the results been embarked upon.

5.1.1 Emerging themes and categories from the data

The following were the categories of participants from different study sites; district officials, members of the School Management Team, members of the Developmental Support Group, as well as members of the School Development Team responsible for the implementation of IQMS within public schools. Six main themes were identified from the collected data. I further subdivided these themes into categories with a view to present as well as analyze the perceptions of the participants in corroboration with the identified themes and related categories. Table 5.1 provides a summary of the themes and categories that surfaced out of the collected data, and upon which the elucidation of the presented data was organized.

Table 5.1: Emerging themes and categories

Themes	Categories
5.2 Theme 1: Knowledge of purpose, processes, principles and procedures of IQMS by district officials.	5.2.1 The level of understanding of purpose, processes, principles and procedures of IQMS by district officials. 5.2.2 The level of understanding of purpose, processes, principles and procedures of IQMS by SDTs and DSGs
5.3 Theme 2: The valuing of IQMS by district officials.	5.3.1 What value does district officials attach to IQMS.
5.4 Theme 3: Factors to be taken into account in the management of IQMS.	5.4.1 Management strategies of IQMS by district officials.
5.5 Theme 4: Definition of effective IQMS monitoring and implementation.	5.5.1 The extent to which district officials ensure monitoring of the IQMS in schools.
5.6 Theme 5: Challenges facing district officials in monitoring and supporting the implementation of the IQMS in public schools.	5.6.1 Lack of proper planning by schools and district officials. 5.6.2 Lack of special incentives for the SDTs. 5.6.3 Lack of resources in some public schools. 5.6.4 Attitude towards the IQMS.

The participants in the above-mentioned themes were the district officials as well as members of the various IQMS structures from primary, middle and high schools in the Temba District. Qualitative approaches were used to present, analyze and interpret the collected data as outlined in the previous chapter.

5.2 Knowledge of the purpose, principles, processes and procedures of IQMS by district officials

In this theme I report on the knowledge of the purpose, principles, processes and procedures of IQMS by district officials as well as the various IQMS structures in different public institutions of learning. Interviews with participants in this study, more particularly the district officials, revealed that the respondents possessed a wealth of insight regarding the purpose, principles, processes and procedures of IQMS as outlined in the ELRC Collective Agreement Number 8 of 2003. I have identified two categories, namely the understanding of the purpose, principles, processes and procedures of IQMS by district officials and the understanding of the purpose, principles, processes and procedures of IQMS by the members of the School Development Teams as well as the Developmental Support Groups from various participating schools in the study. I interpreted the views

expressed by participants on their understanding of IQMS as an educator appraisal policy geared toward the general development of educators who fall within the public education jurisdiction.

5.2.1 Understanding of the purpose, principles, processes and procedures of IQMS by district officials

This category outlines the different participants' level of understanding of the purpose, principles, processes and procedures of IQMS. This would hopefully provide a direction as to how this educator evaluation system should be undertaken, particularly with the view to monitoring and providing the necessary support to teachers at the workplace. According to Magennis (1993:235)

... whatever the origin, or stated purpose, the only reasonable justification for the existence of an appraisal scheme is the enhancement of the quality of teaching.

In terms of the ELRC Resolution 8 of 2003, the purpose of embarking on the IQMS as an educator appraisal system was clearly stated as being developmental. Despite that, it was evident during the initial training session that there were differences amongst participants in terms of how they actually understood the purpose of the Integrated Quality Management System. Initially there were mixed individual feelings in respect of the whole idea of the IQMS, with some educators expressing a feeling that rallied behind this educator appraisal tool, maintaining that it was generally very appropriate to assure quality of teacher performance for subsequent development. On the contrary there were some educators who felt extremely unhappy and basically threatened by the IQMS process and were of the opinion that it was actually introduced to put them under inspection and surveillance. When district officials were asked about their understanding of the purpose, principles, processes and procedures of the IMQS, one district official mainly emphasized teacher development as being very crucial and stated that

IQMS is an integrated programme that includes Developmental Appraisal, Internal Whole School Evaluation and Performance Measurement and Developmental System. And once we talk of IQMS all these programmes must be taken care of. Each one would have its own purpose, but the general purpose with all of them is development. Developmental Appraisal relates basically to educators and the purpose is to identify areas for development and the areas of good practice also amongst the educators. Ultimately when we look at the process which culminated in Summative Evaluation, then there is reward; the 1% that teachers are rewarded with. The fundamental

purpose was to develop educators towards making them effective curriculum implementers (*Makondo*).

This comment was supported by another official who emphasized that another part of IQMS was that of provision of support, incentives and rewards to teachers:

IQMS is an educator appraisal instrument which consists of three processes of evaluation being Development Appraisal, Performance Measurement System as well as Whole School Evaluation. IQMS is intended to provide support for educators as well as evaluating performance for incentives and rewards (*Thabiso*).

In the same vein, another official explained the purpose of IQMS as identification of teachers' specific needs and provision of support for continued growth:

The purpose of IQMS, specifically when looking at Developmental Appraisal is that we are identifying specific needs. And once we have identified specific needs then we need to provide support for continued growth. Firstly we identify the needs thereafter there must be what we call support. Again we evaluate the performance for salary progression, sometimes we call it rewards, and sometimes we call it incentives. I think basically that is that (*Sipho*).

From what the district officials have said regarding the purpose, principles, processes and procedures of IQMS, the study confirmed that the respondents were very conversant with the policy dictates of the ELRC (Education Labour Relations Council) Resolution 8 of 2003. The policy states that the IQMS is an integrated quality management system that consists of and also combines the three programmes, which are aimed at enhancing and monitoring performance of the education system. These are Development Appraisal System (DAS), Whole School Evaluation (WSE) and Performance Measurement System (PMS).). The purpose of Performance Measurement System (PMS) is to evaluate individual educators for salary progression and affirmation of appointments and rewards and incentives (ELRC 2003:4). This study therefore, indicated that the district officials who participated in the study were very informed about the contents of the IQMS policy document. With regard to the principles and processes of IQMS, Thabiso, a district official explained that:

The principles are outlined in the Development Appraisal document. Whole School Evaluation (WSE) also has its own procedures and principles and these must be looked into and one has to check the relevant documents. In short, IQMS is premised on fairness, consultation with relevant stakeholders, transparency, development and monitoring.

When further articulating his understanding regarding principles and processes of IQMS, the above respondent explained,

If we look at the principles of IQMS the emphasis is fairness. It must be in a consultative manner where the appraisee and the supervisor must agree and by doing so we minimize subjectivity and we emphasize transparency and openness. And another principle is basically development as in support and mentoring. I think these are some of the principles. And if we look at the processes of IQMS we are looking at it in three folds, it would be Developmental Appraisal (DA), it would be Performance Measurement and Development (PMD), it would be Whole School Evaluation (WSE). These are the three processes of IQMS hence the word integrated (*Thabiso*).

Sipho also shared the similar sentiments expressed above by stating,

IQMS is actually an acronym for Integrated Quality Management System which has to do with the development of educators and it also has to do with the manner in which educators put structures in place to evaluate their own performance. It also has to do with the progression of and also the possibility of looking as to how good this process is being in a position to confirm the probation. Basically IQMS is about the development of educators. There are structures put in place like the Developmental Support Group (DSG) which the educator can be in a position to choose his or her DSG and to have somebody of seniority in the field of the learning area that the particular educator teaches, so that that person with expertise can be in a position to identify gaps to fill the educator in terms of development.

What was intriguing about these respondents' take on the purpose, principles and procedures of the IQMS was that they alluded to provision of support to teachers pursuant on identification of specific needs for development. The participating district officials were emphatic in stating that once educators had satisfied the requirements of evaluation, this would be followed by provision of incentives and rewards if the appraisal instrument was properly implemented by the evaluatee. The gathered responses from the district officials indicated that the motive behind the introduction and subsequent implementation of the IQMS was primarily to ensure quality in teaching and learning through fairness and transparency.

In terms of the findings of the study, the understanding of district officials of the purpose, principles and procedures of the IQMS was in no doubt in accordance with the basic tenets stipulated in the ELRC Resolution 8 of 2003. It appears that district officials seemed to have thoroughly imbibed the IQMS document when it comes to this aspect of the teacher appraisal policy. However, whether district officials could practically and effectively apply these parts of the IQMS as intended was highly questionable.

In addition to demonstrating their understanding of the IQMS policy, all the district officials furthermore maintained that the introduction of IQMS was a quality assurance measure in academic public institutions aimed at ensuring a consistent standard of excellence in the didactical milieu. They also indicated that all schools' stakeholders have a very significant role to play towards the effectiveness of this program, with educators being highlighted as the most prominent figures of them all in terms of effecting the success of this appraisal program.

Conversely, however, this study revealed that district officials' understanding of the purpose, principles, processes and procedures of the IQMS was not the case with regard to the majority of participating members of the School Development Team (SDT) and Developmental Support Group (DSG) who, among others, and according to the findings from the questionnaires, presented a much more different picture regarding their understanding of this educator evaluation policy.

5.2.2 Understanding of the purpose, principles, processes and procedures by SDTs and DSGs

In this category, I report on the level of understanding of the purpose, principles, processes and procedures of IQMS by the SDTs and the DSGs as the main formal structures responsible for the management and implementation of educator evaluation process within public schools. Research from elsewhere has found that a system of this magnitude cannot be implemented without proper structural support (Class Act Educational Services: IQMS implementation Review, 2007). From the questionnaires administered to participants from the three neighboring public schools within the Temba District, the study revealed that 100 % of the sample was all from schools that had been involved in the implementation of IQMS as a quality management process. Two of the schools indicated that while they particularly knew the purpose of IQMS, they did not receive sufficient assistance from their district officials regarding appraisal for them to be confident enough to claim a full understanding of the principles, processes and procedures of IQMS. Furthermore, they maintained that the district officials did not visit their schools during the classroom observation cycles of the IQMS with a view to ascertaining whether the very procedures, principles and processes were being correctly followed as they implemented this educator evaluation instrument in their respective schools.

From what the members of the SDTs and the DSGs said, the study revealed a sense of despair by educators on how the implementation process unfolded, primarily because of evident absence of district officials' provision of monitoring and support particularly during the IQMS implementation process. According to the findings of the study, this clear lack of support for the SDTs and DSGs by the district officials, has contributed to educators becoming less confident about what they do at schools in respect of quality education delivery. I interpret these views as some of the reasons why the district officials do contribute towards the ineffective implementation of the IQMS process in various public schools. This condition was found to be one factor which contributed towards educators becoming less enthusiastic and evidently demotivated in regard to doing justice to this teacher appraisal tool.

However, seventy eight percent of respondents from one secondary school indicated that while they were fully conversant with the principles, purposes and procedures of the IQMS, they are still struggling to translate theory into practice. The study revealed that the respondents were apparently aware that coming to grips with an ultimate effective implementation of the IQMS at institutional level would still take some time. From the lessons observed during the IQMS cyclic implementation stage, the participants from the school who claimed to be fully conversant with the IQMS, were discovered to have found it hard to demonstrate an understanding of interpretation of rating scales or descriptors related to individual scoring. This raised some doubts regarding consistency and accuracy pertaining to doing justice to the envisaged quality delivery by the participating educators. This condition revealed a clear possibility that those previously being evaluated and scored, already have done so by default, thus bringing into doubt whether this educator appraisal instrument was able to truly address the identified developmental needs of educators within public schools.

In pursuit of honesty, when asked about their capacity to complete evaluation forms, the study revealed that participating members of the SDTs and DSGs from the two schools accepted having serious problems with completing the Personal Growth Plan (PGP) and the School Improvement Plan (SIP) in particular. In terms of the ELRC Resolution 8 of 2003, the PGP and the SIP are two main sets of documents adding value as well as meaningful contribution to educator professional development. The study revealed that

both members of the SDTs and DGSs admitted that there existed a clear lack of common understanding as to what the PGP and the SIP actually are and what purpose they served.

Of interest to note is that both the PGP and the SIP serve as crucial data capturing documents which have to be seriously mastered by all evaluatees, since these were intended to identify problems experienced by educators, as well as determining what needed to be done as a means to eradicate such developmental problems. This concern could be of value given the background of research findings that lack of proper information by some educators as policy implementers could stall the effective implementation of the IQMS in schools, as well as hindering district officials from providing necessary assistance in the form of effective monitoring and support to public schools.

5.3 The valuing of IQMS by district officials in respect of teacher development

In this theme the researcher reports on how district officials value IQMS with a view to identify and deal with the needs of educators.

5.3.1 What value do district officials attach to IQMS?

The question relating to how the district officials value IQMS in respect of teacher development solicited varied responses from interviewees. The first respondent in this regard stated that:

At the beginning of the year newly appointed teachers have to go through Summative Evaluation and develop their Personal Growth Plans (PGPs) and the PGPs will ultimately culminate into School Improvement Plan (SIP). It is very critical that we identify the needs of teachers that must be developed in the school. Performance Measurement and Development System (PMDS) also looks into identification of needs of Personnel Staff (PS) and the value of PMDS will be identification of development so that ultimately we can have School Improvement Plan which is informed by the PGPs. In that way we shall be able to address needs of both the PS and the Curriculum Staff (CS) members (*Makondo*).

The official further emphasized that teacher development must filter to skills development provided that teachers are honest in terms of their developmental needs. With the same breath, the second respondent indicated that:

If IQMS is implemented to the letter, it will certainly develop the educators. Besides development, it also in a way of an incentive, in terms of salary progression helps put the educator in a better salary notch. That on its own to me serves as a motivating factor Development is of paramount importance, but to enhance development, incentives also come into picture

in the sense of performance management. So to me it is of great value as long as it is implemented in the manner that befits the process (*Thabiso*).

In an attempt to respond to the same question above, the third respondent maintained that:

Whilst IMQS was an important teacher developmental instrument, its effectiveness relied heavily on the teachers' common understanding of this evaluation tool. In my opinion I think if affected parties understood how to implement this, I think it will be proper for us to say yes development is addressed. Our challenge is the understanding of the process (*Sipho*).

Interesting enough is the fact that while the respondent above seemed to value the common understanding of aspects of the IQMS as the most important part towards effective implementation of the appraisal process, it however has now appeared very apparent that the quote below revealed a great deal of relegation of responsibilities to other units within the district when it comes to provision of support to educators as per identification of developmental needs:

To me is that at our level (IQMS Unit) unfortunately we just identify and then we pass the information to a unit called Human Resource Development (HRD) for development. Now HRD will just develop, whether the needs identified are genuine or not, that is not their own baby. Their baby is just to implement what has been given to them (*Sipho*).

In terms of the above quote, the study revealed that there were much 'blame' apportioned to apparently poor communication channels amongst various district units. It would seem that evident finger pointing replaced owing up on some of the mistakes committed by some of district officials in the process. Much passing of the buck seemed to be the order of the day, and this was unfortunately done at the detriment of the very educators who are expected to provide quality service delivery at the institutions.

