THE CONTRIBUTION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM TO WHOLE SCHOOL DEVELOPMENT

by

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DECLARATION

Student number: 7608403

I declare that **THE CONTRIBUTION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM TO WHOLE SCHOOL DEVELOPMENT** is my own work and that all the sources that I have used or quoted have been indicated and acknowledged by means of complete references.

31 /05/ 2011

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SIGNATURE   DATE
(MISS S RABICHUND)

DEDICATION

To my late dad, **Mr Rabichund Gunput**, who has instilled in me the value of integrity, humility, love, spirituality, gratitude and continuous learning.

To my husband , **Arvin** , for his unconditional love, unfailing support and understanding and for sharing the trials and tribulations researching and writing this thesis with me.

To my precious gift from God, my dearest son, **Aarav.**
May this study serve as a source of inspiration to you.

ABSTRACT

This study critically examines the Integrated Quality Management System (IQMS), a quality and performance management system that was introduced into South African schools in 2005. The extent to which the Integrated Quality Management System has contributed to the development of the school in its entirety has been largely unchartered. The objectives of this dissertation were to determine what the perceived impact of the Integrated Quality Management System was on whole school development.

A combination of both qualitative and quantitative research paradigms was employed in order to gather data in this study. Survey questionnaires were administered to principals and educators in KwaZulu-Natal in order to elicit their views on the IQMS. Semi-structured and unstructured interviews were also conducted with principals, Senior Management Team members and educators. The data gathered was analyzed using the metatheoritical framework of 'critical theory' mainly because the main objective of the study was to uncover the assumptions underpinning the IQMS and its contribution to whole school development.

The conclusions arrived at indicate that the mechanical aspects of the IQMS relating to 'performitivity' undermine the potential of the IQMS as a genuine professional development tool actuating whole school development. If IQMS is used for the latter purpose it would inevitably lead to an enhancement of the quality of teaching and learning and convert schools into highly developed institutions. Neo-liberal 'managerialist' and post-welfarist reforms adopted by the state are not apposite currently for a developing country like South Africa. South Africa requires an educator evaluation

policy that is genuinely developmental, taking into account both the professional development needs of its educators and the socio-economic context in which schools operate to ensure schools develop holistically.

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LIST OF ABBREVIATIONS

PA: Performance Appraisal

PMS: Performance Measurement System

DAS: Developmental Appraisal System

IQMS: The Integrated Management System

HOD: Head of Department

DoE: National Department of Education

WSE: Whole School Evaluation

WSD: Whole School Development

IQEA: Improving the Quality of All Project

ELRC: Education Labour Relations Council

MSIP: Manitoba School Improvement Project

SSE: School Self Evaluation

SIP: School Improvement Plans

SDM: Shared Decision Making

OFSTED: Office for Standards in Education in England

SIAC: School Improvement Advisory Committee

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ORIENTATION OF THE STUDY

1.1 INTRODUCTION

During the past thirty years, the interest in improving the quality of education increased nationally and internationally. This interest resulted in numerous countries introducing new educational reforms through government policies, which focused specifically on school improvement (Harris 2002:13). The focus on school improvement stimulated the development of numerous strategies directed towards improving the quality of learning and teaching. Within the international arena, every decade seems to have had a new perspective on the way in which schools could be improved. 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 a means of improving the standard of education (Dalin 1998: 122).

By the mid 1980's, studies on school improvement focused on the process of change. Much was learnt about the dynamics of change processes, which was then used to introduce school improvement strategies. However, this was not sufficient to improve the quality of education in schools. Nevertheless, this initiative laid the foundation to different educational policies in different countries by putting change at the focal point of school processes (Hopkins 2000: 62). Within the South African context, the concept of the Integrated Quality Management System (IQMS) emerged after 1994. During this period, the Department of Education (DoE) radically shifted the direction and vision of the education system with a series of policy initiatives and a new legislation, with clear

implications for planning and management in the education system (Department of Education, Task Team on Education Development 2000: 10).

By early 1996, there had been very little planning on the structures, systems, processes and procedures appropriate to South Africa's new needs (Christie 1998: 293-298). In the light of this situation and against the background of the recommendations of the Hunter Committee Report and other national policy documents, the then Minister of Education, Professor Sibusiso Bhengu, appointed a task team on education management in February 1996 (Task Team on Education Development 1996: 12). The mandate for the team was to make practical strategic proposals for improving educational management (Manota 1999:3). This led to the emergence of the IQMS strategies. The focus of this research is on the contribution of the Integrated Quality Management System to Whole School Development. National Policy on Whole School Evaluation points out that the IQMS is a means of assessing the quality of education against certain prescribed standards (OFSTED 2001: 13). It links the evaluation carried out by schools themselves with an external evaluation carried out by supervisors of the Office for Standards in Education (OFSTED) in the South African education system.

IQMS is a quality management strategy that emerged after the ineffective implementation of Performance Management (PM), Developmental Appraisal System (DAS) and Whole School Evaluation (WSE) respectively. It emerged as a means to reconcile the three quality management strategies, DAS, WSE and PM. The establishment of IQMS therefore does not replace the former strategies, but incorporates them (OFSTED 2001: 13). Thus the separate purposes of PM, DAS and WSE remain intact in the IQMS.

Monare (2000: 7) argues that the South African Council of Educators (SACE) is concerned with developing educators and regulating the teaching profession. This includes in-service training that is relevant to the educator's professionalism. In addition, the author states that SACE deducts two rand a month from a possible 350 000 educators and of which about two million rands would be utilized annually for professional development. Thus, educators' knowledge, skills and attitudes need to be constantly developed in order to become lifelong learners. On the other hand, there is not enough tangible evidence regarding the quality of professional development of educators in schools thus making systems like the Integrated Quality Management System imperative (Guskey 2000:3). Therefore, information regarding the professional development of educators' needs should be gathered which will assist in the enhancement of quality educator development. This will in turn help improve the education achievements of all learners (Department of Education 2001: 11).

It is necessary to gather information about professional development by using set criteria to measure the effectiveness and quality of educator development in schools. Likewise, Elmore (2001: 7) suggests that professional development should be focused on the improvement of learners' learning experiences through the enhancement of the knowledge, skills and attitudes of educators. Elmore (2001: 7) further suggests that the essential purpose of educator development is to improve the whole school system, not just the individuals thereof. Professional development is evaluated by the Whole School Evaluation (WSE) team when the school is evaluated. Therefore, this study focuses on the assessment of the integrated quality management system and its implications for whole school development.