Sipho further explained that while the relevant HRD was keen to provide assistance to teachers in respect of their developmental needs, the worrying factor was budget constraints, given the numbers of teachers whose developmental needs were to be addressed. According to the response given, the study revealed that much money was required to cater for the developmental needs of teachers in terms of IQMS (see Appendix C3). It appeared that the intent of the Department of Education to develop educators seemed to be mere tokenism, since there was a clear failure by the Department of Education to properly put plans in place, more particularly financial ones, in order to deal with dire developmental needs of educators with a view to effectively producing quality

educators for the improvement of the entire South African society. With the same breath, the respondent lamented the evident lack of common understanding of IQMS processes by various school-based IQMS structures, which to a large extent negatively influences the effective implementation of IQMS as an educator developmental process.

The results of the survey conducted with the SDTs and DGSs of schools relating to whether the district officials really valued the IQMS indicated that 80% of the respondents revealed among others, that there was no proper moderation of documents done by district officials. The survey revealed that district officials do not literally observe lesson presentations in class during IQMS appraisal processes. They strongly maintained that if district officials truly valued IQMS, then they should first start by being part of the appraisal process before appending their signatures on any document whose process they did not become part of. They further maintained that district officials should take it upon themselves to go out to schools and request for all relevant documentation pertaining to teaching and learning.

The documents referred to are educators' portfolios, learners' portfolios, the IQMS files and any other related documents before any ratification can be made. This, according to the study, would be a true quality assurance mechanism. The intention is to validate the authenticity of the outcomes resulting from educators having been indeed appraised. The subsequent finality would be the actual addressing of educators' developmental needs. Because of the sentiments expressed by the members of the IQMS school-based structures, the study has identified that school moderation on IQMS should be monitored by the district officials in order to ascertain objectivity, reliability and validity of assessment outcomes. The intention is to ensure that each school is following the right procedures particularly for educator-PMDS. While the IQMS policy is clear on the roles and responsibilities of the SMT in the moderation process, the study showed that many school managers seemed to abdicate this function by not being actively involved in this appraisal activity.

Another very important point that emerged from the survey is that relating to the induction of newly appointed educators. The study revealed that eighty five percent of the respondents strongly hold the view that there was evident lack of commitment from the schools' leadership structures in regard to induction of new educators, particularly in

reference to familiarization with the IQMS processes. Blandford (2000: 8) maintains that ‘a culture of learning that encompasses and celebrates the professional and personal development of its staff is required’ in order for a school to be a learning organization. According to Kyriacou and O’Conner (2003:198), ‘induction needs to be part of a new culture of teacher professionalism and this is what new entrants will expect’.

The research study revealed that 85% of participants maintained that induction of new educators was virtually not taking place in their schools, with specific reference to the IQMS training for new arrivals, thus rendering schools ineffective learning communities when it comes to the envisaged quality service delivery. The respondents are of the view that new entrants are not accorded the opportunity to learn and improve further in as far as relevant appraisal requirements are concerned, thus depriving them a chance to improve their skills and subject knowledge. The study revealed that the IQMS induction for the new entrants remained squarely on the shoulders of the SDTs and the DGSs of schools, with the district officials simply issuing circulars requiring schools to shoulder such an undertaking. Given the situation, there remains lot of professional deficits that cannot be rectified as there is no evident support, guidance, assessing, managing, coaching and facilitating of such individuals by the district officials as actual torchbearers and mentors employed to provide educator development.

In terms of IQMS document, the SMTs, DSGs and SDTs are supposed to be the ‘drivers’ of this assessment process within the school set up, and are expected to play an active role in ensuring that preparations are put in place to provide advocacy and training for new arrivals at various institutions of learning. However, the study revealed that the mentioned IQMS structures at school level do not play out their roles and functions in terms of helping improve the beginning teacher’s academic outputs by acquainting him or her with the dictates and imperatives of IQMS as an educator performance measurement instrument. As a researcher, one is tempted to ask as to when such an educator would get an opportunity to get involved in professional development activities, and which time would be an appropriate one for such action to be undertaken. Clearly, the pure lack of induction on IQMS for a beginning teacher precludes such a teacher from becoming self-monitoring or reflective practitioner.

Surely the question as to whether true justice would be done to the IQMS implementation process needs some serious answers, because one fails to understand how such an

important teacher developmental process can be relegated to the level of pure inefficiency with little intervention mechanism from the district. Clearly serious efforts must be put in place by the districts as well as the Head Office to ensure that every aspect of IQMS that derails effective implementation of this appraisal process is thoroughly managed, supported and monitored.

5.4 Factors to be taken into account in the management of IQMS

In this theme, I report on the views of participating district officials regarding what they consider to be very important in the management of the IQMS processes, more especially at schools under their jurisdiction.

5.4.1 Management strategies of IQMS by district officials

The current study revealed that the attitude of teachers had a significant influence on the management and subsequent implementation of the IQMS process. In response to factors to be considered when dealing with the management of IQMS in public schools, all the district officials participating in the study alluded to the fact that the attitude of teachers as well as the district officials dealing with IQMS was a worrying factor.

Literature on educator evaluation documented that the success of teacher evaluation systems is related to attitudes that educator display towards it. There are many reported cases of fear, stress and associated negative perceptions towards the process of inspection (Grubb 1999). Teachers' feelings of anxiety and stress appear to be at their worst during the build-up period to appraisal. During one stage of lesson observation at one secondary school in the Tshwane North district, three educators gave excuses to take leave, not to return until the following week. Clearly the element of anxiety and fear among some educators when it comes to appraisal is still a serious issue. Reflecting again on the issue of attitude, one respondent mentioned that:

The first factor would be an attitude. If we can deal with the attitude of educators, as well as that of district officials then our work will be easy. The second factor is common understanding on the implementation of IQMS then we are going to do justice to this process. Factor three is the role and responsibilities of all parties. It starts from the school level. If the structures at school level are not doing what is expected of them really we are not going to implement it correctly (*Sipho*).

It must be recalled that the issue around attitude has its roots in the previous apartheid regime in South Africa, where teachers were evaluated through the system of inspection and subject advisory services. The teacher inspection system was too punitive and did very little to develop an atmosphere of support and collegiality in public schools, thus neglecting teacher development as well as school improvement. It is for this reason that teachers still have fear and anxiety when it comes to issues of appraisal of their performance.

In making a follow-up in terms of seeking clarity regarding some glaring characteristics of the attitude of teachers towards the implementation of IQMS in schools, Siphso pointed out,

There was an evident “buddy-buddy” attitude amongst teachers and their peers, which in most cases resulted into inflated scores that did not genuinely reflect the teacher’s actual capability of effective service delivery in the classroom. This attitude deprived teachers the opportunity to develop since the purpose of IQMS was to identify needs of teachers and address them accordingly. Once this problem was not fully addressed, effective teacher development would be tantamount to chasing an ever evasive mirage.

In terms of the above remarks, the study seemed to reveal that the IQMS process has not yet been fully institutionalized and internalized by a majority of educators as policy implementers. No doubt that some educators are still not motivated to willfully accommodate the IQMS as the current, legitimate and legally agreed upon educator appraisal instrument within South African public schools. The study seemed to suggest that in some institutions of learning, some educators deliberately team up as members of the same DGS with the clear intent and purpose of benevolently and undeservedly allocating themselves unwarranted scores. This then raises further doubts as to whether educators of this nature are serious about development aimed towards improving the provision of quality education in line with the objectives of the education department. It needs to be realized that one of the purposes of introducing the IQMS in public schools was to ensure that educators evaluate themselves but also to increase their awareness and understanding of issues related to evaluation.

What seemed to be a major concern to the district official is that there seemed to be difficulties amongst educators in regard to pairing for purposes of evaluation. In terms of the study, it would seem that a need for on-going training during which the nature of the appraisal relationship especially in terms of roles and responsibilities of both partners is

thoroughly scrutinized and agreed upon. It is imperative that the peer relationships be fully monitored and be based upon choosing an appraiser who would contribute to one's development in some way. No doubt that the kinds of relationships most likely to succeed are those in which the appraiser is able to play some kind of mentoring role. With the similar breath, the researcher tends to be tempted to suggest that this prevalent trend practiced by such educators would in reality not have been in existence had district officials made it their responsibility to undertake a routine monitoring and provision of support to schools, more particularly during the cyclic IQMS implementation in schools. The respondents further alluded to the fact that there was evident lack of common understanding among educators in regard to the proper implementation of the IQMS process at schools. The study revealed that educators are still grappling with the challenge of understanding the nitty-gritty of the IQMS, and that implementation posed serious challenges to many educators in several institutions. The respondents went on to emphasize that failure by all stakeholders to do as expected derailed the effective implementation of IQMS, thus rendering it ineffective.

Another respondent maintained that it was very important for district officials to ensure that all processes of IQMS (DA, PMDS for public staff and IWSE) are thoroughly understood by all policy implementers. The respondents further indicated that district management plans which spell out what needs to be done and when, as well as training of newly appointed staff members should be in place as soon as possible.

Accountability structures in the schools, such as the DGS's and SDT's should be properly constituted and should function as life wires in ensuring that IQMS implementation is realized in various learning institutions. With the same breath, the respondents were of the view that district accountability structures and monitoring mechanisms should be in place so as to enable officials to operate effectively in regard to the provision of support to institutions. The respondents indicated that the said district accountability structures should, among others, ensure that IQMS implementation meetings are held by relevant structures in institutions of learning with minutes of such meetings as evidence that such gatherings did indeed take place.

5.5 Definition of effective IQMS monitoring and implementation

5.5.1 The extent to which district officials ensure monitoring of the IQMS in schools

All interviewed district officials shared similar sentiments in terms of the effective monitoring and implementation of IQMS in institutions of learning within their jurisdiction. The first respondent commended that IQMS structures were crucial by stating that:

To me effective IQMS monitoring implies that there has to be structures in place. The structures I refer to are the Developmental Support Groups (DSGs), the School Development Teams (SDTs) as well as the School Management Teams (SMTs). The school management plan for evaluation of educators and the manager is also very important in helping to monitor the implementation of IQMS. If you have put these in place, then you will be in a position to monitor IQMS. My being there when evaluation of educators takes place will sort of support the entire process and when recommendations are made, I am the one to ensure that those recommendations are put in place. By so doing we will be monitoring the process (*Makondo*).

In an attempt to provide an answer to his understanding of effective monitoring and implementation of the IQMS, another respondent alluded to the importance of the IQMS processes,

Effective monitoring would ensure that there must be management plan and a monitoring plan also. There must be processes. There must be structures that one has to check. All structures need to be there because we can only manage implementation if there are structures. We can only manage in terms of the management plan if it is established and if we know the processes that we have to follow in each of these programmes (*Thabiso*).

The respondents alluded to the fact that proper IQMS structures should be established as a matter of priority for the teacher appraisal processes to roll out smoothly. The IQMS structures being referred to also include Internal Whole School Evaluation Committees (IWSEC) and the Whole School Evaluation Coordinators (WSEC) at institutional level, as well as management plans for the evaluation of school managers. One district official was of the view that once these structures were established, it would be easier to help appraisees identify gaps in their teaching approaches and to solicit assistance with a view to address such gray areas. In order to address the needs of appraisees, the district officials were in one accord in this respect, and were quick to state that IQMS activities should be done timeously in terms of the institutions' management plans. One respondent affirmed

that effective IQMS monitoring and implementation had more to do with the appropriate application and compliance to appraisal

The appropriate application and compliance to appraisal policy was the effective IQMS monitoring and implementation in schools. You check as to whether what is happening at school level is in line with Resolution 8 of 2003. Do they apply it as dictated in the policy or not and there must be a measuring instrument to that or a measuring tool. In our case we are using what we call Audit Monitoring and Supporting Tool. That's where we check as to whether the contents that are contained in the policy are adhered to (*Sipho*).

The respondent further mentioned that one of the support tools provided for schools was a 52 paged document outlining standards and criteria to be followed by appraisees during classroom observation. This document provides guidelines aimed at assisting teachers to follow appropriate steps towards properly filling evaluation forms during the appraisal period. However, the very district official was honest to state that despite these mechanisms being put in place by the district, about 75% of schools within the district still experience difficulties in properly completing the lesson observation instrument. The respondent confirmed that this matter was a worrying factor which signified a serious problem towards the effective implementation of IQMS in many institutions within the district. He stated that measures to help curb this glitch would include school visits by the district officials as well as refresher training for SMTs.

A probing question relating to whether educators were being compliant or not in taking advantage of the 52 paged document meant to provide support triggered the following response:

In fact I will say more than 60% of schools are complying. As a result our Head Office together with the National Department of Education will be coming with three categories of schools. There are schools where we can say the level of implementation is zero. At some schools is partial implementation, and in some schools is full implementation. But this is also debatable. You can't just say its zero implementation. You need to check as to why you say it's zero implementation (*Thabiso*).

The very respondent further pointed out,

But the challenge would be to the lesson observation tool. In most cases about 75% of schools do not complete the lesson observation instrument. We are saying once you allocate scores and the lesson observation instrument is empty, then there's something wrong with the school. There must be scores and the scores must be informed by the contents of the lesson observation instrument. Where there is no information in the lesson

observation instrument, then there is no full implementation. Something must be improved with regard to lesson observation instrument.

When asked about what strategies and plans have been put in place to circumvent these challenges, the participant responded,

For now we are busy with what we call school visits. But we have indicated to our seniors that school visits will not just be enough. Instead we need to call a mini workshop or refresher training of all SDTs and SMTs to look at how together we can implement this effectively. We have also provided schools with a fifty two paged document where we are having all the performance standards and the criteria to help with allocation of scores (*Sipho*).

5.6 Factors preventing the effective the implementation of the IQMS

A number of factors have been cited as key impediments towards the effective implementation of the IQMS process within public schools. In this theme, I report on how district officials perceived and responded to challenges that seemed to throttle the provision of support to public schools, with special reference to the effective implementation of IQMS. In the first category, the researcher presents three challenges that emerged during the research study which point to the actual inhibitions towards the effective implementation and proper monitoring of IQMS within schools.

5.6.1 Lack of proper planning in schools

In this category the majority of the respondents were not hesitant to state that an array of factors existed which impacted negatively on the effective implementation of IQMS in many public schools within the Tshwane North district. The respondent interviewed indicated lack of capacity at schools as one of the existing problems:

One of them is poor planning. If a school does not have a clear plan on what is to happen at a particular time then it would not assist. Implementation would be very ineffective if there is no proper planning. But poor management by managers themselves is a problem. If they do not manage, obviously implementation would not be effective in any way (*Sipho*).

It would seem from the above assertion that the district official apportions blame to schools for poor planning. The study revealed that the respondent does not admit that this problem could have been caused by the district. This could perhaps be failure by the district for not sufficiently tracking on the level of schools' readiness from either at the end of the previous academic calendar or at the beginning of the current academic calendar year.

5.6.2 Lack of special incentives for the SDTs

The view of one participant, which is presented in this category, seem to suggest that incentives play a very crucial role as a motivating factor to encouraging educators to go the extra mile in what they do. However, the respondent was quick to point out that the general 1% incentive received by all deserving educators after meeting the appraisal requirements does not auger well with him, more particularly in regard to the members of the SDT who are undoubtedly doing an extra job over and above their basic responsibilities. He expressed his sentiments as follows:

Lack of incentives especially for the SDT members doing an extra job over and above their basic responsibilities of teaching, and yet they still have to assist in managing IQMS and developmental appraisal processes and there is no incentive, they get the 1% which everybody gets in the school. Definitely there is nothing specific for them as sub-managers in that area (*Thabiso*).

As a respondent to this issue, the district official lamented that the 1% annual increase was not enough as an incentive for such committed educators. The educators being referred to are mainly the SDTs who serve as the nucleus of the IQMS processes at institutional level. From what was said about the ‘unfairness’ in terms of incentives, I noted from the research study that there existed a serious complaint and dissatisfaction from some stakeholders regarding the unrecognized added responsibilities that some educators take charge of without them getting some token of appreciation from powers that be. What basically keeps these teachers as members of the SDT in particular, despite lack of incentives, is tenacious commitment to helping fellow colleagues to develop professionally. It needs to be realized that teachers of their caliber who do not receive merit pay for going the extra mile may respond not trying harder but rather by reducing their effort, thus stifling the process that seeks to empower the educator corps within the public schools from doing their utmost in quality service delivery.

5.6.3 Lack of resources in some public schools

Interviews with one of the district official revealed that lack of financial resources in public institutions of learning was cited as one of the main reasons responsible for the prevention of effective implementation of IQMS in some schools. In respect of this category, the respondent mentioned:

Though reasonably resourced, some managers of schools fail to come up with proper budgeting and prioritization thus stifling the effective implementation of IQMS in schools (*Thabiso*).

The following quote from another respondent confirmed and echoed the sentiments of the respondent above:

The resources are a serious challenge in many of our institutions. It would be very ineffective because sometimes there are no resources. We could plan to develop people, we could plan to improve the school but then if the financial resources are not available then it would not help us (*Makondo*).

In an attempt to take the issue of resources to another level, according to the views of the participants in the study, some schools lacked computers to safely capture information of educators regarding their IQMS scores and the keeping of other relevant appraisal information and records. This notion was also confirmed by majority of respondents to questionnaires who affirmed that lack of resources does negatively impact on effective implementation of IQMS (see Appendix A Section C). Another important resource mentioned by the district officials was evident lack of financial muscle and or lack of management thereof in some schools. One district official added that the implementation of IQMS required a lot of photocopying of documentation. The study revealed that the issue of lack of finances as well as management thereof has serious impact on many schools' budgets. The following quote provides comment on the matter:

School managers who fail to budget properly and prioritize efficiently would help thwart the schools' wishes (*Sipho*)

In terms of responses received from the administered questionnaires regarding the availability of resources in their schools, 68% percent of the respondents were of the opinion that there was a serious lack of fundamental resources such as laboratories, computer centers, libraries, inadequate school furniture and infrastructure which are viewed as constraints that are not conducive to successful and effective implementation of IQMS.

5.6.4 Attitude towards IQMS

This category revealed that lack of motivation and willingness by some educators in becoming part of the appraisal processes was also mentioned as one amongst many factors derailing the effective implementation of the IQMS in public schools. I have noted from the views of district officials that the serious problem of attitude towards the IQMS had a negative effect in ensuring that teacher professional development was up held and sustained. Research from elsewhere has found that the implementation of the IQMS is not yet institutionalized – the successful implementation still relies on the motivation and

efforts of individuals (Class Act Educational Services: IQMS implementation Review, 2007).

The study revealed that some IQMS structures at institutional level do not effectively carry out the IQMS implementation processes. Some school managers who are not champions of the IQMS themselves, do not have a single class to teach and do not even attend the IQMS meetings convened by the district. The study revealed that some school managers, instead of personally attending the IQMS meetings with district officials, actually prefer to delegate such responsibility to other educators. To that effect one respondent explained:

This is a very serious worrying factor to the district office, and further exacerbates in regard to the smooth and effective implementation of the IQMS processes at institutional level (*Makondo*).

This is a matter for serious concern because the school managers are supposed to ensure that the IQMS implementation process is rigorously carried out without glitches. The failure by school managers to encourage educators to implement the IQMS revealed serious weakness in some management at school level, thus demonstrating a negative effect in ensuring that educator professional development was promoted as well as sustained. This brings to question the seriousness with which some school managers esteem the worth as well as the significance of the IQMS process. School managers are to 'set a clear direction' and are to measure the effectiveness of institutional practices including, pivotally, those teachers. They are to ensure that they set demanding targets to which they and their teachers will be held accountable as well as ensuring that performance management, staff appraisal, and reviews are effective improving the quality of provision.

Another significant matter highlighted by one of the district officials related to poorly completed IQMS documents such as the Personal Growth Plan (PGP) and the School Improvement Plan (SIP). These two documents are very important in the professional development of educators' needs, yet the study revealed that very many educators still battle to provide accurate information needed to address their identified needs. This is supported by the following quote:

The PGPs are very important helpful documents but it is clear that too many educators still find it difficult to complete. More often there is very little done in the PGPs to justify scores being allocated to individual educators. On the other hand the SIPs supposed to reflect the needs of both the educators and the schools. However, majority of those submitted only focus

towards the needs of the schools only leaving out the needs of the educators. This is a mess really (*Thabiso*).

The district official further noted that some schools still find it problematic to develop their own School Improvement Plans (SIPs). No doubt that there seemed to be no clear indication given to educators as to how the school intends addressing issues of classroom practice through educators' professional development, and that the very SIPs do not clearly reflect on how the educators' PGPs are going to be addressed. Due to the poor quality of completing these documents correctly, it is abundantly pellucid that the IQMS process has become ineffective and devoid of meaning to a sizeable number of some educators in public schools. Since the SIP is dependent on the PGP, the lack of proper procedure for the effective analysis of PGPs to draw up an effective and meaningful SIP has the potential to thrust the whole IQMS process into inexplicable shambles. An ongoing IQMS training is needed in order to effectively address the challenges experienced by educators during the practical implementation phase.

It is important at this stage to point out that in terms of the IQMS Resolution 8 of 2003, two vital sets of documents are key to meaningful professional development of educators, namely the Personal Growth Plan (PGP) and the School Improvement Plan (SIP). Thoroughly analyzed, these two main documents of educator evaluation should in fact culminate in the accurate identification of needs of all evaluatees at institutional level. However, the manner in which the PGPs and SIPs are being completed clearly do play the efficacy of the whole appraisal process. In one typical case, the study revealed that there were instances where some educators failed to indicate the actual performance standard being addressed.

In another similar case, where the performance standard indicates 'learner assessment' as the performance standard needing improvement, on the contrary the assistance being required is 'curriculum implementation through seminars'. Clearly one was left extremely baffled by this suggestion as it does not address the educator's concern regarding his or her assessment of his or her learners. In the wake of such shocking revelations, what now seemed to be a major concern is that there is clear lack of capacity in terms of some educators' understanding of the IQMS process as well as its original intention and its significance towards educator development. One is left with no option except to inquire as

to whether some educators are aware of the impact of Personal Growth Plan towards their professional development.

5.7 Challenges facing district officials in monitoring and supporting effective implementation of IQMS in public schools

As district officials, all respondents admitted and acknowledged the fact that there were enormous challenges serving as barriers preventing the effective monitoring and provision of support to schools during the IQMS implementation cycles. One respondent mentioned the problems encountered as follows,

One of the challenges is competing programmes which sometimes fail to accord sufficient time to the completion of curriculum as the core business of teaching and learning. Teachers are overwhelmed by pressures of core business and at the same time expected to satisfy the appraisal requirements (*Makondo*).

The other factor cited by some of the respondents was lack of enthusiasm on the part of school managers in terms of proper monitoring of IQMS implementation at institutional level. This lack of enthusiasm and commitment by school managers often delay and derail the IQMS processes without provision of sound reasons for such behaviour. Too many school managers have demonstrated lack of interest in the IQMS process in that more often they simply accept documents from the SDTs of their schools without first verifying the authenticity of such information before forwarding them to the district office. It is indeed the responsibility of the school managers to ensure that justice is being done to every process of the IQMS, particularly at the school level where educator evaluation is expected to unfold. This therefore creates a great deal of loopholes in the system, culminating in the whole appraisal exercise becoming ineffective and devoid of academic development and value for educators in general. The views expressed are supported by the following comments,

Another thing is poor commitment on the side of the manager. If a manager doesn't have a commitment to implement the process then we are going to have serious problems because that particular manager won't be in a position to see to it that there are regular meetings, that there are minutes kept, circle reports at the end of every IQMS circle. So if we don't have such type of things it becomes very difficult for one to try to track progress in terms of implementing IQMS (*Thabiso*).

The respondent further mentioned that some school managers do not understand that they need to be appraised by the district officials as their immediate seniors, thinking that they actually need to be evaluated by another school manager.

The level of development of some School Governing Bodies (SGB) members who can hardly undertake SWOT analysis of their own situations was also mentioned as having an impact towards the IQMS processes in schools. One district official explained that whilst the post-apartheid government has passed new government legislative frameworks within the education system which provide for the establishment of SGBs as well as Learner Representative Councils (LRCs) at all public schools, the IQMS does not in any way seem to provide for any substantive role of these legitimate structures in determining development as well as improvement of public schools.

Another important point made mention of as a contributory factor towards the negative impact of provision of monitoring and support to schools by the district officials was the issue of resources as well as related facilities. The idea that “The Department of Education has the responsibility of providing facilities and resources to support learning and teaching” (ELRC, 2003, 3) fails to explicate precisely as to what resources and facilities are to be provided, how these resources are to be provided, who will monitor and assess the extent to which these resources are relevant, effective and adequate in terms of development of human resources. The district official alluded to further commented that:

Lack of enough Human Resources to observe, monitor and manage the implementation of IQMS in schools was very crucial as IQMS cannot be monitored in offices and corridors of the district offices (*Sipho*).

Another crucial matter that is said to stifle the effective implementation of IQMS at school level is evident lack of Administrative Assistants in most schools to assist with the collecting of all necessary information pertaining to IQMS. This was also cited as having serious impact on IQMS,

Lack of Administrative Assistants in majority of schools hampers the effective implementation of IQMS processes as no records are being kept and to be made readily available whenever needed. More importantly, standardized guidance to schools on the storage of IQMS documents is not available and this renders document management problematic as huge paperwork needs serious storage (*Makondo*).

Indeed many public schools do not have the capacity to manage this important aspect of safe keeping due to lack of space. The study also revealed that this is also the case with some district offices where safe keeping of IQMS documents has shown to be a serious problem which has more often resulted into schools being perpetually inundated with never ending requests in terms of resubmission of same documents previously issued to the district. Once again the issue of proper management and accountability raises pertinent concerns regarding the seriousness with which IQMS is being considered. Essentially, this makes IQMS implementation ineffective for teachers as well as district officials alike as some schools and district offices are not sufficiently staffed and well capacitated in terms of space. In an event of loss or misplacement of such vital documentation, one would wonder who would finally be held accountable for such an unfortunate mishap. With the similar breath, one would be bound to be surprised if the district would have the guts to come up with plans to address developmental needs of the very educators whose captured information remain untraceable.

However, not all the respondents complained about lack of human resources at schools. On the contrary, one district official maintained,

The department is continuously appointing administration assistants in schools which previously did not have them to assist in filing the records properly and availing them regularly when needed. Schools should be budgeting accordingly. They are assisted continuously to budget and to ensure that projects are budgeted for (*Thabiso*).

In view of this stance by the said district official, one can only be hopeful that the district office has perhaps realized the need for proper staffing of schools with relevant human resource so that the Department of Education's envisaged dream for educator development can be realized in the true sense, as this issue in particular poses a serious threat to effective professional development. Another interesting concern raised by one of the district officials as having a serious impact on the effective implementation of IQMS in institutions was an issue around the brain-drain being experienced by several schools as a result of promotion of some educators to higher positions within the education system. This is supported by the following quote:

A factor that I have identified of late is that too many people are moving away from their schools due to promotion. This brain-drain the schools and more often than not we take time training new people because we do not know the effectiveness of the person who comes from elsewhere. So we

need to have workshops to capacitate that particular person to be on par with what you want in terms of the IQMS activities within the cluster (*Thabiso*).

Indeed no single educator can afford not to pride himself or herself with any worthy course that aims to add positive spin offs towards his or her personal development, more particularly when such upward mobility provides monetary incentives and bolster the academic image of that specific individual. However, all would be to the detriment of the education system if gaps that are being created by the movement of incumbents to higher positions are not accordingly replaced by suitably trained individuals whose vision is to take the education of the child to higher grounds. In such cases, it has to be the responsibility of the district officials and other structures of IQMS within the schools to ensure that every single educator spoken of in this regard is taken on board with regard to proper professional development, so that unnecessary gaps within the framework of performance monitoring are immediately taken care of without any delay.

Another district official stated that Developmental Support Groups (DSGs) were a problem in some schools. The respondent maintained that if a school has few teachers, they are bound to solicit help from neighbouring school(s) in order to be in a position to establish a DGS that would accord few individual educators at the affected institution, an opportunity to test their teaching skills through IQMS appraisal processes. It is indeed true that in terms of IQMS documentation, one of the requirements that must be given attention without fail is that in cases such as the one alluded to in the above scenario, there clearly has to be solicitation of help from the neighboring school(s) so that educator evaluation is not at all hindered. Be that as it may, the study revealed that this kind of arrangement has proved to have a very strong potential to disrupt the normal teaching and learning programme in the school from which a DSG must be solicited. The question being posed is how fair IQMS policy implementation would be to those innocent little ones who would be faced with the prospect of not receiving tuition on that day that their affected teacher(s) would not be present for provision of teaching.

5.7 Summary of findings and conclusion

In this chapter, I have presented the empirical research findings drawn from the participants. These research findings were derived from the interviews conducted with district officials as well as from questionnaires given to members of the SMTs, DGSs and SDTs from various public institutions of learning. The data was coded and emergent

themes that surfaced from the data was categorized and presented as findings of this research study. The data collected clearly indicated that there are still serious hiccups that are being experienced by the district officials that hinder the effective implementation of IQMS in public schools. In the next chapter, the researcher will identify and discuss the findings that arose from the presented data in the preceding chapter. I will further link the data with the research findings from other related studies, and the theoretical framework that substantiates the study

CHAPTER SIX

ANALYSIS AND DISCUSSION OF FINDINGS

6.1 Introduction

In the preceding chapter, I presented gathered empirical data from key participant interviews with district officials, questionnaires administered to the School Management Teams, the Support Development Teams and the Development Support Groups responsible for the appraisal process of teachers at school level, as well as from observations recorded in the researcher's reflective journal. From the presented data, themes and categories emerged (Table 5.1). In the first theme, I describe how knowledgeable district officials and the SMTs, the SDTs and the DSGs are in terms of the purpose, principles, processes and procedures of the IQMS. For the four themes, I presented and described how district officials value, manage, monitor and navigate through the various challenges relating to the effective implementation of the IQMS in public schools. From the findings, it was clear that the implementation of Integrated Quality Management System in public schools is still confronted by a plethora of challenges which impact negatively towards its efficacy.