All of the above arguments support the fact that the assessment of professional development is necessary to fulfil the aim of WSE, namely to improve the overall quality of education in South Africa (Department of Education 2001: 7). In other words, by measuring the quality of professional development and its impact on learners' learning, the quality of teaching and learning is enhanced.

1.2   BACKGROUND TO STUDY

One of the problems in South Africa is that there is a lack of a culture of teaching and learning in schools. In 1994 apartheid education ended, but problems related to schooling still exist today. This was confirmed by the President's Education Initiative Research Project, which showed that South Africa had one of the least efficient schooling systems in the world (Anon 2003: 3). Therefore, it is necessary to probe some of the problems that motivated the researcher to pursue this study. The researcher sees the school as the heart of educational change and therefore should be equipped to manage change effectively so that it can become an effective learning organization. Currently, educators do not prioritize the need to be involved in personal growth, development and lifelong learning to improve the quality of teaching practice in schools. Thus, educators do not have a shared vision regarding professional development, which is necessary to achieve the desired goals and vision of schools. The researcher concurs with Boyle Lampriano and Boyle (2005: 1) that the continuous growth of professionals' knowledge and skills is an essential part in all professions, and teaching is no exception.

Another problem is the number of un(der) qualified educators in the teaching profession. Current figures of educator qualifications indicate that over one-fifth of educators in the

country (22%) are still un(der) qualified. Thus, qualification-driven programmes should be a priority for these under-qualified educators (Narsee 2002:44). The implementation of the developmental appraisal system (DAS) in schools appears to have gone awry.

Reports from the case studies conducted in the 27 schools of the Education 2000 Plus Project indicate that the implementation of DAS in schools "was slow" (Narsee 2002: 151). Although a number of schools had established the structures necessary for implementation of DAS, such as Staff Development Teams (SDTs) and appraisal panels, the processes for the implementation of DAS were lacking. In fact, in many instances, the structures have become dysfunctional (Narsee 2002: 151). According to the Department of Education (2001:7) DAS should align with WSE, but the unions experienced major problems regarding the implementation of the latter process. On 28 July 1998 a final agreement was reached with the Education Labour Relations Council (ELRC) on the implementation of DAS (Narsee 2002: 18). On the other hand, WSE never reached the ELRC for agreement. Instead, it was mandated by the Minister of Education that it should be implemented in schools to improve the overall quality thereof. Therefore, the South African Democratic Teachers Union (SADTU) protested against the system that was viewed as punitive and not developmental, since it did not focus on the educator's training needs (Mboyane 2002: 4). The problems that South African schools are experiencing can thus be summarized as follows:

- a lack of culture of teaching and learning;

- in-service training that does not address the needs of educators;

- the upgrading of educator qualifications that should be major priority;

- a lack of professional support services which contributes to the low morale of the teaching force;

- failure in the implementation of DAS, which is the basis for lifelong learning and development;

- misconceptions of unions and educators that view WSE as judgmental and not developmental; and

- the threat of HIV/AIDS that has a negative influence on the training of educators.

Therefore, improving the quality of teaching through the assessment of professional development is critical for the transformation of the education system as a whole (Anonymous 2001/2002:17; Hirsh 2005:38; Shaw 2003:39). The background to the problem gives rise to the formulation of the problem statement.

1.3 SIGNIFICANCE OF STUDY

Staff appraisal has been a continuing constituent in secondary schools for decades. It is therefore presumed that the IQMS has had an effect on the performance of schools. The research is designed to evaluate its effectiveness since it was introduced in 2003 and the extent to which it has enhanced individual development and improvements in teaching and student learning. The study of the impact of IQMS arouses curiosity and interest for several reasons as rendered in the following motivation:

- Since its introduction in 2003, very little empirical research was carried out to establish whether the scheme addresses what it was intended to.

- It is constitutional and must be carried out in all schools

- Moreover, the study is significant as it may provide empirical findings that will make valuable contributions to the improvement of staff appraisal and whole school development.

1.4 STATEMENT OF PROBLEM

In the light of the above discussion, the specific problem to be researched is:

How can the Integrated Quality Management System (IQMS) be effectively administered and what are the possible implications for whole school development?

Having introduced the central problem, the problem statement is encapsulated by the following questions:

- What is IQMS?

- What are the perceptions of educators regarding the IQMS?

- What are the challenges facing the education system in managing the IQMS?

- To what extent does the IQMS lead to the improvements in teaching and the learners' performance process?

Having identified the problems related to the IQMS, the aims of the research will be established.

1.5 OBJECTIVES OF THE STUDY

The general aim of this research is to investigate which aspects of the Integrated Quality Management System (IQMS) should be assessed and to what extent this will impact on whole school development.

In order to achieve the general aim, the specific aims of this study are to:

- clarify the concept of IQMS

- suggest effective ways in which the Integrated Quality Management System can be fully and uniformly implemented.

- probe the perceptions of educators regarding the assessment of IQMS for Whole School Development

- suggest possible strategies for the utilization of the Integrated Quality Management System to improve learner achievements.

1.6   RESEARCH METHODS AND DESIGN

This study aims to suggest and describe how to utilize appraisal to facilitate the professional growth of educators and school improvement in Chatsworth schools.   A purposive sampling of ten schools with maximum variance (McMillan & Schumacher 2006: 319) was selected: 5 primary schools and 5 secondary schools.   School A (a primary school, a Quintile 2 school); School B (a primary school , a Quintile 2 school); School C (a primary school, a Quintile 1 school); School D (a primary school, a Quintile 2 school) and School E (a primary school, a quintile 2 school). The secondary schools in the study (schools F, G, H, I were Quintile 2 schools while School J was a Quintile 4 school). Quintiles are used to rank South African schools according to their socio-economic status. Quintile 1 and 2 schools are regarded as the poorest schools; Quintile 4

and 5 schools are viewed as "rich" schools (Rademeyer 2007:5). The selection was based on accessibility, previous workshops held in these schools by the researcher which added to a trust relationship between the researcher and participants, and these schools' focus on school development. From each of the ten selected schools, participants were purposively selected to ensure that information-rich participants were included in the study (Lindof & Taylor 2002: 14).

A literature study on pertinent aspects of management systems and development programmes that are being used in schools in Ghana, Ireland and Sri Lanka (section 3) were undertaken to explore possibilities for whole school development and to give background to the research study. Valuable information on the management systems and developmental programmes chartered a course for development of a programme which meets the requirements of the South African condition. Primary and secondary literature sources included sources such as books, journals, research essays, dissertations and theses regarding the problem statement and aims or objectives mentioned in the previous paragraphs.