The purpose of this chapter is to analyze and discuss the findings that emerged from my research study; to compare and contrast these findings with findings from the literature review and with findings from the theoretical framework of my study. The chapter ends with a summary of discussion on findings as well as conclusions of the study.

7.6 Echoing the literature

This section briefly explores the concept of performativity by showing how performance management is being carried out within the education systems internationally as well as nationally. It will also briefly elucidate and outline the subjection of teachers to a continued system of inspection under the idea of "performative society". The section will also pay a brief attention to similarities and differences in terms of how teacher evaluation is conducted nationally and internationally. Since my study draws on the idea of "performative society" as postulated by Power (1999), in this section I examine the themes and categories from the study in relation to how district officials go about ensuring effective monitoring and support to public schools in terms of the implementation of the Integrated Quality Management System. Performative society describes a regime in which

frequency of inspection and the sense of educators within a specific academic milieu are being perpetually subjected under inspection, thus leading educators to perform in ways dictated to by the discourse of inspection in order to meet the specific performance standards. According to Perryman (2006:150), performativity is about “performing the normal within a particular discourse”. As propounded earlier in the study (see 2.6), performativity is a term first used by Lyotard in 1984 to suggest the obsession of postmodern society with efficiency and effectiveness and that this efficiency is increasingly ‘measured according to an input/output ratio’ (1984:88). Since the conceptual framework of this study is premised on the level of efficacy of district officials in regard to the monitoring and provision of support to teachers in the implementation of the Integrated Quality Management System in public schools, the study revealed that South Africa seemed to meet the international expectations and standards in as far as work inspection in public schools is concerned. Nationally speaking, the obvious existence of educational statutory and policy frameworks that seek to oversee teachers’ performance have since been in place following the dawn of the new political landscape post1994.

This statutory move has also led to the establishment of educational bodies such as the Education Labour Relations Council (ELRC) and South African Council for Educators (SACE). The purpose of the ELRC is to accord educator formations (teacher unions) the opportunity to engage with the National Department of Education representatives around education policy issues, as well as the creation of a platform for a discourse regarding conditions of service for educators. SACE is a statutory body responsible for the formulation and regulation of policies regarding Code of Conduct for educators.

As part of the global community, South Africa has exemplified the international education trend with regard to ensuring that quality education is provided to the beneficiaries through quality teachers. Through the Education Labour Relations Council (ELRC), a discourse between the National Department of Education (NDoE) and nationally recognized teacher formation representatives came up with the concept Integrated Quality Management System (IQMS) as a response to effective performance by teachers. This was an educational endeavour to meet the international education standard performance management and performance appraisal which is without doubt the primary characteristic of globalization.

6.2.1 Common elements and trends

Gurr (2006: 2) notes that, ‘in recent times there has been intense interest in most parts of the world to create systems for monitoring school performance’. This assertion is supported by Khosa (2010: 2) who posits that ‘generally speaking, national inspection and evaluation systems are concerned with improving education, learner achievement (or school outcomes) and institutional performance. However, their purposes, approaches and consequences differ from one country to the other’. Khosa (2010: 2) further maintains that ‘the purposes of different evaluation systems include: establishing the value of the investment made in education (accountability); identifying areas that can be improved; benchmarking improvement; and establishing how the system works (research) and how it can be changed’.

Findings from the current study are consistent with those of the literature, in that all the cited countries in this study seek to maximize teacher performance through professional interaction with teachers by means of constant classroom observation, and thus providing meaningful feedback to improve instructional performance. A striking similarity between the South African context on teacher performance evaluation and the international communities is largely found in the use of words such as “accountability”, “performance measurement”, “monitoring” etc to refer to the process of determining the quality of education in schools. Undoubtedly, it can be inferred that ‘performativity’ is therefore a useful tool in ensuring that teacher quality performance is maintained at all times. It is now obvious that without the use of the ‘performativity’ lenses, ordinarily, issues of quality management in schools world-wide might not be fully comprehended.

6.2.2 Differences and trends

Around the world, school accountability systems vary due to the community values and the political and cultural influences within particular countries. In support of this notion, the data collected for the study revealed that the only area of variance that emerged from the findings is mainly on the ways being utilized by various countries in carrying out the observation of teachers at a given time. To that end, the study has revealed a few differences in relation to the methods utilized by the countries under review toward conducting their own teacher performance management systems. A review of literature reveals that differences between countries predominantly concern the follow-up after school inspection, and the legal consequences of a school either failing to comply with

regulations, or performing at an unsatisfactory level according to the school inspectorate (Lockheed & Verspoor, 1991). However, unlike other international communities cited in the study where students and parents are by law permitted to actively participate in holding teachers accountable for quality education delivery by means of educator evaluation processes, the South African IQMS model diametrically disregards such an important stakeholder involvement in respect of determining educators' ability to deliver quality education in public schools. The current study revealed that teacher performance management is currently being conducted and given effect through the establishment of various internal (school level – SMT, SDT and DSG) and external (district officials) IQMS structures in terms of Education Labour Relations Council (ELRC) Resolution 8 of 2003.

It has to be recalled that educator appraisal in South Africa has actually come out of a tumultuous past. The apartheid-based inspection system of the 1980s dissipated out of existence and was consequently replaced by developmental appraisal (DAS) in 1998 pursuant on the dawn of a new democratic dispensation. The year 2003 witnessed DAS paving way for a more broad educator appraisal system called Integrated Quality Management System (IQMS) which detailed three IQMS systems – Developmental Appraisal (DAS), Performance Measurement (PM) and Whole School Evaluation (WSE), with each system having its own distinct purposes.

For example, the aim of DAS is basically to appraise individual teachers in 'a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development' (Department of Education, 2003c). On the other hand, PM aims to 'evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives' (ibid), whilst WSE aims to 'evaluate the overall effectiveness of a school including the support provided by the district, school management, infrastructure and learning resources as well as the quality of teaching and learning' (ibid). 'It is understandable that the purposes of this ELRC Collective Agreement 8 of 2003 (Department of Education, 2003c) were not fully understood given the vacuum that had existed in educator evaluation in South Africa' (Class Act Educational Services, 2007:38). In line with the findings of this study, it is therefore argued that 'performativity', as originally proposed by Power, has largely motivated many countries of the world to intensify performance management within the education arena.

7.7 The navigation

There are several perspectives on and dimensions to the understanding of IQMS as the current teacher evaluation model within the South African context; these are explored in the following section.

6.3.1 District officials' comprehension of IQMS

Since one of the main objectives of this study was to ascertain the extent to which the district officials were knowledgeable regarding the purpose, principles, processes and procedures of the Integrated Quality Management System (IQMS), it was discovered that most of the participants in the study have in no doubt demonstrated a wealth of insight regarding the above as outlined in the ELRC Collective Agreement Number 8 of 2003. This study therefore indicated that the district officials who participated in the research were very informed about the contents of the IQMS policy document. Findings in the current study reflecting district officials' understanding of IQMS as well as related processes were consistent with the literature. Research on the roles of district officials (Narsee, 2006) found that policy issues dominate district functions. The current study therefore suggests that much is being done to keep district officials abreast with policy understanding and implementation.

The current study has discovered that the most fascinating response given in terms of this theme is that all district officials who participated in the investigation maintained that the existence of IQMS was a quality assurance measure, with the objective of ascertaining that there was a consistent standard of excellence in the public institutions of learning in South Africa. They hold the view that IQMS seeks to support and work with teachers as they appraise themselves with their peers in terms of their performance in teaching and learning in South Africa. The study seemed to reveal that these district officials consider IQMS as an enterprise of improving the quality of education in our country. In terms of the study, district officials are of the opinion that IQMS is meant to improve the performance of our teachers, learners and of our schools in general (see 5.2.1). Their view supports the findings in literature that evaluation systems are concerned with improving education, learner achievement (or school outcomes) and institutional performance (Khosa 2010). However, what needs to be identified and verified by the study is whether district officials are able to put theory into practice. No doubt that all these sentiments by district officials express their wealth of knowledge in terms of their understanding of what this process

actually entails. The next theme deals with how the various school-based IQMS structures understand the imperatives of teacher appraisal instrument within the South African context.

6.3.2 How informed are the SDTs and DSGs?

It appeared from the study that while district officials demonstrated sufficient knowledge of the purpose, principles, processes and procedures of IQMS, conversely, it has been discovered from the questionnaires administered to the SDTs, SMTs and the DGSs from the three sampled schools within the Temba District that the opposite was true. While they particularly knew the purpose of IQMS, the study revealed that the members of the school-based IQMS structures maintained that they did not receive sufficient assistance from their district officials regarding this appraisal process for them to be confident enough to claim a full understanding of the principles, processes and procedures of IQMS (see 5.2.2). As discussed in this study, reflections from the questionnaires showed that this vivid lack of confidence with regard to their understanding of some IQMS processes can be attributed to insufficient training received from the district office. It is undoubtedly evident that the implementation of IQMS, like other policies, placed serious demands on the teachers with regard to knowledge and understanding of this appraisal policy. The study revealed that teachers were expected to act as interpreters cum implementers of this policy.

According to the study, one can infer that the different responses received from participating teachers to the research study on their understanding of this theme is a clear indication of a shallow comprehension by educators of the intention of this appraisal process in terms of their professional life. Although teachers were able to show recognition of some elements of IQMS, it does not imply that they are necessarily demonstrated in their actual practices. As indicated previously, this evident lack of proper understanding of this developmental process could be attributed to the two days cascaded training and advocacy offered to educators at the beginning of the ‘selling’ of the IQMS concept to educators serving within the public schools.

The study revealed that poor understanding of the relevant IQMS processes and procedures by some teachers has culminated into lack of, among others, the capacity to properly complete the individual Personal Growth Plans (PGPs). This clear lack of confidence on the part of teachers is supported by Thabiso (see 5.6.4) who maintains that many educators

still find it difficult to complete this important document. Thabiso (see 5.6.4) further maintains that very little is done in the PGPs to justify scores being allocated to individual educators. The policy on IQMS states that after each appraisal and after the post-evaluation meeting with the DSG, the teacher must make it a point that he or she reviews his or her own PGP.

While this aspect of the appraisal process accords the teachers an opportunity to undertake some introspection, and to rethink their needs with a view to grow and develop their own teaching skills, this exercise becomes very cumbersome for an ordinary teacher who, from the outset, finds it very difficult to grasp the full intent of this document. I observed that many teachers are still battling seriously in terms of completing this vital document. In fact, the PGP is supposed to be a pivot around which other IQMS processes revolve. This is where the IQMS school structures, through the assistance of district officials in charge of the IQMS, should be playing a role of ascertaining whether the correct procedures are being followed by both the appraiser and the appraisee.

In contrast to the revelations of this current study, literature on teacher performance management indicates that in the United Kingdom for example, schools are strongly encouraged to record the outcomes of their self-evaluation in Ofsted's online self-evaluation form (SEF) for schools. They are also encouraged to update this SEF in line with the school's own review process. Additionally, schools are encouraged to submit their SEF each time it is updated for quality assurance purposes, and to provide high-quality and timely communication to schools. These findings differ from those of the current study where it has been discovered that lack of resources still hamper the effective progress of IQMS in several public education institutions within the South African context. In terms of the findings of the current study, one can infer that this problem of improper filling of PGP forms as experienced by many educators in South African public schools is as a result of the one to two days IQMS superficial training offered to teachers. One seriously wonders how quality performance by teachers can take place in public schools as envisaged by the department of education, when teachers are simply left out in a lurch without properly addressing a problem which can unlock progress geared towards their development.

The study also revealed that it is not the PGP only that many teachers find difficult to navigate through. The School Improvement Plans (SIPs), which indicate the support

needed by an individual school and the Lesson Observation Instrument (LOI), are still serious problem areas. These significant documents are meant to capture vital information which would serve as the only tangible means of establishing points in educators that needed to be addressed. These are documents that would hopefully come up with solutions intended to resolve gray areas experienced by educators, thus drastically improve and perhaps sharpen their teaching skills with a view to make them effective curriculum implementers. As a worst case scenario, Thabiso (see 5.5) reiterates the findings of this study by maintaining that 75% of schools do not complete the lesson observation instrument. He further explains that “where there is no information in the lesson observation instrument there is no full implementation”. Undoubtedly, the issue of training shares part of the blame in this respect. The study supports the findings of Bisschoff and Mathye (2009:401) who maintain that “because of the unsuccessful advocacy of the IQMS instrument it was not understood and that resulted in teachers not being empowered to manage the flow chart to complete the PGP and SIP. The teachers who attended the IQMS advocacy sessions did not understand its content”.

Besides this hiccup, it is my view that if district officials were to be present at schools during each educator IQMS cyclic implementation, teachers as appraisees would have a good sense of pride to realize that they were being fully supported by powers that be. Due to evident lack of support and absence by district officials during the IQMS classroom observation process, one can assume that areas in teachers that need to be addressed for improving their efficiency during teaching and learning are being extremely compromised. The question one needs to raise is how then can the department of education claim to have established an effective teacher professional development strategy when incorrect means to do so are left to continue plunging the education system into a never ending devastation? The study seemed to show that teacher development, as envisioned to be carried out by the department of education through IQMS, will never accomplish its mission if not immediately addressed.

No doubt that the failure of the effective implementation of IQMS in public schools is due to many constraints. But in terms of the findings of this study, the pivot cause can be attributed to lack of capacity at both the levels of the district and individual schools. The current investigation is supported by findings of Class Act Educational Services (2007) commissioned by the national Department of Education to undertake a review of the

implementation of IQMS in schools that there are challenges around the human capacity required to implement the IQMS. Their study found that there is a lack of capacity at all levels—from the highest levels within the national Department of Education, through various administrative levels in provinces and districts, to the level of individual schools. Their research findings further revealed that the quality of the IQMS results is problematic. Documents are often incomplete or inadequately filled in. As a result, the data obtainable from these documents is neither valid nor reliable.

To demonstrate the problem, the IQMS was expected to be implemented in 2004 with all the structural and other arrangements being put in place before 2004. Unfortunately teachers as policy implementers received a one day advocacy and training conducted at the same time at different clusters. Given this cascading model, it was rather very ambitious of the education department to expect one day ‘training’ to miraculously produce adequate efficacy from educators in terms of effective implementation of this process.

Clearly, when advocacy and training sessions started, different appraisal processes were not thoroughly addressed because the whole exercise was a mere cascading of information. Resultantly, the current study revealed that this culminated in majority of teachers not being well versed with the implementation of the IQMS as an appraisal tool, thus making teachers to view and regard the process as another form of surveillance of their work performance. To teachers, the IQMS became a threat which resulted in anxiety, stress and insecurity which served to reinforce existing negative attitudes to lesson observation. This legacy is to be expected given the historically hierarchical authoritarian approach of inspection systems in South Africa. Admittedly, while this approach belongs to the past apartheid political regimes, it has engendered fears and negativity which have generally not been forgotten by many South Africans, particularly educators.

The process of training of teachers on the IQMS was initiated by the National Training Team (NTT) which was responsible for clarifying all issues regarding training and for the development of the training manuals. These training manuals would then be used by the NTT to train the PTTs (Provincial Training Teams). In turn, the PTTs would be responsible to train district personnel who would in turn train clusters of educators from clusters of schools. All the training on IQMS was a once-off event received in one to two days in majority of districts, mostly with lecture methods being used to put across what

needed to be carried out to teachers as there were no space and time available for breakaways into small groups for discussions and consolidation of shared information. Clearly this type of ‘training’ cannot be regarded as ‘training’ in a true sense, but rather as advocacy, as majority of teachers were left dissatisfied with what was provided to them on the day set aside for training. Inherent in this cascade model is that training was normally not provided to all teachers as policy implementers, but rather to a selected few who must in turn provide training to the rest of the teachers at school level. Given this scenario, the IQMS process is bound to experience hiccups in regard to its effective implementation in that participants would reinvent the system due to lack of standardization at all training sessions. The whole exercise becomes susceptible to different interpretations by different ‘trainers’ Class Act Educational Services (2007), such that standardization is diametrically compromised. As a result of this cascading model, the study revealed that in terms of their responses to the questionnaire regarding the purpose, principles, processes and procedures of the IQMS, 25% of the SDTs and DSGs mentioned purposes other than DAS, PM and WSE in relation to the IQMS. No doubt that this was indicative of their inability to effectively implement the process that sought to develop them professionally, thus bringing to question their role as effective overseers of the IQMS at institutional level.

Current investigations revealed that when articulating their understanding of the purpose, principles, processes and procedures of IQMS, teachers involved in the study made references to teacher development as the main objective of this process. Their inputs revealed that they also had to work through certain contradictions as they attempted to demonstrate their familiarity with the IQMS policy document. Reverting back to district support, the study revealed that this clear lack of support from the district officials has contributed to educators becoming less confident about what they do at schools in respect of quality education delivery. The study also revealed that teachers as policy implementers are left apprehensive about being ‘on the correct footing’ with regard to the effective implementation of the IQMS processes.

Another crucial dimension emanating from the study is that while many teachers were keen to operationalize IQMS, they still find it very difficult to honestly engage in self-evaluation as the first and basic element of this evaluation process. Carlos (2008) posits ‘one of the significant shifts in educational thinking seems to be towards a collaborative, self-evaluation model, rather than one which is predominantly externally imposed’. The

current study revealed that this is generally inconsistent with what prevails in the body of literature. To elucidate this, in terms of the IQMS policy document, a teacher must first undertake an evaluation of himself or herself prior to embarking on any other next step of assessment being the pre-evaluation discussion with the DSG members. Through self-evaluation, IQMS seeks to urge teachers to evaluate their performance before being subjected to moderation by the DGS.

The idea and the spirit behind this arrangement is to allow the appraisee space for soul searching and thus reflect on what he or she is able to do or not to do well during the teaching and learning process and allocate the relevant score. The study revealed that this basic requirement is not being fully honoured in schools where IQMS is being practiced. Barber (1997) is not dubious in this regard “the essence of a successful organization in this post-modern world is the search for improvement, and effective self-evaluation is key to it”.

By not taking the seriousness of self-evaluation into consideration, Weber (2005) contends that, “The IQMS ... reinforces the existing hierarchies of control and line management within schools”, thus discouraging the development of an ethos of self-evaluation Carlos (2008). The current study showed that where this is being done, teachers do it for the sake of doing it, and not necessarily because it would benefit them in terms of development. The findings in the literature Ofsted (2009) were not similar to the current study, which indicated that in the United Kingdom schools inspectorate takes care and account of schools’ self-evaluation. Carlos (2008) argues that “if this is the case, the basic principles underpinning school self-evaluation would almost certainly be undermined”. This study agrees with the findings by Smith (1997) who sees self-evaluation as a means by which schools can regain their professional image and status so as to become centres of effective learning and teaching.

Equally significant is the startling revelation by this study that the pre-evaluation and the post-evaluation discussions between the appraisee and the relevant DSG seemed not to take place quite effectively as required by the IQMS policy. It is crucial to point out that though taken for granted by several teachers in various institutions, pre-evaluation meeting with the DSG supposed, not only to secure an appointment for evaluation, but to assist the appraisee to understand that the process is meant to identify and help to deal with areas that

need urgent attention. In regard to post-evaluation discussion, the study revealed that most appraisees seemed unsure about the importance of this part of IQMS process.

By its very nature, post-evaluation discussion between the appraisee and the DSG evolves around feedback and discussion of what emerged from the evaluation. This process helps to elucidate what were the gaps during classroom evaluation and to provide support. This is essentially an area where the DSG and the appraisee raise matters relating to contextual factors which may have impacted on his or her performance. In terms of the findings of the study, despite this very crucial explanation of the fundamental purpose of the pre and post evaluation discussion, most DSGs do not play out this role, thus relegating teacher development to the level of insignificance.

6.3.3 How beneficial is IQMS to schools?

6.3.3.1 What value do district officials attach to IQMS?

In trying to understand how district officials value IQMS with regard to teacher development, the study revealed that the identification of teacher needs was foremost and critical. It is very critical that we identify the needs of teachers that must be developed in the school Siphso (see 5.6). The study also seemed to indicate that identification of teacher needs can only be effected if teachers implemented IQMS to the letter Thabiso (see 5.6). Makondo (see 5.6) insists that the effectiveness of IQMS relied heavily on the teachers' common understanding of this evaluation tool. Against the views expressed by the district officials pertaining to this theme, it is apparent that as teachers interact with teaching and learning, it is expected that they would experience challenges with regard to effective teaching. Due to continued policy and curriculum changes and related developments, it wouldn't be surprising to expect different perceptions from teachers with regard to these developments.

The study has established that while it is a very good thing to identify and address the needs of teachers during appraisal, what seemed to de-link this noble endeavor from those that need professional intervention and development is lack of immediacy in facing these challenges head on. In terms of the study, while IQMS is a good appraisal and developmental policy, it has in most instances failed to attend to the identified individual needs of teachers. The study showed that since its inception and subsequent implementation, district IQMS coordinators have not as yet addressed significant number

of areas of weakness on the part of teachers as indicated in their respective PGPs. This study agrees with the findings by Narsee (2006) that other contending administrative functions engage much time and energy of district officials. Due to this evident lack of district intervention, it is clearly obvious that effective teacher performance is being seriously compromised by the powers that be. It is disheartening to point out that the necessary support to needy teachers seemed to have been ignored by district officials at the time when external intervention was crucial. In contrast to the findings of this study, international literature revealed that Ofsted focuses on the needs of schools by providing high-quality and timely communication in schools through identifying precise actions to underpin recommendations Ofsted (2009).

In terms of the findings, the view expressed by Makondo (see 5.6) that the efficacy of IQMS hinged heavily on the common understanding of this appraisal policy by teachers provides a clear cut revelation as to the state of affairs regarding the status of the effective implementation of this policy. In this respect, it cannot be doubted that the study has revealed that many teachers are still grappling with the intents of this appraisal system. This therefore calls for the immediate intervention on the side of the district to provide assistance to teachers with a view to remedy this noxious malady, and prevent it from spreading even further. From the literature, the study seemed to support the overwhelming consensus that the objective of evaluation is to raise and maintain standard. However, the evident contesting administrative interests facing district officials suggest that, in the words of Narsee (2006:225)

They spend most of their time on administrative, monitoring, and policy compliance activities, rather than school development activities derived from the problems of schools themselves. The agenda and programmes of district officials derive more from the ‘top’ than from the ‘bottom’.

A review of literature in this field of study showed that MacBeath (1999) supports Narsee (2006) in Khosa (2010) by arguing for a bottom-up evaluation design whereby a school’s self-evaluation precedes external evaluation. If this condition is left to continue and not dealt with swiftly by the district, teachers would be left out and ignored such that the education system will successfully fail the nation it purports to provide quality education to.

Perhaps at this point we need to remind ourselves that the IQMS policy is purely meant to assist in the professional development of teachers stationed in public schools. The phrase ‘professional development’ must not be misconstrued and taken for granted. It calls for continued re-skilling of teachers, thus making them feel very confident in the discharge of their services to learners. If district office demands to see the discharging of quality learning and teaching as well as improved learner results, then it needs to support the schools so that they are able to be thoroughly productive. No doubt that this support assumes a plethora of morphology, but the more important and pressing one is support in terms of provision of capacity building in intensive training workshops, aimed at ensuring proper and common understanding of IQMS by all the cohort of teachers employed in public schools.

As a teacher evaluation instrument, it cannot be argued that IQMS is undoubtedly a policy with very good intentions. However, the hiccup is with regard to implementation and subsequent monitoring and support. At this stage it is very necessary to indicate that in terms of the study, there is general agreement that the failure in the education sector is not in the area of policy formulation, but of policy implementation. The current study acknowledges that while the national and provincial education departments have registered significant success in formulating empowering policies, their implementation by schools has been thoroughly disappointing. The wide gap that has since manifested itself between policy formulation and implementation has been regarded as the core reason for the failure of transformation in education.

The study by Chinsamy (2002) holds the view that in his analysis of the problem of sustained change, Michael Fullan provides two very important conclusions. In terms of his first conclusion, he concludes that sustained improvement requires serious restructuring of the school, the district and their inter-relationships, and that schools and districts will never be able to manage innovation without radically redesigning their approach to learning and sustained improvement. With regard to the second conclusion, he states that schools cannot redesign themselves, and that districts play an important role in establishing the conditions for continuous and long-term improvements for schools (Fullan, 1992: 209).

Furthermore, the study discovered another dimension that the IQMS policy as teacher appraisal instrument has not realized its intentions in various public schools because

district officials do not seem to co-operate with each other since each official belongs to a specific unit assigned to perform specific roles. The study revealed that this renders effective communication and cooperation within the various district units very problematic, such that teacher development is significantly compromised. This prevailing condition has resulted in what I would coin ‘blame apportioning’ and passing of the buck. The findings of this study revealed that while different district units serve different functions, there exists a trend of pointing of fingers at one another when certain duties have been undermined. These findings in the study are consistent with literature. Research on the role of district officials (Narsee, 2006) found that the structural conditions of districts hamper their ability to provide the professional services required by schools.

In an attempt by the study to understand why the district has been unwilling or perhaps to be polite, sluggish and averse to address areas of need as indicated on the PGPs of various teachers, Siphso (see 5.3) has pointed out that while the HRD was in charge of providing teachers with development, the problem was budget constraints. The findings of this study are supported by the findings of Narsee (2006), who argues that

Districts do not receive a total budget which they can manipulate themselves for the implementation of their programmes.

She further maintains that

District offices have limited autonomy with respect to the use of their budgets, both in terms of decisions regarding the allocation of budgets to programmes, and in terms of budget administration.

Given these findings, the assessment that one can make is that there is nothing very disturbing and annoying than to exert pressure on teachers to have their performance evaluated and do nothing to work on improving and developing them in terms of the outcomes of their assessment. To cite finances as a debacle to the development of teachers is not palatable news. Is this perhaps the state’s bureaucracy?

Clearly, one is tempted to agree with the general notion that the bureaucracy of the state’s departments is well known for its delays in addressing issues related to teacher development, with the result that this culminated into serious low morale in school staff and other forms of discontentment. If lack of training for teachers in need of development is as a result of bureaucratic red tape, then what is the intelligence behind the formulation of good and empowering policies by the powers that be?

The study has also discovered that the reason for the delay in the provision of (INSERT) in-service-training for teachers was the incalculable numbers of those individuals whose needs have to be addressed. This brings the study to the discussion of resources. How does the district plan? Or is there planning at all? Is it perhaps because of the typical bureaucratic red tape evident in various corridors of the state? More than anything, the study revealed that evident lack of financial planning seemed to be the answer to the delays in the provision of teacher development, particularly in respect of IQMS. It must be pointed out that if training needs of teachers are not rigorously addressed by district officials responsible for IQMS, then effective teaching and learning will not be achieved.

As articulated in the survey, the findings revealed that the SDTs and DGSs who participated in the research study confirmed that another teething problem that impacted negatively on the smooth unfolding of the IQMS process in public schools was lack of involvement of district officials in the proper moderation of allocation of scores after teacher performance evaluation. The current study showed that 80% of the above school-based IQMS structures strongly feel that for the sake of the validation of the scores of appraisees, the hands-on involvement of external moderators in the IQMS process was very crucial. According to the findings of the study, the teachers maintained that the presence of district officials during and after IQMS classroom observation was pivotal in ensuring fairness, objectivity, validity and transparency in the whole process, particularly in regard to allocation of scores.

The study seemed to reveal that the SDTs and the DGSs were not comfortable with the scoring process without the active involvement of the relevant district officials, whose role in the process would be that of real quality assurance and support to appraisees. This is in direct contrast with international literature which revealed that Ofsted ensures that inspections are of high quality and rigorous. The findings of this study suggest that the SDTs and DSGs seemed not to have a sense of confidence in what they do, since they have already expressed some uncertainty regarding their depth of knowledge regarding IQMS. It is therefore of necessity that district officials should render full support to public schools with the view to building confidence in the SDTs and DSGs regarding their role during the IQMS process.

It also emerged from the study that lack of induction of new teachers in respect of IQMS derailed its effective implementation at school level. It must be pointed out that though it is clearly the responsibility of the SDTs and the DGSs to ensure that they induct new entrants with the IQMS processes and requirements, one can but understand that these structures seemed to convey a clear message that they too need to be re-skilled in terms of efficiency with regard to IQMS. It would appear that a train the trainer workshop and coaching seem to be real necessary so as to bolster certitude in the SDTs and the DSGs in order for them to execute their roles and responsibilities with aplomb. These school-based structures cannot be blamed for raising this alarm. In terms of the findings of this study, the blame can only go to the one to two days ambitious training offered to them on IQMS.

The current study produced findings that this inadequate training seemed to have plunged the internal IQMS structures into a deep end, hence the obvious lack of confidence in this appraisal instrument. Findings in this study are consistent with literature which reveals that most districts do not have the requisite capacity to support schools (Khosa, 2010). In terms of this study, the SDTs and DSGs seemed not confident with the overall expectations of IQMS policy, such that the ability to conduct an induction of new entrants to the education system becomes practically impossible. One can but infer that the IQMS policy expects more from the SDTs and DSGs who seemed to possess little understanding in terms of internalization of this process. For the confidence of the SDTs and DSGs to be bolstered and heavily increased on IQMS issues, it is the proposal of this study that the district officials need to undertake an ongoing capacity building workshops on this teacher assessment process.

6.3.4 Issues of management of IQMS

It has to be stated up front that for every existing policy to succeed in achieving its objectives, the management thereof plays an enormous role in this regard. Management strategies geared towards the efficacy of policy implementation must be thoroughly outlined. This theme, by means of identified subsequent categories, hopes to unravel what district officials participating in the study claim needs to be considered when managing the implementation of IQMS in public schools under their care. Under this theme, the study will foremost begin to address the factor of attitude by teachers towards IQMS. In terms of the study, this category seemed to have been the main factor overwhelming the interviewed district officials and was an area for serious concern.