The mixed method research design was used in an empirical investigation in which the researcher converged quantitative and qualitative data in order to provide a comprehensive analysis of the research problem. Simple quantification in the form of questionnaires was used to complement my qualitative interpretation, categorization and analysis. The integration of both qualitative and quantitative approaches was intended to explicate my investigation with the intention that one does not blemish or lessen the strength of another, but rather complement each other to make stronger interpretation and

argument. The researcher collected both forms of data contemporaneously during the study and integrated the information in the construal of the overall results. The quantitative data collection procedure was nested into the larger qualitative data collection to analyse different questions (Cresswell 2003: 16).

Principals, SMT members and educators were used for the sampling. In order to understand the various stakeholders' points of view on the implications of IQMS on whole school development it was decided to conduct in-depth interviews. Ten principals together with their SMT teams and a purposive sampling of educators were selected to promote better understanding of the impact of IQMS on whole school development (McMillan & Schumacher 2006:333). The interview guide approach was utilized where the topics were selected in advance but the sequence and wording of the questions depended on the educators being interviewed (McMillan & Schumacher 2006: 351).

To be successful in data collection techniques, rapport, but not friendship, and empathy that communicate interest in and caring about the respondents (McMillan & Schumacher 2006: 322) were built between the researcher and the respondent during the interviews. Establishing trust, being genuine, patient and non confrontational, maintaining eye-contact, a low key approach and cadence are mentioned by McMillan and Schumacher (2006: 353) and O'Donoghue and Punch (2003: 9-21) as important points to adhere to during the interviews.

The qualities of such experience can be discovered by means of mixed method research. The researcher used purposeful sampling to compose the information on the

understanding of educators' appraisal as an instrument to facilitate professional growth and school improvement. MacMillan and Schumacher (2006: 313) argue that purposeful sampling reduces any likelihood of research invalidity.

1.7   DATA COLLECTION METHODS

In the light of the mixed nature of the research, the researcher was guided by Withal and Jansen (1997: 26), as they point out that more than one strategy of data collection is very important in conducting a research.   Questionnaires (Phase 1 – Quantitative Methodology) and interviews (Phase 2 – Qualitative Methodology) and reviews of documents were used. This was done to attain a better understanding of the participants, the problem under investigation and to increase the authenticity and credibility of the outcomes.

1.7.1   Phase 1 - Quantitative methodology

Quantitative research methodology was used for Phase 1 of this research. A quantitative research methodology was used to provide quantifiable data and objective measurement of the data from educators, SMT members and principals . A structured questionnaire was utilised to extract data from educators, SMT members and the principals who were amenable to furnishing details about their experiences of the implementation of IQMS at their schools (Appendix C – Questionnaire).   The questionnaire comprised both open-ended and closed ended questions and was divided into seven sections (details furnished in Chapter 4). The major part of the responses of the educators was captured on a Likert type scale. McMillan and Schumacher (2006: 257) point out that a questionnaire is relatively economical, has the same questions or statements for all subjects and can

ensure anonymity. It can be used as a written set of questions or statements, attitudes and beliefs because of its confidentiality.

1.7.2   Phase 2 – Qualitative Phase

1.7.2.1 Interviews

Ten principals together with their SMT teams and a purposive sampling of educators were selected to promote better understanding of the impact of IQMS on whole school development (McMillan & Schumacher 2006: 333). The interview technique is flexible and adaptable. It can be used with many different problems and types of persons (McMillan & Schumacher 2006: 267). The flexibility and adaptability of the interviews helped the researcher to conduct interviews, formally and informally.

1.8 CLARIFICATION OF CONCEPTS

The following concepts are relevant to this study as they outline the need for developments in an educational institution.

1.8.1   Performance appraisal

According to Rademan & Vos (2001: 54) performance appraisal describes the evaluation of people in the workplace with regard to their job performance and potential for further development corresponding with Zhang (2008: 23) that performance appraisal serves a dual purpose, professional development and performance and accountability.

1.8.2   Whole School Development

Whole school development is a mechanism used to improve and uplift the academic, infrastructural, social, and security environment in schools focusing on leadership and

communication, governance, quality of teaching, educator development – knowledge and implementation of curriculum, school safety, security and discipline, learner support systems, motivation and teambuilding, extra and co-curricular activities, parental involvement and volunteerism as well as maintenance of school structures (Adopt a School 2009: 1).   According to USAID (2010: 2) the concept of whole school development concentrates on two inter-linking concepts, the "whole school" as the unit of change, and "holistic" school improvement concurring with Van Deventer & Kruger (2003:21) that whole school development ensures growth, expansion, progression, advancement and improvement.

1.8.3   Professional development

Professional development is the process by which educators review, renew and extend their commitment as change agents to the moral purposes of teaching; and by which they acquire and develop their knowledge, skills and attitudes (Speck & Knipe 2005: 22; Golding & Gray 2006: 32). Professional development refers to skills and knowledge attained for both professional development and career advancements.   Professional development encompasses all types of facilitated learning opportunities, ranging from tertiary degrees to formal coursework, conferences and informal learning opportunities situated in practice.   It has been described as **intensive** and collaborative, ideally incorporating an evaluative stage (Speck & Knipe 2005: 22; Golding & Gray 2006: 32).

1.8.4   Educator Evaluation

Educator evaluation is a judgement about the value or the worth of the teaching achieved. Evaluation of an educator's teaching may be couched in such terms as 'good', 'poor',

'excellent' and 'weak'.   Such evaluations may be linked to improvement of practice or to external functions such as promotion, performance pay or educator registration (Department of Education, IQMS Manual 2005: 1-3)

1.8.5   Whole School Evaluation (WSE)

Whole school evaluation is the process to judge the performance of the entire school by collecting and analysing information in order to determine the quality of education at a particular institution (Department of Education 2001: 11).

1.8.6 Integrated Quality Management System (IQMS)

IQMS with its unabashedly managerialist orientation is a performance measurement strategy designed to enhance the quality of education in schools framed by the discourse of the private sector, namely, accountability, performance standards, performance criteria, and financial incentives in the form of salary increases linked to pay and grade progression based on performativity.   It is a quality assurance mechanism to the client that she is receiving a good educational equivalent for her outlay. The managerial task would involve maximizing the output of the human component. At school level it is aimed at changing the culture of the school to a performance culture (Ramnarain 2010: 12).

After clarifying the key concepts of the research, attention is drawn to the order in which this study will be discussed.

1.9 EXPOSITION

Having clarified the key concepts used in this research the following section outlines the course the study pursued:

CHAPTER DIVISION

Chapter one provides a preamble to the study, submits the problem formulation and the aims of the study, expounds the lexis and introduces the research design to the reader.