6.3.4.1 Teachers' beliefs and attitudes

In terms of the views of participating district officials regarding what they considered to be very significant in the management of the IQMS processes in schools under their jurisdiction, the study revealed that the attitude of teachers had an important bearing on the management and subsequent implementation of this appraisal process. Significant research supports the notion that teachers' beliefs and attitudes towards performance appraisal has "traditionally been associated almost exclusively with school inspectors, powerful officials who hover on the fringes of schools and intrude into them from time to time to evaluate and pass judgement" (Carlos, 2009). This finding concurs with that of Danil (1998) in the United Kingdom with regard to the teachers' beliefs and attitudes relating to school evaluation. Indeed, the display of attitude towards evaluation is rooted in the erstwhile apartheid regime in South Africa, where teachers were assessed through the inspection system by means of subject advisory services (Class Act Educational Services). Literature on teacher inspection revealed that this system was too punitive and never brought about support towards teacher development as well as school improvement. Given this condition, the current study concurs with review of literature in that it is still problematic for some teachers to trust any evaluation of performance, particularly by external moderators since they associate this endeavor with surveillance of their work and nothing else. The current study cannot afford to ignore the fact that prior to 1990, 'black' schools, "... experienced a long history of unfair and illegitimate school inspection, a legacy that has made them suspicious of any claims to benefits of any form of school inspection or monitoring" (de Clercq, 2007). The fears of evaluation by teachers seem to be created by the whole consideration of enforcement of sanctions built into the concept of 'accountability' if one failed to meet the requirements associated with evaluation. This conclusion is consistent with observations made by Grobler *et al* (2002:169) who point out that evaluations do cause anxiety.

The IQMS policy was introduced as a result of joint venture between the National Department of Education and recognized teacher unions. The study revealed that despite mixed feelings among some teachers regarding its existence and significance, teachers have no alternative but to undergo performance assessment tests. According to the study, this culminated in instances where there was an evident "buddy-buddy" attitude amongst teachers and their peers when it comes to classroom observation Siphho (see 5.4). The study revealed that the ultimate intension of this arrangement is to allow peers the opportunity of

allocating inflated scores to fellow appraisees in return for similar favours. This finding is contrary to literature on teacher performance management which encourages collegiality among teachers, particularly when it comes to issues of educator appraisal. It is evident therefore from the findings of the current study that IQMS has not been fully institutionalized and internalized by some teachers. Such teachers are clearly not motivated to accept this process, thereby depriving themselves the opportunity to add value to teaching and learning.

While it is apparent that some peers feel confident and comfortable working in assessment teams (DSGs) of their own choice, teachers too have the obligation to display fairness when establishing these teams. It has to be invigorated that be that as it may, teachers owe it to themselves to ensure that ultimately the innocent learner should not suffer in terms of receiving quality education. It is the objective of the IQMS policy to develop teachers and to make it a point that appraisal of one another's performance results in development and mentoring of their pedagogical skills. Given this set up, the study seemed to suggest that the best way possible in ensuring that peer assessment teams are properly established is through the involvement and guidance of district officials in the whole process. This finding is consistent with observation by De Grauwe and Naidoo (2004: 12) who hold the view that

Schools simply need more than information on their performance; they also need guidance on how to improve and support while attempting such improvement. When evaluation is simply limited to information, it will be of little help. When it consists mainly of informing the public of school results it could actually be harmful ...

When present, district officials would provide assistance and advise to teachers thereby simultaneously pledge their support and monitoring of the IQMS cyclic implementation in schools. From this it would also appear that teachers do not seem to understand the existence of all IQMS processes (DA, PMDS and IWSE). It is proper to indicate that district accountability structures as well as efficient monitoring mechanisms should be re-looked into so that value is added in the provision of support to schools. This can, among others, ensure that common understanding among teachers of the need for the existence of these important elements of IQMS is effected, and then the appraisal process would unfold quite easily such that teachers would value IQMS as a developmental process rather than a

scare crow. District officials must ensure that they convince teachers about the significance of IQMS and long term benefits associated with it.

6.3.4.2 Effective IQMS monitoring and implementation

6.3.4.2.1 How is it being defined?

In terms of this theme, the main point of investigation was to establish the level of understanding of the definition of effective IQMS monitoring and implementation. The intriguing part regarding what district officials participating in the investigation raised as being of importance in this theme is that there has to be IQMS structures in place. To me, the articulation of this common response by the interviewed district officials showed that this is one common challenge they are faced with when it comes to monitoring and implementation of this process in schools. The structures alluded to are the SMT, the SDT and the DSG. All interviewed district officials were very stern when it comes to this issue. They maintained that for IQMS to be very successful, these important school-based structures would first have to be established as they are part of the main drivers of this evaluation process. In addition to this, according to Makondo (see 5.5) it would appear from the study that once these structures were established, it would then be possible to monitor IQMS effectively.

Thabiso (see 5.5) expanded this view by pointing out that there must be structures in place in order for them to be able to manage the effective implementation of IQMS. He further maintained that even if these structures were in place it would be pointless for them (structures) to operate if there were no management plans to guide and direct their roles and functions. According to the requirements of the IQMS policy, the main school-based IQMS structure responsible for the drawing up of the IQMS management plan is the SDT. Once this structure is in place, it is the responsibility of the SDT coordinator to ensure that the management plan is drafted and operationalized. This must detail all IQMS implementation activities for the whole year.

After drawing the annual IQMS management plan detailing deadlines for educator self-evaluation, deadlines for completion of PGP etc., then the SDT coordinator would then have to avail it to all teachers for subsequent implementation. In terms of the study, Siphon (Interview) further mentioned that a 52 paged document given to schools outlining standards and criteria to be followed by appraisees during IQMS cyclic classroom

observation served as a means to assist the implementation process. However, the study revealed that despite this benevolent gesture by the district, 75% of schools within the district were still experiencing difficulties particularly with reference to proper completion of lesson observation instrument.

According to the study this is a very worrying factor that militates against the concerted efforts by the district in ensuring that proper and effective implementation of IQMS unfolds. Once again it is the contention of this study that if serious measures to curb this problem are not put in place, IQMS would be but just mere tokenism by the Department of Education that will never achieve its good intentions. In terms of the study, educators are still battling to demonstrate confidence and knowledge with regard to completion of IQMS observation instrument and which situation deserves immediate attention by the district. Failure by the district to deal with this impasse will prove extremely counterproductive.

6.4 What is the mischief?

By their own admission, the interviewed district officials indicated that the implementation of IQMS in public schools is not without several slippages. The study has identified a number of factors as cited by district officials to be the main impediment towards the effective implementation of IQMS in schools falling within their jurisdiction. Under this theme, the study found out and presents three categories of challenges that emerged during the investigation.

6.4.1 Issue of proper planning by schools

It is worth underlining that failing to plan is planning to fail. An interesting feature revealed by the study with regard to this category is lack of commitment and support from the managers of schools and the district officials as characteristic feature of lack of proper planning. From interaction with the district officials in this study, it emerged that the implementation of IQMS is a problem in many schools. Review of literature maintains that the role of the school manager has always been seen as a key factor in bringing about, and maintaining change, and as a factor in the teacher's own development (Wideen, 1992:Chp.7). Thabiso (see 5.6) supports the findings in literature that if school managers do not support the IQMS process, then the appraisal system will go nowhere. The findings of the study are in congruence with findings by De Waal (2004:Cpt.6) who posits "supportive leadership from the principal is needed to facilitate the change process as well

as the implementation of new ideas”. The current study revealed that this feature underscored the significance of provision of continued support to capacitate educators to make serious strides in ensuring the success of the IQMS in public institutions of learning. The study revealed that since the implementation of the IQMS in 2004, most of the managers of public schools showed no interest in this appraisal system by not actively participating in the exercise of evaluating their subordinates or being evaluated themselves.

Interestingly, the study showed that as members of the School Management Team (one of the most vital IQMS structures in the teacher evaluation process), many of the public school managers do not even play an active role in making sure that the IQMS implementation processes do unfold smoothly at the level of the institutions. In terms of the findings of this study, it was quite clear that the school managers did not have a comprehensive background in regard to the implementation of IQMS in their schools. The study revealed that the school managers were not sure of the roles they were supposed to perform in terms of appraisal. According to the findings of the study, Makondo (see 5.6) agrees that all problems experienced by the school managers were also as a result of them being overwhelmed by pressures of core business and at the same time expected to satisfy the appraisal requirements.

One of the reasons cited as being responsible for such lack of interest, commitment and cooperation in the IQMS processes by school managers was that they claimed to be continuously bombarded with policy documents by the district. These include departmental circulars and memoranda that must be responded to despite unreasonable deadlines. Among other plethora of excuses emerging from the study is a general complaint by school managers regarding a lot of paper work that must be gone through over and above the IQMS process itself. Despite all these, school managers should be the ones leading the teacher assessment and development processes of the IQMS by setting example in being the first people to kick start the whole appraisal exercise during the relevant cycles. The lack of leadership was evident in responses emerging from interaction with the participating district officials.

According to the findings of this study, these principals were not enthusiastic in empowering and building the capacity of teachers in respect of IQMS. In contrast, the international experience illustrates that principals found managing and supporting appraisal

in their schools easier (Victorian Government Schools Agreement: Schedule 2). This view is supported by Earley and Weindling (2004) as well as Bush and Glover (2003:10), who see leadership as the activity of leading people, and of getting things done by the people. The current study concurs with the argument by Gewirtz and Ball (2000:255) who maintain that “school managers have no choice at all — they have to accomplish the education department’s aims, which are to achieve the best measurable academic performance”.

Instead of being inactive role players, school managers should do all in their power to encourage professional development at school in order for educators to become lifelong learners. In terms of the dictates of IQMS policy, school managers have to ensure that all processes leading towards appraisal are taken good care of. Accordingly, it is the responsibility of the school managers to establish the SDT that is supposed to be democratically elected by the school staff. In this regard, the school manager has to convene and chair this meeting as well as provide guidance in terms of procedures to be followed towards the formation of this IQMS school-based structure. It is the duty of the school manager to oversee the election process of members to the SDT, and to ensure that this structure functions effectively. However, the study seems to demonstrate that this factor is not being taken into greater care, thus stifling the effective implementation of IQMS in schools.

Be that as it may, the study revealed that most of the school managers do not play out their roles quite well when it comes to this venture. Instead of facilitating the processes of the establishment of these structures, some school managers rely heavily on delegating this function to whomsoever they feel would be of assistance to that process. Clearly, this move delinks the school managers from what is transpiring at their institutions, thus depriving teachers the opportunity to become masters of this evaluation process. Additionally, it is needless to say that this kind of attitude as demonstrated by some school managers flies against the face of logic and negatively influences them to flaw the IQMS policy. Much as it is not incorrect of them to exercise their power to delegate responsibility to subordinates, at the end they will remain ill-informed about some of the policy issues which require all to be capacitated and possess a wealth of information and knowledge pertaining to IQMS policy implementation.

In order to correctly determine the roles and responsibilities of school managers in terms of IQMS policy, it is important to briefly reflect on the dictates of the ELRC IQMS policy document for relevance. In terms of their roles, the principal has the overall responsibility to ensure that the IQMS is implemented uniformly and effectively at the school by providing every educator with a copy of IQMS documentation. As a member of the SMT, the principal is responsible for advocacy and training at school level. Again the SMT must organise a workshop on IQMS where individual teachers will have the opportunity to demystify areas of concern.

Of crucial significance is that after advocacy and training the principal will facilitate the establishment of the SDT in a democratic manner and ensures that all documentation sent to the District office is correct and delivered timeously. Over and above that, the principal is responsible for internal moderation of evaluation results in order to ensure that fairness and consistency is maintained. Given these roles, the study revealed that many school managers are not following the trends in terms of these requirements. As the study showed, according to Makondo (see 5.6.1) school managers' participation in the implementation of IQMS at school level is a worrying factor to the district office.

According to the findings of the study, this lack of enthusiasm by school managers exacerbates instead of improving the effective roll out process of IQMS at that level. The current study therefore showed that the effective moderation of this process is not taken seriously by some principals, and one wonders and fails to understand as to why claims are being made about IQMS unfolding smoothly and perfectly under such prevailing circumstances. The big question is how can we claim that it is all systems go at the level of the schools when some principals, as main drivers of this evaluation process, have demonstrated disinterest in becoming active participants in this developmental agenda?

Furthermore, in terms of their roles and responsibilities, the principals of schools, together with the SMT's must inform educators of the in-service education and training (INSET) programmes that will be offered and make the necessary arrangements for teachers to attend. The study has revealed that despite having gone through the IQMS evaluation process, the provision of in-service training geared towards addressing the needs of teachers is nothing but a tantalizing mirage. The study showed that no such intensive trainings are offered to teachers in spite of them continuously being subjected to this

evaluation process. Clearly, there is a dire need for school managers, irrespective of experience, to undergo regular in-service school management training with the hope of developing and or improving their managerial effectiveness with particular reference to IQMS. It is worth stating though that management training alluded to must be focused and based on a careful assessment of the actual and perceived needs of the participants.

Probably doing so would lead to better understanding of IQMS and the subsequent carrying out thereof. It is in these workshops that school managers should be allowed to indicate their preferences for training particularly on issues that they feel strongly about. This could add value to training provided to them. According to Van Dyk (2003), Graham and Mihal (1996) managers should be involved in evaluating their own needs because they are in a better position to identify the content of their work. More importantly, school managers must begin to realise that teachers have more trust in them than district officials. Research on managerialism has revealed that it is much easier for the school manager to reach his or her teachers than it would actually be for any of the district officials. It is very important at this stage for school managers to be up-to-date with issues around teacher development so that they are able to respond to teachers' needs which the staff might have concerning IQMS. The current study has revealed that many teachers in public schools feel uncertain and highly insecure in their implementation of IQMS, largely because of lack of sufficient support from their school managers. To ensure that school managers become enthusiastic and confident about the proper and effective IQMS implementation in the schools they run continuous support and monitoring is highly imperative.

From the evident existing problem of abdication of responsibility by principals alluded to in the study, a different kind of training is essential. The findings of this study concur with the proposal by Heystek (2007), who maintains that the moulded leadership training may serve the purpose of ensuring that at least most principals have the minimum ability to keep their schools at the required educational standards. The district officials must offer support to the school management and educators, otherwise schools would not be capable to execute the accountability pressures. District support will motivate principals to take a lead in the implementation of IQMS programme, thus enabling them to play out their much needed role quite significantly.

6.4.2 District capacity

More interesting about the discovery of the study regarding this category is the district's lack of capacity. For various reasons, the current study discovered that not all district officials had the privilege of attending the 'training' sessions on the IQMS during the first stages of its advocacy in various clusters. One can therefore state with all certainty that due to this lack of their training, not every official within the district is on the similar wave length in as far as the understanding of the IQMS is concerned. Given this, there exists the strong possibility of subjecting the whole appraisal process into different interpretations and the compromise of its effective implementation in various institutions.