Chapter two is an explication of the literature reviewed, assimilating broad-based, conglomerate and local literature on school development policies and educator evaluation. This chapter also captures the essence of the integrated management system. Management systems are examined coupled with a brief overview of the history of educational supervision in South African schools. The shift from old supervisory systems to the integrated quality management system is explored. Developmental appraisal and performance appraisal receive attention and are scrutinized. Classroom observation is also vetted. The chapter concludes with the practicality of the integrated management system being inspected.

The whole school development policy is wholly described in chapter three commencing with a synopsis of what whole school evaluation entails and the conceptualization of whole school evaluation. The evaluation criteria and descriptors and performance indicators are examined. The whole school evaluation process is inspected followed by an analysis of whole school evaluation and whole school development. Whole school development and school improvement initiatives in specific countries especially Britain,

Ireland, Sri Lanka and Guyana are reviewed.

Chapter four comprises of a description of the sample population, the design of the research and the research methods. The stages followed in data collection and the planning programmes are discussed in detail.

The qualitative and quantitative data were collected and transcribed in chapter five. A statistician was engaged to assist with the data analysis.

The concluding chapter (chapter six) encompasses a summary of the study and recommendations for further research are advocated.

1.10 SUMMARY

This chapter introduced and highlighted the background to the study. The critical role of professional development in schools was discussed and the research problem was put into context with regard to the effective professional development of educators. In order to promote effective professional development it is necessary to identify and understand the criteria that are needed to assess the professional development of education and to determine ways in which professional development can be made effective. The next chapter (Chapter Two) involves a literature study to ascertain the essence of professional development and its implications for whole school development.

CHAPTER 2

LITERATURE REVIEW: THE INTEGRATED QUALITY MANAGEMENT SYSTEM

2.1   INTRODUCTION

The first chapter of this research provided the background and motivation for the study on the assessment of the Integrated Quality Management System and its implications for Whole School Development. In this chapter the researcher will review literature related to the study, so that a base could be found to support the research. A literature review therefore placed the study into perspective and also provided direction to the research thereby assisting the researcher in developing a conceptual framework that was used to collect, examine and analyze the data.

Literature on appraisal ranging from books, journals, dissertations and thesis, official documents and conference papers have been reviewed. The first part reviews the concept of performance appraisal, the purpose of appraisal and educator appraisal. The link between the Integrated Quality Management System and Whole School Development is then explored. While the main focus of this study is the contribution of the Integrated Quality Management System to Whole School Development, it cannot be viewed in isolation as various other aspects are equally important and are addressed. These factors include the history of supervision, performance appraisal, purposes of appraisal, educator appraisal, developmental appraisal, appraisal activities, whole school development, the Integrated Quality Management System and whole school evaluation.

As a point of departure the history of supervision will be reviewed in the following section.

2.2   HISTORY OF EDUCATIONAL SUPERVISION IN SOUTH AFRICA: A

BRIEF OVERVIEW

In order to illustrate the democratic processes of supervision in the schools with regard to the Integrated Quality Management System it is imperative, in order to gain a better understanding of the role function of the IQMS, that one discusses supervision in the pre-apartheid era.

During most of the eighteenth and nineteenth centuries, supervision was a form of inspection. Earliest recorded instances of the word "supervision" established the process as entailing "general management, direction, control and oversight" (Glantz & Behar-Horenstein 2000: 11). The practice of supervision by inspection was indeed compatible with the emerging bureaucratic school system (Glantz & Behar-Horenstein 2000: 72). In the pre-modern era, then, supervision was characterized in two ways: by "inspectional" practices, which reflected the "emergence of bureaucracy" in education, and by the "social efficiency" movement (Glantz & Horenstein 2000: 72).   Traditional school supervision was poorly planned and was mostly conducted in an authoritarian way. Supervision as inspection became a dominant method of administering schools. The *raison d' etre* of supervision in the pre-modern period was to achieve quality schooling by eradicating inefficiency and incompetence among the teaching force.

Welton (2001: 179) stated that in the latter years of the apartheid government, 'school inspectors' and managers were distrusted in some communities for their assumed complicity with the process for maintaining social control through education. Welton, (2001: 179) indicates that the senior education managers' roles since 1995 were seen as moving away from inspector, snoop, judge and rule enforcer towards becoming supportive change agents, developers, trainers and planners. School inspectors who appropriated the apartheid regime's authoritarian style and policing attitude were viewed as ineffective and superfluous. The policy entrenched a visible social control through the arbitrary powers vested in them. The "policing network" which was synonymous with an authoritarian style, represented the prevalent trend in the education system (Welton 2001: 182).

The type of educator evaluation through an inspection mechanism did little to empower educators and it did not address the multitude of problems that were encountered (Patel 2001: 8). The inspection system was largely based on intimidation, resistance, fear, negativism and punitive punishments (Reddy 2005:2). Many black educators were suspicious of these inspectors and resisted through mobilizing trade union support and banning the inspectors and the school management from entering their classrooms (Reddy 2005: 03).

This was at the height of resistance to apartheid education by educators and the communities in general. Educators were also required (in some cases forced) to sign documents that bound them to comply with the policies of the government (Soudien 2002: 279). The cumulative effect of this harassment of educators by the apartheid

government was that educators had developed a culture of resistance and a suspicion for any intervention even if it works in their interest (Jansen 2004: 56).

Educator education under apartheid was an 'own affairs' issue (Welch 2002: 33) meaning that it was racially segregated. The nature of training for black educators was such that their knowledge of subjects which they taught was limited. Although white educators received slightly better education, their subject knowledge has also been found wanting. This continues to manifest itself in the post-apartheid South Africa, where most of educators' knowledge (which is one of the tenets of educator professionalism) in the subject which they teach was found to be inadequate. The difference between the working environments of black and white educators was informed by the 'divide and rule' tactic rather than a genuine commitment to professional autonomy for white educators (Welch 2002: 26).

The apartheid education system attempted to institute processes and procedures for organizing teaching, which were aimed at maintaining social and ideological control. The process of social and educational transformation in the new South Africa aims to break this cycle, but the experiences reported by frontline South African education staff consistently suggest that progress is very uneven (Welton 2001: 175).

Supervision has undergone significant transformation in the recent years and these modifications are developed in the ensuing section.