National Policy on Whole School Evaluation cited in (www.education.gpg.gov.za) states that evaluators should go through a national training programme in order to ensure objectivity, quality and consistency in the evaluation programme. Since the study revealed that not all district officials received training on IQMS, this state of affairs has the potential to compromise quality service delivery in schools in as far as the implementation, monitoring and support of this policy is concerned. The study revealed that limited and or lack of familiarity and first-hand experience with IQMS remains highly questionable, and raises concerns as to whether district officials would be able to effectively support schools in dealing with development of educators in their jurisdiction.

Given what the study revealed, it can in no doubt be inferred that this lamentable situation has the potential to limit district officials' scope of conducting effective routine and continued follow-ups to institutions on matters of quality assuring the most needed service delivery. It is absolutely impossible to expect teachers in public schools to implement the IQMS processes efficiently with moderators who do not possess the knowledge or the mastery of this appraisal policy. No doubt that schools would be deprived the opportunity towards addressing what should have been discovered as areas that need development for effective teaching.

This lack of provision of ongoing follow-up and support to schools by district officials has the potential to underscore the significance of ensuring improvement towards teacher performance as well as the effective implementation of the IQMS in various public institutions of learning. According to Martin (2003:160), if people do not feel supported by evaluation, if they see it as punitive or aggressive, they will not have a strong motivation to

improve. Most respondents indicated in the survey that although there is improved communication among the public schools, the district officials and the head office, such contacts have proven to be irregular, thus having a ripple effect on teacher development.

Given the prevailing circumstances, the study further revealed that amongst the roles of district officials, another important one is the provision of external moderation to schools in their jurisdiction. Legally speaking, the background to moderation is that all the education stakeholders agreed in unison that all the processes and procedures of IQMS would be moderated. The moderation of these processes and procedures will ultimately enhance the quality of teaching in all South African public institutions of learning. The formulation of moderation processes and procedures of teacher appraisal in South Africa was given birth to by the following policies and collective agreements: ELRC Collective Agreement 8 of 2003: IQMS, Policy on Whole School Evaluation, Collective Agreement 2 of 2003: Protocol on classroom observations, Collective Agreement 4 of 2003: School-based education therapists, Collective Agreement 5 of 2005: Public FET College-based educators and Collective Agreement 1 of 2008: Occupation Specific Dispensation (OSD).

Perhaps it is very important at this stage to indicate the significance and the need for moderation within the teaching milieu. The reason for the provision of the reasoning behind the need for moderation in schools will be an attempt by this study to try and reflect on what district officials seemed to neglect as means to help bolster the efficacy of IQMS implementation in public schools. District officials in charge of IQMS need to understand that moderation in education plays an important role towards ensuring that high quality standards are maintained at all times. In this particular instance, moderation is a means to ensuring that the IQMS processes and procedures are being implemented properly through the maintenance of such high standards.

The study revealed that lack of hands-on involvement on IQMS by district officials debilitates the objective of teacher development, thus stalling efficiency towards quality service delivery in public schools. The study also revealed that district officials were compromising the quality of the implementation of the IQMS in that they do not play any active part in participating fully in Development Support Groups (DSGs) established in a number of learning institutions. These IQMS structures are key towards the

implementation of the IQMS in schools. District officials were supposed to be made part and parcel of these establishments largely because they would be strategically placed to gain first-hand information pertaining what exactly takes place in schools before and during the initial phases of the appraisal process of teachers.

Their participation and active role during this stage would afford them the opportunity to observe all implementation processes of the IQMS at school level in order to gain valuable experience and information regarding what teachers go through right from the beginning. District officials will have the opportunity at their disposal to verify whether teachers are doing the correct thing. Among other vital information that district officials would gain would be whether the DGSs are accordingly established in terms of ELRC Resolution 8 of 2003, and whether these structures are doing precisely what they are intended doing in as far as the development of teachers is concerned.

6.4.3 How motivated are the SDTs?

In regards to this category, the study revealed that incentives play a very crucial role as a motivating factor in terms of what they do. This is a means to encourage hard work and commitment on the part of policy implementers at school level. According to Thabiso (see 5.6.2), the study seemed to reveal that a general 1% annual incentive given to educators after their performance evaluation is but a drop in an ocean. Thabiso, who seemed to understand the value of incentives, pointed out that while this gesture was collectively agreed upon by the National Department of Education and the recognized teacher formations, the said percentage offer was too minimal as a means to trigger commitment and dedication in teachers.

He particularly expressed grief and distress over this figure, given the extra work that the SDTs do over and above their basic responsibilities of teaching and learning. In terms of literature, the SDTs are the life wires of the IQMS process. Without them teacher performance evaluation in public schools would be a nonstarter. It can be inferred therefore that the tenacious effort and commitment as well as the sacrifice by the SDTs to assist in the development of educators seemed strongly undermined by the department of education. It can also be inferred that this could be one of the reasons why SDTs remain demotivated, dispirited and demoralized in taking this developmental process forward.

In general, the study appears to support the findings by Chinsamy (2002) that educators have a number of personal issues that need to be addressed by the department of education over and above their salaries, medical insurances etc. There is a general outcry by educators in respect of their conditions of service and this could have negative effect on teaching and learning taking place in a classroom. Therefore, in terms of the findings of the study, the suggestion put forth by Thabiso (see 5.6.2) is that the department of education needs to seriously recognize the efforts of the SDTs before it is too late. This is one of the factors that derail the effective implementation of IQMS in many public schools. The department of education needs to realize that it is imperative to incentivize teachers satisfactorily because they are the ones who have a good understanding of what goes on outside and inside the classrooms. They are also on track with the mood and academic trends that affect learners. This could help in preventing teachers from becoming policy implementation resistors.

6.4.3.1 Issue of resources in some public schools

Furthermore, the study revealed that lack of or uneven allocation of resources to schools still remain a problem which adversely hamper effective service delivery in a number of learning institutions. This study agrees with the findings by Mokoena (2006) that the disparity in resource allocation within the South African public schools is still an area for concern and needs to be seriously addressed if policy implementation is to succeed. Indeed it would be extremely remiss of the researcher not to acknowledge the South African government's attempt to address the problem of equitable resource allocation to school. However, the findings of this study revealed that the severity and the magnitude of the problem is of such a nature that it will surely take years before the matter can be satisfactorily dealt with.

It is very crucial to point out that the IQMS process was rolled out in a scenario of diverse resource contexts, with specific negative bearing for schools that were disadvantaged from the very beginning. The study revealed that schools were also expected to implement the IQMS policy smoothly devoid of taking into account other serious issues including amongst others, class sizes, school environment as well as educator workload to cite but a few. Now failure of government to take these issues into cognizance demonstrates that little or no strategy existed that could assist in the minimization of the negative effect these could have in the effective implementation of the IQMS in schools. O' Day and Smith

(1993) provide a varied insight to how the relationship between support and accountability may be viewed.

The two draw a line between two types of accountability: soft accountability and strong accountability. They perceive soft accountability as ‘system-generated improvement efforts that involve proactive steps taken by districts to achieve standards in all schools’ (O’ Day & Smith, 1993: 283). The study by Narsee (2006) appears to support findings of O’ Day & Smith (1993) by defining soft accountability as involving specific activities focused directly on ensuring that all schools have the resources and technical assistance to meet school standards. According to De Clerq (2001: 11)

It is widely acknowledged that district performance has thus far been poor: internal factors such as the lack of material, physical, financial and human resources have also undermined the ability of districts to support schools.

To illustrate a point regarding the importance of provision of resources to schools, the current study revealed that learning requires a supporting school environment, government support as well as resources. The study showed that lack of resources impacted negatively on teachers in that in terms of IQMS Performance Standard 1, which deals with the creation of a positive learning environment, no single teacher can claim that this aspect of IQMS can be satisfied without the necessary teaching materials that facilitate this environment. Against this background, one really wonders why many teachers whose schools experience this resource problem, manage to score themselves handsomely when it comes to evaluation of their classroom performance. Does this scenario not warrant the presence of external moderators to help do justice to proper evaluation and the subsequent allocation of individual scores?

In my view, it is imperative that schools should be assisted in the acquisition of learning materials mainly for the benefit of the learners as well as the overall school effectiveness. Provision of resources is crucial, and the lack thereof needs to be addressed very rigorously by the district. Where resources are available, teachers feel empowered and tend to be very productive in the delivery of service to schools they serve. Therefore, it may be relevant to argue that in terms of this study, all schools must be cared for and catered for if quality education were to be delivered. However, in terms of the findings of this study, one can but only hope that the budgetary constraints as cited by the participating district officials would be a thing of the past.

6.5 Chapter summary

The major objective of this study was to investigate the efficacy of district officials in response to monitoring and provision of support to teachers stationed in public schools with regard to the implementation of the IQMS. From the themes that followed from the study, it appears that there is a striking similarity noticeable between South Africa and the Western communities in respect of having put policies in place toward monitoring the implementation of quality education delivery in schools. The study further revealed that whilst Western countries do all in their power to ensure effective teacher performance through constant classroom observation and the provision of merit awards to deserving teachers, the South African education system ensures monitoring of teacher performance by means of the cyclic IQMS classroom observation. The study showed that South African teachers who have demonstrated visible efficacy on three consecutive assessment cycles of the IQMS appraisal will qualify for pay progression as an incentive to encourage them to be committed and dedicated to quality service delivery in their various institutions of learning.

Empirical research has also shown that in some international communities, districts represent a separate level of governance in the education system as compared to the South African context (Chinsamy, 1999), where education districts are seen as administrative arms of provincial departments of education (DoE, 2003a). Unlike in South Africa, education districts in these countries carry much responsibility for education functions compared to other levels in the system in other countries (DBSA, 1993:108).

The fact that most of the respondents view themselves as having sufficient understanding of the Integrated Quality Management System (IQMS) is surprising due to the fact that they still tend to struggle with the practical side of implementation. In terms of coherence concerning the effective implementation, monitoring and provision of IQMS support to schools, a huge gap still exists, which undoubtedly can be viewed as a call for further teacher training and development in respect of this appraisal instrument.

CHAPTER SEVEN

SUMMARY OF FINDINGS, RECOMMENDATIONS AND CONCLUSION

7.1 Introduction

The major purpose of this chapter is to present a summary of the findings, recommendations and conclusions pertinent to the study. The study investigated how district officials go about performing their roles in regard to supporting and monitoring the effective implementation of the Integrated Quality Management System in public schools within the Tshwane North District. In the preceding chapter, I centered attention on and discussed the data that emerged from this study in relation to related literature and findings from other research studies. From reviewed literature, it would seem that the issue of teacher performance appraisal geared towards teacher development, is not an isolated phenomenon.

7.2 Summary of emerging themes and findings

The primary purpose of this research study was to investigate how district officials in the Tshwane North District ensure that they effectively monitor and provide support to schools in their jurisdictions during the implementation of IQMS. Through the collected data from interviewed district officials as well as questionnaires administered to the participating SDTs, the SMTs and the DSGs from the three visited sites, the research study was able to provide answers to the following research questions: What is the level of the understanding of IQMS by the district officials? What factors should be taken into account by the district officials in managing the IQMS? What are the challenges facing the district officials in monitoring the implementation of IQMS? Which guidelines exist or can be developed to enable district officials to effectively and efficiently manage the implementation of IQMS? Data gathered from the three participating district officials and three study sites were compared and reference was made to relevant literature on the topic.

The review of literature, as discussed in chapter two, indicated that developmental and performance appraisal system and its implementation in public schools was a cause for concern. Quality education provision in several countries of the world necessitated the introduction of government policies geared primarily towards school improvement. The overarching reason for this notion was mainly because of the widespread belief that

education systems were not productive. Further, available research studies revealed that performance management is seen as regimes of public accountability. Ranson (2003:459) posits

Since the late 1970s such regimes of public accountability is no longer merely an important instrument or component within the system, but constitutes the system itself.

This position by Ranson was reiterated by Power (1999) who stated that we now live in ‘the audit society’ or ‘the performative society’. Accountability in England and Wales for instance, emerged as an important element of disciplinary regime in education. To further demonstrate the importance of accountability by schools, available studies revealed that in England in particular, anti- social ills such as teenage pregnancy, youth crime etc. were regarded as characteristics of an educational system that had completely lost its direction and purpose.

As illustrated in table 5.1, five themes, which elucidated how the study participants responded to the roles of district officials towards the effective implementation of IQMS in public schools, emerged from this study. The first theme revealed that district officials were very conversant with the policy imperatives of the ELRC Resolution 8 of 2003 that deals with the implementation of IQMS in public schools. With regards to the understanding of the principles, processes and procedures of IQMS, the study revealed that participating district officials alluded to provision of support to teachers following their identification of areas of need after evaluation of their performance. The gathered responses by the district officials demonstrated that the reason for the introduction and subsequent implementation of IQMS was chiefly to ensure quality in teaching and learning by means of transparency and fairness. Furthermore, this study found out that participating district officials held the view that IQMS policy was a quality assurance measure introduced by the department of education to ascertain that a consistent standard of excellence in teaching and learning in public schools is maintained.

Conversely, however, the study also revealed that district officials’ understanding of the purpose, principles, processes and procedures of IQMS policy did not strike a chord with regard to the majority of participating members of the School Development Team (SDT) and the Developmental Support Group (DSG). According to the findings of the study, the two school-based IQMS structures presented a much more different picture in terms of

their understanding of this educator appraisal instrument. Two of the three schools which participated in the research study indicated that while they particularly knew the purpose of IQMS, they did not receive sufficient assistance from their district officials for them to claim full understanding of this evaluation process.

Therefore from what was expressed by some SDTs and DSGs, the study revealed a sense of despair and hopelessness on the side of educators because of evident absence district officials' provision of support particularly during IQMS cyclic implementation process. However, the study also revealed that seventy eight percent respondents from one secondary school indicated that while they understood the principles, purposes and procedures of IQMS fully well, they were still struggling to translate theory into practice.

In terms of how district officials valued IQMS policy in relation to teacher development, the study revealed that the provision of assistance to educators' identified needs was to receive priority. The study also revealed that common understanding of IQMS plays an enormous role towards the effective implementation of IQMS. The study also found out that incentives for educators played a major role towards motivating quality service delivery in public schools. Another crucial dimension emanating from the study is the induction of newly appointed educators.

The study revealed that eighty five percent of respondents from the three research sites strongly maintained that this process was not taking place, particularly with specific reference to familiarization with IQMS processes. The feeling among the respondents is that lack of induction of new entrants renders schools ineffective learning communities when it comes to provision of quality teaching and learning. It would appear that SDTs and DSGs do not seem to demonstrate commitment and dedication when it comes to playing out their roles in this particular regard.

With specific reference to the definition of effective monitoring and support, the study revealed that district officials shared similar sentiments when they all alluded to the establishment of IQMS structures in various public schools. In terms of the findings, district officials expressed the common view that no effective monitoring and provision of support to educators can take place without the existence of the SDTs and the DSGs as IQMS accountability structures. According to the district officials, these IQMS

accountability structures are the key ‘drivers’ of the implementation of IQMS policy. The study also revealed that there were evident existing factors preventing the effective implementation of IQMS in public schools.