2.2.1 A SHIFT FROM THE OLD SUPERVISORY SYSTEMS IN SOUTH AFRICA TO THE INTEGRATED QUALITY MANAGEMENT SYSTEM PROGRAMME

Changes initiated by Government and the rapid development of knowledge make existing knowledge out-of-date very quickly. Thus, due to changes in the education system, educators need to continually develop themselves professionally. For example, Development Appraisal (DA), Performance Appraisal (PA) and Whole School Evaluation (WSE) that were separately implemented to enhance the quality of education are integrated into one programme, namely, the Integrated Quality Management System (IQMS), and it is necessary for educators' to gain knowledge of this new system in order to keep abreast of educational changes. These programmes are discussed since they are needed to enhance and monitor the professional development of educators as well as the overall quality of the education system (ELRC 2003: 3).

The dramatic changes in South Africa in the past decade have seen a clean break with the past and a recognition that the future depends on an education system, which develops the full potential of all children and young people, regardless of their colour, race, gender or location (Thurlow, Bush & Coleman 2003: 9). The country's democratic government has given high priority to educational management development, recognizing that enhanced management capability is essential if schools and children are to achieve their potential. Thurlow et al (2003:9) assert that education is not an end in itself. Good management is an essential aspect of any education service, but its central goal is the promotion of effective teaching and learning. The vision for South Africa's transformed education system has been, and continues to be set out in policy frameworks and

legislation. However, the challenge is to manage the transformation effectively, whilst simultaneously counteracting pervasive influences from the past.

As a result of the multifarious nature of our society, educators are now faced with increased accountability regarding learners. As their role broadens, so also does the professional dimension of the job.

The researcher acknowledges that supervision is a rapidly changing role in the field of education. While supervision has historically been linked to administration, supervisors are presently mapping out new relationships and spheres of responsibility. Like all areas of education such change in supervision is pivotal. The current restructuring of education in South Africa calls for, among other things, a clear understanding of the process of facilitating effective teaching and learning. According to the National Policy on Whole School Evaluation (Department of Education, 2000b: 6) since about 1990, neither educators nor schools were externally evaluated. Reddy (2005: 3) has indicated that this has created a huge gap in an era that was fraught with dissatisfaction over educator evaluation. Reddy (2005: 3) states that it has now become incumbent on the democratic government and its department of education to improve the quality of education, especially after the dismal matriculation results from 1995 to 2000. It is in this context that Whole School Evaluation has emerged. New educational policies in South Africa require educational managers who can work in democratic and participative ways to build relationships and ensure the effective delivery of education (Steyn & Van Niekerk 2002: 7).

Many of the educators, principals and the staff who support their work at circuit, district, region and provincial levels report that they lack role models for the new paradigms of management and learning, and are left feeling ill-equipped for their roles as agents of change (Samuels 2004: 33). Rather, they feel disempowered, deskilled and deprived of professional esteem and status by the pressure that they experience to both manage the present and build the future. Studies show that educators do not have a positive image of themselves and the profession, and they tend to discourage learners from going into teaching (Samuels 2004: 33).

Changes require a fundamental shift in organisation culture, often referred to as a 'paradigm shift'. Summarized in the table 2.1 below are the changes which were characterized as moving from a system which was controlling, rigid, hierarchical, bureaucratic and discriminatory to one which is visionary, flexible, collegial, democratic and inclusive.

TABLE 2.1: 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

Jansen (2004: 56) argues that the post-apartheid educator evaluation policies are not being implemented and they are resisted by educators because of this culture of suspicion. The excessive control of educators' work under apartheid did not only limit the power of educators to be creative in performing their duties, and caused suspicion, but it had also resulted in the dependence among some educators. Some educators have come to rely on outside agencies (state) to direct them in performing their duties (NAPTOSA 2006: 13).

What emerges quite clearly from the aforementioned discussion is that educator professionalism under apartheid was characterized by heavy bureaucratic control and racism. Bureaucratic accountability was ensured through a system of inspection. The system of inspection used a combination of sheer force and/or gentle persuasion (Jansen 2004: 65). These included punitive measures against educators who defied authority and strict determination of what to teach and how to teach. Educator education, through fundamental pedagogy was used to instill a culture of submissiveness on the part of educators. The aim was to produce educators who will not 'consciously' exercise their professional autonomy (Jansen 2004: 65). This excessive control of educators' work did not only result in educators losing their autonomy and becoming suspicious of the system, but it also resulted in educators relying on outside accountability regimes. In other words educators came to rely more and more on bureaucratic accountability as opposed to professional accountability (Jansen 2004: 11).

The new system emphasizes being able to adapt to a new situation: able to change or be changed according to circumstances; with equal participation by all: characterized by free and equal participation in government or in the decision-making processes of an organization or group; nondiscriminatory: describes language that avoids discrimination, limitation, or stereotypes based on gender.

According to Jacklin (2001: 24) an essential characteristic of the old South African model was control and resistance to change. Educators' work was under heavy control to the extent that educators were seen as "civil servants with little autonomy and very little claim to professional status" (Jacklin 2001: 24). The control was ensured through a

system of inspection where educators were punished if they did not comply with the apartheid intentions entrenched in the curriculum. The inspection system was organized in such a way that educators were constantly under surveillance and fear was instilled in them (Soudien 2002: 220; Chisholm 1999: 392; Hyslop 2007: 66; Jansen 2004: 64). It was punitive and vindictive as opposed to supportive and developmental (Chisholm & Hoadley 2005: 28).

The system used punitive measures such as transfers of defiant educators to remote schools, constant harassment of defiant educators by the departmental officials, and in some cases dismissal of educators who did not comply with the policies of the apartheid government. Hartshorne (1999) cited in Jansen (2004: 57) shows that in 1986 there were 700 people in the field of education who were detained and that 1585 people in education lost their jobs in 1987.

A brief overview of developmental appraisal, performance appraisal and whole school evaluations and its functions are examined in the following section. The general concern with school effectiveness and improvement has made processes like developmental appraisal important for the enhancement of the quality of educators and teaching.

2.3   DEVELOPMENTAL APPRAISAL

According to Van Deventer and Kruger (2003: 21), the aim of developmental appraisal is to facilitate the personal development of educators in order to improve the quality of teaching practice and education. Developmental appraisal and performance measurement inform and strengthen one another without duplication of structures and procedures. A

high quality staff development programme is an important avenue for refreshing, updating and expanding the educator's knowledge and skills. Educators have an important role in developing their education needs. This appears to help to identify needs and opportunities for growth and development. It also builds on the strength that educators already have. It helps to determine which educators need more training and development. Van Deventer and Kruger (2003:211) argue that this approach is neither judgmental nor fault finding. It tries to find ways that would enable the educator to improve his or her performance by identifying which are positive aspects to his or her performance which are not in need of immediate improvement and upon which further professional development may be based. Educators still have a fear of the type of approach that will be used to effect this process. They feel that the legacy of the old method of inspection is still within the teaching fraternity. It is also based on the fact that there is restructuring in the education department which implies that if the educator's performance is not satisfactory, they can be expelled from the system.

Patel (2001: 1) indicates that generally the South African nation and more particularly the post apartheid government have put into place a number of policies and strategies to ensure quality education. One of the most profound has been the developmental appraisal system. This is a system which allows the classroom practitioners to identify their own development needs through a democratic and formative process together with the participation of education managers, peers and experts. It is one of the tools if supported by the establishment of structures and systems can truly revolutionize our education system. He believes that we have not truly given this system a 'chance' (Patel 2001: 2). It replaces an autocratic, judgmental and summative system which did not consider the

differing contextual factors that affect an educator's work. According to Patel (2001: 2) this system often was so perverse that good 'window dresses' often were rewarded for their showpersonship than for their contribution to the education system. This system was also not sustainable as it was based on fear, intimidation and would judge an educator based on one classroom visit over a length of time.

Butler, Chanza, Marneweck and Christie (1999: 48) contend that in addition to enhancing the quality of education offered to learners, developmental appraisal or formative evaluation emphasizes process rather than product. It is for this reason that it acknowledges the presence of contextual factors, namely availability of resources, socio-economic status, educators' attitudes and so forth which may possibly influence the educators' attitudes (Mpolweni 1998: 57; Butler et al. 1999: 55). The purpose of DA is to appraise individual educators in a transparent manner with a view to determine areas of strength and weakness (Department of Education 2004: 1).

Developmental appraisal recognizes educators as both persons and professionals, hence information on both personal and professional aspects of the educator are collected (Lukhaimaine 1997:18). The educators' personal and professional traits should complement each other during instructional performance. Educators may have positive personalities but will still need professional development to enhance effectiveness in teaching and to maximize their performance. Developmental appraisal creates a positive mental set in educators by allowing them the opportunities to be involved in decisions related to their performance so that they can make the necessary contribution (Education Labour Relations Council 2003:56). Therefore a unified vision for professional

development as a purpose for appraisal should be established between educators and administrators.

In a South African Democratic Teacher's Union Press Statement (2003: 2) regarding the reconciling of the developmental appraisal system (DAS) and Whole School Evaluation (WSE) the following was expressed:" … we believe that the proposed protocol for classroom visits has made significant progress towards achieving real synergies between DAS and WSE, whist preventing a return to the arbitrary inspection system of the past. This process is vital. It cannot be short circuited. We believe - and international experience shows - that it is only when you get "buy in" from the educators themselves that these various appraisal and evaluation instruments actually work and contribute to improving the quality of learning and teaching - this, after all, is our common vision." The researcher is of the view that appraisal systems have the potential of being successful especially when there is democracy in the development of the appraisal system with all stakeholders making their fair contribution.

Having outlined the developmental appraisal system, it is also important to focus on performance appraisal which is closely linked to developmental appraisal.

2.4   PERFORMANCE APPRAISAL

2.4.1   What is performance appraisal?

Performance Appraisal (PA) or Performance Measurement System (PMS) is the process of determining and communicating to an educator how he or she is performing on the job whilst ideally establishing a plan of improvement (Fisher, Alder & Avasaly 1998:153;

Lock 2003:70). According to Reddy (2005:23) all schools in South Africa are expected to develop themselves as learning organizations. This means that schools and staff (principals, educators, learners and members of the school management team (SMT) are continually learning. Appraisal is a crucial part of this process, hence the term, developmental appraisal and not 'judgmental appraisal'. According to Patanayak (2002:82) performance appraisal refers to "all those procedures that are used to evaluate the personality, the performance, and the potential of its staff members". This view is endorsed by Carel, Elbert and Hatfield (2002: 225) who maintain that performance appraisal is the ongoing process of evaluating and managing both the behaviour and human outcomes in the workplace". Mathis and Jackson (2000: 384) have described performance appraisal as "the process of evaluating how well employees perform their jobs when compared to a set of standards, and then communicating that information to those employees". According to Dessler (2000: 321) performance appraisal refers to "evaluating an employee's current or past performance relative to his or her performance standards". In addition, Byars and Rue (2000: 275) have described performance appraisal as "the process of determining and communicating to an employee how he or she is performing on the job and, ideally, establishing a plan of improvement. When properly conducted, performance appraisal not only let employees know how well they are performing but also influence their future level of effort and task direction". Rademan and Vos (2001: 54) indicate that the term performance appraisal essentially describes the evaluation of people in the workplace with regard to their job performance and potential for further development.

The researcher avers that the role of performance appraisal can be considered as one of the key aspects and consequently plays a strategic role in managing the human resources in a school situation. In addition the researcher asserts that an effective performance appraisal should be able to assess the educators on the basis of currently needed skills and develop them to meet the dynamic challenges of the current age.

However, the appraisal can, for example, be seen as a judgment of the individual, rather than a means of future improvement. Educator appraisal should lead to the enhancement, progression, expansion, upgrading and advancement of educational delivery, hence developing the educator as a whole. Educators need to be informed and be trained in an appraisal system. Its effectiveness needs to be monitored.

The performance appraisal has been defined as any staff decision that affects the status of educators regarding retention, termination, promotion, demotion, transfer, salary increases or decreases, or admission into a training program (Hannagan 2002: 72). Performance appraisal has been confined to the formal performance appraisal with the above definition (Hannagan 2002: 75). Appraisals have been cited to range from official, prescribed meetings between an evaluator and evaluatee to causal, change occasions where an evaluator observed work activities and indicated his or her assessment with an informal comment (Dessler 2000: 194).

Considering the above, performance appraisal for the purpose of this study is defined as an ongoing activity of evaluating and managing educators' outcomes against pre-set performance objectives, which is used periodically for formal evaluation, identifies

educators' potentials for career advancement, promotes development and their weaknesses for their self-improvement and communicates feedback to the educators.

A typical performance appraisal system is illustrated Figure 2.1. Educators are appraised by their Head of Departments. (Adapted from Belcastro, 1998:16).   In any school system its human resources can be categorized into two broad categories: people involved in management (Head of Departments), who are mainly responsible for laying down clear cut policies, aims and objectives for the school, and educators who carry out the instructions and guidelines laid down. Both Head of Departments and educators are interdependent. No school can be successful without a positive and interlinked co-operation between the two. The more they are in harmony, the more the school is successful in carrying out day-to-day tasks without problems.