The factors identified were lack of proper planning in schools; lack of special incentives for the SDTs; lack of resources in some public schools, as well as the attitude of teachers and school managers towards the implementation of IQMS in schools. These factors, the study revealed, were cited as reasons impeding the effective implementation of IQMS. This view was echoed and reverberated by the responses received from the administered questionnaires. The study revealed that sixty eight percent of the participants were of the view that there was a serious lack of fundamental resources, the absence of which throttled the creation of an academically conducive atmosphere and the successful and effective implementation of IQMS in schools.

Finally, this study revealed that there were challenges that district officials had to contend with in the process of monitoring and supporting schools on IQMS implementation. One such challenge is lack of enthusiasm and poor commitment on the side of school managers in ensuring that the teacher evaluation process unfolds smoothly. The study revealed that this prevailing condition has the potential to create a serious loophole in the system, such that the whole teacher appraisal process is devoid of academic value and impact for educators in general. Besides lack of commitment and enthusiasm on the part of the school managers, the study also revealed that district officials too failed to provide the most needed effective monitoring and support to schools when it comes to the cyclic implementation of IQMS. Their evident absence to schools during the cyclic IQMS implementation process has been viewed by many educators as defeating the ends of effective teacher development.

7.3 Revisiting research assumptions

This study was informed by three assumptions that emerged from reviewed literature. In this section, I conduct a brief introspection of the three assumptions in conjunction with the findings from my investigation.

Research assumption 1

Increasing legislative and regulatory framework has promoted schools to manage their performance management systems in bureaucratic ways (Fitzgerald 2001; Gunter 1999; Piggot-Irvin 2000)

Findings in the literature revealed that world-wide policies are put in place to seriously regulate teacher performance. However, in terms of the findings of this study it would seem that there is an element of laxity on the part of district officials in as far as monitoring IQMS process is concerned. This research assumption supports the findings of this study.

Research assumption 2

District officials in almost all the provincial departments of education have no clear job description (Narsee & Chinsamy, 2003)

District officials are inundated with challenges of competing programmes. The findings of the study revealed that among other commitments, IQMS seemed to be an additional function in the already congested line-up of programmes hence no evident support to schools during cyclic implementation. This research assumption was therefore confirmed by the findings of this study.

Research assumption 3

District officials are exposed to enormous pressure (Prew, 2003; Elmore, 2005; Fullan, 2005; Fleisch, 2002; Taylor et al 2003)

Pressure devoid of support cannot yield effective outcomes. The findings of this study revealed that district officials are not coping in executing their roles quite efficiently due to pressure exerted upon them as a result of multifarious functions they perform. This research assumption is consistent with the findings of this study.

7.4 Limitations of the study

Although conducting research cases of three district officials and three members of the SMT, SDT, DGS from three different research sites has accorded me an opportunity to elicit thick description of their experiences through narrative account and questionnaires, there have been evident contentions and heated debates about the fact that case study research has the tendency of not providing reliable information regarding the generalizability of the findings.

The choice of three district officials and three teachers for in-depth case study can be regarded as a limitation because they could not represent all district officials and educators in South Africa. Their participation in the research study excludes the views of other district officials, teachers, directors and chief directors whose areas of expertise are directly connected to issues around teacher appraisal. Perhaps a further study that will encapsulate other congruent education stakeholders as well as more public schools may produce a thicker and richer source of data for analysis.

Also, a few other challenges that could limit the study have been identified. Among others, a longer time at the research sites could have given me an opportunity to gather more data, thus assisting the researcher to gain more insight into experiences of the participants. A major limitation comes from the fact that the research was basically undertaken by a tyro researcher with no previously accumulated research experience.

7.4.1 Contributions of the study

7.4.1.1 Significance of the study

This study revealed that educators in public schools are still battling to internalize the nitty-gritty of IQMS policy as a performance appraisal instrument due to lack of support by district officials. Since most study participants indicated that IQMS policy was not being properly implemented in most public schools, there is need for re-skilling and ongoing training for district officials and educators alike on this programme. Such an undertaking could help bolster the morale of teachers towards taking IQMS very seriously, and making sure that district officials are well capacitated in encouraging quality service delivery of education in public schools in South Africa as a whole.

Since my study revealed that there is generally a lack of proper implementation of IQMS in most public schools as a result of numerous challenges within the education system, it is therefore necessary that sufficient time and space be availed with a view to address this predicament affording no obvious escape.

7.4.2 Generation of new knowledge

In terms of the study, new knowledge seemed to have been generated because of silences in literature on the role district officials play in ascertaining effectiveness towards the implementation of IQMS in South African public schools. My study has taken a new route by making a contribution towards the understanding that despite having no clear job descriptions, the role of district officials is crucial to the effective implementation of any mechanisms on teacher performance. If district officials embraced the IQMS policy more vigorously by setting example that this is not a policing tool, this could change teachers' perceptions in accepting IQMS more genuinely.

7.5 Recommendations for further research

This study has established that district officials in the Tshwane North District have encountered problems in the effective monitoring and support of IQMS in schools falling under their jurisdiction. The following recommendations for further research are proposed:

- Re-skilling and ongoing training for district officials and educators on IQMS be organized and instituted
- The SMTs, the SDTs, the DSGs and school principals should undergo training on IQMS so that they provide necessary assistance to educators and help in the proper application and implementation of appraisal at school level.
- SDTs should be properly incentivized since they have extra work to do in addition to their normal day-to-day duties
- Schools should be sufficiently resourced to allow proper teaching and learning to unfold. This will also accord teachers an opportunity to correctly satisfy some requirements of IQMS
- Additional classrooms should be provided in order to create enough space for efficient teaching and learning. This would avoid overcrowding which has always been a huge negative factor among many other contextual factors
- Gauteng Department of Education should introduce circuit offices that should deal specifically with IQMS. This arrangement should deal solely with monitoring and provision of support to schools during IQMS cyclic implementation. This would also offer training to schools on issue pertaining to IQMS.

7.6 Conclusion

The purpose of this research study was to investigate the extent to which district officials go about monitoring and providing support to educators in the effective implementation of IQMS in public schools. It was found that because some district officials did not attend IQMS advocacy and training workshops during the introduction of this appraisal process, their competence in offering assistance to educators at school level in this respect was questionable.

District officials in all provincial departments of education have no clear job descriptions (Narsee and Chinsamy, 2003). Resultantly, the poor provision of proper monitoring and support to schools regarding the implementation of IQMS in schools has negatively influenced their ability to function effectively.

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Appendix A

P.O. BOX 29172

BOSPLAAS

0409

2008-01-20

The Director

Gauteng Department of Education

Tshwane North District 3

Pretoria

0001

Dear Sir/Madam

Re: Permission to conduct research with IDSOs and three schools in the Temba district area of Tshwane North.

I am currently a Master's student in the Curriculum Studies Department majoring in Assessment and Quality Assurance at the University of Pretoria. One of the requirements of the Master's degree is to complete research work in a chosen field.

My thesis is of an educational nature and therefore requires me to collect data from three district officials (IDSOs) and three schools located within the Tshwane North district especially in the Temba area. My research topic is "the role of district officials in the effective implementation of Integrated Quality Management System (IQMS) in South African public schools".

The data that I will be collecting has a direct bearing on the IQMS processes in terms of ELRC Collective Agreement Number 8 of 2003, and can be of use to the Gauteng Department of Education as well as your schools. The schools earmarked for this research exercise are Ratshepo High School, Moditela Secondary School and Kekana Primary School. I intend collecting this data during the second or third term of 2008 academic year when IDSOs will be monitoring IQMS in schools within the Temba district.

I trust that this request will meet your anticipated attention.

Yours sincerely

.....

N.K. Hans (Mr.)

.....

GDE Official's signature

Appendix B

P.O. BOX 29172

BOSPLAAS

0409

2008-01-20

Ratshepo High School

Private Bag X 1001

Temba

0407

Re: Permission to conduct a research study at your institution

I am presently a Master's student at the Pretoria University.

One of the requirements of the MEd degree is that the student must complete research work in a chosen field. My thesis is of an educational nature and therefore requires me to collect data from those educators responsible for the Integrated Quality Management System (IQMS) in your school.

The data that I will be collecting also has bearing on the current curriculum implementation process and can be of use to the institution.

I hope my request will receive your favourable attention.

Yours truly,

.....

N.K Hans

Appendix C

P.O. BOX 29172

BOSPLAAS

0409

2008-01-20

Moditela Secondary School

Lephengville

Temba

0407

Re: Permission to conduct a research study at your institution

I am presently a Master's student at the Pretoria University.

One of the requirements of the MEd degree is that the student must complete research work in a chosen field. My thesis is of an educational nature and therefore requires me to collect data from those educators responsible for the Integrated Quality Management System (IQMS) in your school.

The data that I will be collecting also has bearing on the current curriculum implementation process and can be of use to the institution.

I hope my request will receive your favourable attention.

Yours truly,

.....

N.K Hans

Appendix D

P.O. BOX 29172

BOSPLAAS

0409

2008-01-20

Kekana Primary School

Majanaeng

Temba

0407

Re: Permission to conduct a research study at your institution

I am presently a Master's student at the Pretoria University.

One of the requirements of the MEd degree is that the student must complete research work in a chosen field. My thesis is of an educational nature and therefore requires me to collect data from those educators responsible for the Integrated Quality Management System (IQMS) in your school.

The data that I will be collecting also has bearing on the current curriculum implementation process and can be of use to the institution.

I hope my request will receive your favourable attention.

Yours truly,

.....

N.K Hans

Appendix E

<p>SEMI-STRUCTURED INTERVIEW SCHEDULE FOR INSTITUTIONAL DEVELOPMENT AND SUPPORT OFFICIAL (IDSO) ON THE EFFECTIVE MONITORING AND SUPPORT OF IQMS IMPLEMENTATION IN PUBLIC SCHOOLS.</p>
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Questions

1. What as a district official is your level of understanding of the purpose, principles, processes and procedures of IQMS? Please explain.
2. How do you as a district official value IQMS in respect of teacher development? Please explain.
3. What factors should be taken into account by the district officials in managing the IQMS process?
4. How will you define effective IQMS monitoring and implementation?
5. What could be the factor(s) that lead the school to be ineffective in respect of implementation of IQMS? Please explain.
6. What are the challenges facing the district officials in monitoring and supporting the effective implementation of IQMS in public schools? Please elaborate.
7. What strategies and plans have you put in place to circumvent these challenges? Please elaborate.
8. Which guidelines exist or can be developed to enable district officials to effectively and efficiently manage the implementation of IQMS in schools?

9. What are the tangible indications in your cluster of schools that suggest that you are succeeding in monitoring and supporting the effective implementation of IQMS?
Please elaborate.
10. What evidence exists to suggest that the School Management Team (SMT) and educators alike have a thorough understanding of the purposes, principles, processes and procedures of the IQMS. Can you elaborate?
11. The effective implementation of IQMS in public schools rely heavily among others, on the availability of resources. In your view, are your schools well – resourced to effectively implement IQMS? Please explain.
12. What mechanisms have you put in place to confidently make you say that your office is doing enough to validate the authenticity of assessment scores as accorded to individual appraisee during the IQMS appraisal process? Please elaborate.
13. How effective are such mechanisms? Please elaborate.
14. Given varied individual educator needs for development in terms of their Personal Growth Plans, what role has your office played in regard to effectively addressing such gaps? Please explain.
15. What is the level of your commitment in helping educators to improve in respect of their professional development as outlined in their various PGPs? Please explain.
16. Many managers of schools are not champions of IQMS. They get scored on PS 1-4 yet not teaching. What strategies have you put in place to ensure that this challenge is addressed accordingly. Please explain.

17. Educators are not getting support from the district office as they implement IQMS in their respective schools. To what do you attribute this?

18. Given other official responsibilities with regard to your job description, how do you ensure that this does not impact negatively on the support and monitoring of the implementation of IQMS in schools within your cluster. Please elaborate.

19. The Collective Agreement Number 8 of 2003 has clearly spelled out the roles and responsibilities of the district officials in relation to the implementation of IQMS at institutional level. What in your opinion still hinders many district officials from playing out their roles quite significantly in terms of this agreement? Please explain.

20. After a school has completed its School Improvement Plan (SIP), what is it that the district officials practically do in order to effectively improve the quality of service delivery in the affected institutions? Please elaborate.

Appendix F

QUESTIONNAIRE FOR STAFF DEVELOPMENT TEAM (SDT)

RATIONALE (REASON)

The purpose of this questionnaire is to gain insight into the role played by Institutional Development and Support Officials (IDSOs) toward the effective implementation of IQMS in public schools.

Kindly try to answer all questions to the best of your ability and as objective as possible.

SECTION A: BIBLIOGRAPHICAL INFORMATION

1. Age? _____

2. Sex? _____

3. Teaching experience in years _____

4. Tertiary institution attended _____

5. What are your academic qualifications? _____

6. Type of school you teach, primary or secondary _____

7. What post level educator are you? _____

SECTION B

In Section B your opinion regarding the role of Institutional Development Support Officials (IDSOs) is investigated. Mark your honest opinion by circling the relevant number / code on the scale provided for each question.

Give your opinion on a 5 point scale where:

1 = strongly disagree

2 = disagree

3 = neutral

4 = agree

5 = strongly agree

EXAMPLE:

1 At my school the IDSO regularly ensures that teaching and learning takes place. If

Strongly						strongly agree
-----------------	--	--	--	--	--	-----------------------

To what extent do you agree with each of the following statements regarding the IDSO of your school?

The IDSO of my school:

1. Ensures that the implementation of IQMS in your school is monitored on an ongoing basis.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

2. Provides support for the effective implementation of IQMS in your school.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

3. Participates in the observation of educators during their appraisal on IQMS in your school.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

4. Communicates effectively with educators regarding areas in need of development.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

5. Shows the ability to assist educators to overcome obstacles hampering quality service delivery in your school.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

6. Contributes to the successful transfer of assessment skills to the classroom.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

7. Has played a significant role in improving assessment practices of educators.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

8. Has assisted educators in your school to be confident in implementing IQMS.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

9. Has ensured that your school has factored in cycles of IQMS into its broad planning.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

10. Has ensured that your school is well-resourced to implement IQMS.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

11. Supports educators in your school to overcome difficulties encountered during and after implementation of IQMS.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

12. Visits the school on an ongoing basis for purposes of IQMS implementation.

Strongly disagree

1	2	3	4	5
---	---	---	---	---

Strongly agree

SECTION C: RESOURCES

Please comment on the following resources at your school:

	Do you have the following at your school?	Is the equipment maintained?	How often do you use the equipment?
a. Photocopier	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
b. Blackboard	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> in some classes	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
c. Over-head projector	<input type="radio"/> Yes <input type="radio"/> No <input type="radio"/> in some classes	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
d. Library/Resource centre	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
e. Tape recorder	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use

f. Computer	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
g. Television	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use
h. Video Recorder	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Yes <input type="radio"/> No	<input type="radio"/> Often <input type="radio"/> Rarely <input type="radio"/> Don't use