 Observation of educators in practice by the HOD   includes class visits, an examination of mark files, test files, forecasts, preparations files, resource files and other records such as school fee records, other money collection updates (Debutants Ball, Fund Raising events).

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 Perceptions  ▶  ┌──────────┐  ▶  The Appraisal  ▶  ┌──────────┐
                 │ THE HEAD │                        │   THE    │
      ▲          │    OF    │                        │ EDUCATOR,│
      ┊          │DEPARTMENT│                        │ THE FILES│
      ┊          │  (HOD)   │                        │   AND    │
      ┊          │          │                        │  OTHERS  │
      ┊          └──────────┘                        └──────────┘
      ┊                                                   │
      ┊                                                   ▼
      ┊                                                   ┊
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      ┊╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌╌┊
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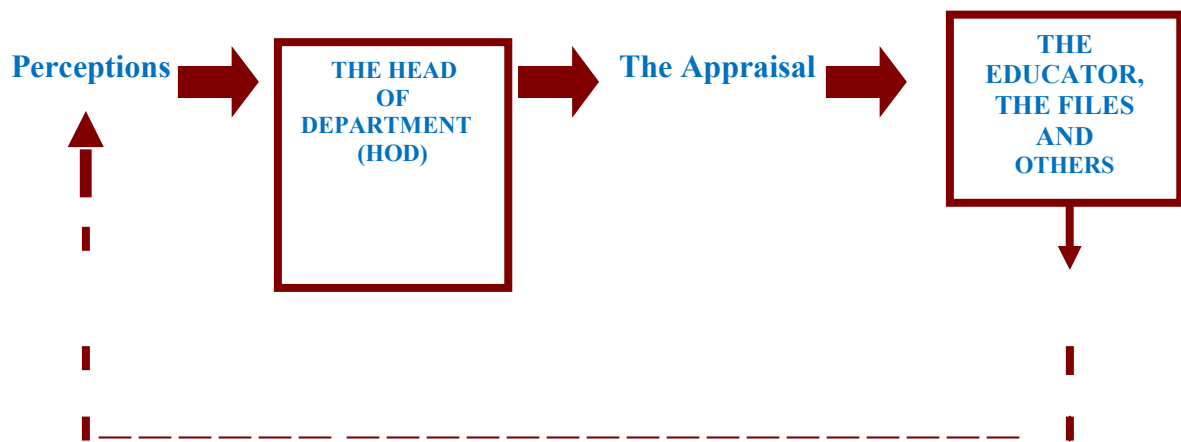
FIGURE 2.1 - A Basic Performance Appraisal System (Adapted from Belcastro, 1998: 16).

Perhaps the most significant aspect of the structure depicted in Figure 2.1 is that the appraisal has as its primary input the perception of the Head of Departments (HOD's). Technically speaking, they are the only input. Given this model, it is obvious that if the system is to work effectively the HOD's perceptions must be objective, accurate, comprehensive, and free from any significant bias, distortion or undue influence; otherwise, the system is patently flawed.

Since every appraisal system is administered by specific purposes, the succeeding section exemplifies the rationale of performance appraisal. The educator is responsible for self – evaluation.

The HOD assesses the records (mark file, test file, forecast, work schedules, lesson plans) of the educator. In addition a sample of learner files and books are assessed by the HOD. The appraisal of the educator follows with the observation of the educator in action in the classroom. The first lesson observation is an announced visit while the second is an

unannounced visit. Based on the aforementioned the HOD prepares an appraisal of the educator to complete the cycle. Networking among educator leaders also plays a role in analyzing problems and developing solutions for them. Through these networks, educators brainstorm, gain new perspectives, and receive encouragement from other educators in an environment which leads to a greater sense of ownership of both problems and solutions and, as a consequence, a greater sense of job satisfaction and empowerment (Silva, Gimbert, & Nolan 2000: 55). These appraisals, according to the researcher, are deemed necessary and useful as they offer constructive criticism imperative for educators forging ahead.

Milkovich and Boudrea in Rademan and Vos (2001:54) suggest that appraisal represents one of the most important interactions to take place between supervisors and subordinates, to the extent that it can either improve or reduce the effects of educational resource management activities. A well developed appraisal system is of considerable benefit to the individual and the department. Appraisals typically have two components: text, and a number. The number is usually the basis for determining the employee's merit increase , the size of the pay raise for the subsequent year (Milkovich & Boudrea in Rademan and Vos 2001:54). The purposes of performance appraisal are highlighted in the next section.

2.4.2 Purposes of Performance Appraisal

In as much as it is necessary to have performance objectives (measures) against which personnel will be appraised (measured), it is also imperative to have an appropriate appraisal method with clearly outlined purposes. The importance of performance appraisal, the purpose of performance appraisal in performance management and the objectives and uses of performance appraisal form the central element of this section. The importance of performance appraisal is elaborated on in the following section.

Armstrong (2001:501) clarifies performance management as a process for helping schools to achieve their objectives by establishing shared understanding between head educators (supervisors/appraisers) and their educators (subordinates /appraisees) about what is to be achieved, and then by managing and developing people. The key elements of the above explanations are an agreed upon frame of goals; a process to achieve and monitor the results and performance; a shared understanding about the performance; and, finally, an approach to manage and develop educators (Armstrong 2001: 502). Proponents of performance management also believe that "Performance appraisal is a critical element in the performance management system" (Corbridge & Pilbeam 1998:205). Performance appraisal is a sub-set of performance management and relates to the formal process of assessing and measuring educator performance against agreed objectives" (Corbridge & Pilbeam 1998:205). Recently Grensing-Pophal (2002:73) have emphasized that "performance management is evolving from a system focused on the performance appraisal itself to a system that focuses more on educator development as a whole". These arguments all show the importance of performance appraisal. To improve delivery educators need to know what their current performance is and this information is

collected through performance appraisal. Hence, the need for performance appraisal becomes imperative and is therefore discussed in greater detail in the following section.

Performance appraisal has numerous purposes: it is an instrument of appraisal which could be related to the development of staff (Department of Education 2004:01), it strengthens the professional skills and abilities of educators, improves the educator's job performance by identifying those elements that indicate strength and those where improvement is needed; gives feedback and offers input to help the educator improve on the job and evaluates individual educators for salary progression, affirmation of appointments and rewards and incentives (Department of Education 2004:01).

It is not a punitive process. The appraisal process should be a positive and helpful experience for the educator. The researcher affirms that the current educator appraisal allows the educator to participate by offering an opportunity for self-evaluation. The researcher concurs with Robbins and Coulter (2003: 321) that educators should be asked what areas they would like to improve, or special topics they could learn more about. The educator's goals should be included along with the supervisor's goals, in the performance appraisal.

Harison and Goulding (1997: 276) believe that the most obvious reason for appraising individuals is to secure their improvement. The betterment of every individual educator's performance is likely to lead to an enhancement of the performance of the organization as a whole. They categorized the purpose of appraisal into two parts: developmental, which improves individual performance through training and develops skills; and

accountability, which advocates rewarding the educators in addition to individual performance improvement. Appraisal can be either developmental or judgmental. Hence, performance appraisal is required and conducted for several reasons: "First, appraisals provide information upon which promotion and salary decisions can be made. Second they provide an opportunity for appraiser and appraisee to review the subordinate's work-related behaviour. This in turn lets both develop a plan for correcting any deficiencies the appraisal might have unearthed, and reinforce the things the subordinate does right. Finally, the appraisal should be central to the educators career-planning process because it provides a good opportunity to review the person's career plans in light of his or her exhibited strengths and weaknesess"(Harison & Goulding 1997: 276).

The researcher avers that performance appraisals allow educators to gauge how they are progressing in the school system, and they provide an opportunity for discussion between educators and education managers that should create and promote professional development and growth. Therefore the overall purpose is to build, encourage and promote the highest form of delivery that an educator can render and simultaneously provide the educator a rewarding professional career through continuous professional growth.

Robbins and Coulter (2003: 321) regard appraisal as a critical part of educator appraisal for establishing performance standards and appraising educator performance in order to arrive at objective decisions as well as to provide documentation to support those decisions. Educator appraisal can make a major contribution towards the achievement of school objectives while maximizing the contribution of educators. Cornelius (2001: 141)

shares a similar sentiment to Robbins and Coulter when he advocates that the appropriate use of appraisal systems can provide valuable assistance in supervising and developing educators. Some of the uses of performance appraisal are emphasized in the next section.

Jackson and Schuler (2000: 453) identify 20 uses of performance appraisal information by categorizing them into four main groups:

- *Evaluation*: between-person comparisons which facilitate making basic educating decisions, deciding on salary increment, recognition of educator performance and identification of poor performance, promotion, retention and termination decisions.

- *Personal development*: helping the educator to improve by providing performance feedback, identification of their strengths or weaknesses, making transfers and assignments and identification of training needs.

- *System maintenance*: Developing educator and organizational goals, using performance information to assess goal attainment, to determine organizational training needs to identify organizational development needs, and to audit educator resource systems.

- *Documentation*: maintaining performance records to be used as documentation for various reasons including legal requirements and validation research.

The objectives of performance appraisal are to relate educator goals to organisational goals; to enhance objectivity in measuring educator Performance Measurement (Roberts 1998: 312); to evaluate the current job performance and predict performance of newly appointed educators; to foster increasing competence and growth of educators

(Performance Improvement) (Roberts 1998: 312); to stimulate the educators' motivation by indicating when their performance is good; to enhance communications between Head of Departments and educators in order to strengthen their relationship (Patanayak 2002: 34); to determine transfer, termination and retention; to identify individual strengths and weaknesses; to serve as a basis for decision making about an educator's salary and promotion; to document performance appraisal; to identify weak educators (Patanayak 2002: 36); to determine training needs for further improvement; to provide concrete feedback about the performance of the educator; to identify potential for development (Roberts 1998: 312).

Bohlander, Snel and Sherman (2001: 319) highlight the following four objectives of performance appraisal among many others:

• To give educators the opportunity to discuss performance and performance standards regularly with their supervisor;

• To provide the supervisor with a means of identifying the strengths and weaknesses of an educator's performance;

 • To provide a format enabling the supervisor to recommend a specific program to help an educator improve performance;

 • To provide a basis for salary recommendations.

Performance appraisals can also serve a variety of other functions (Patanayak 2002: 238). They can be excellent opportunities to solicit feedback on supervision. There can be a natural time for volunteers to review whether or not they wish to remain with the program; an opportunity for the supervisor to encourage alternative or additional program

functions; and a time for soliciting general suggestions about the program (Patanayak 2002: 239).

Increasingly, performance appraisals have become vital tools for assessing and determining the worth of each individual. Performance appraisal is effective "since it provides a framework to objectivity and fairness within which relevant discussion on behaviour can occur" (Patanayak 2002:239).

Belcastro(1998: 25 classifies performance appraisal into two main categories (Table 2.2):
• Evaluative: also known as administrative, it looks at the previous year's performance, which is used to make decisions on any merit increase, any salary increase, promotions, demotions and transfers. It can also be used to evaluate the efficacy of recruitment and selection.
• Developmental: Such appraisals for educators have been in existence for more than three decades. What is outlined in Figure 2.2 is that performance appraisal is a necessary tool to make administrative decisions relating to promotions, discharge of staff, layoffs, and merit pay increases.

TABLE 2.2 The Performance Appraisal dissection (Adapted from Belcastro 1998:26).

TWO MAJOR CATEGORIES OF PERFORMANCE APPRAISAL	
Evaluative	Developmental
Merit decision	Identifying strength
Promotion decision	Identifying weakness
Dismissal decision	Identifying potential
Downsizing decision	Identifying training and development needs
Appraisal of current job	Providing coaching and direction for future planning
Compensation decision	Recognizing good performance
Validation of selection	Providing performance feedback

Table 2.2 clearly reveals that the present job performance of an educator is often the most significant consideration for determining whether to promote the person. Successful performance in the present job does not necessarily mean that an educator will be an effective performer in a higher-level job. For example, the information obtained via appraisal can be used to identify an individual educator's strengths and weaknesses. This data can then be used to help determine the right person to be promoted to a higher post or to determine the education system's overall training and development needs. For an individual educator, a completed performance appraisal should also include a plan outlining specific training and development needs. Performance appraisal encourages performance improvement.

According to the researcher, what is clearly evident in the above table is that performance appraisal serves a two-fold purpose. Performance appraisal allows for assessment (evaluation) of educators which in turn stimulates advancement (development) of the educators. Hence, the entire performance appraisal may be regarded as progressive as it ameliorates educator performance.

Further, the researcher believes that the school's staff must share a common image of a different, more rigorous kind of schooling, be able to deal directly with difficult and often controversial issues, and be willing to receive and act on critical feedback from external sources. In addition, the faculty must have or develop self-analysis skills to monitor data on student achievement, as well as be able to deal simultaneously with multiple aspects of school redesign curriculum, pedagogy, assessment, and school culture.

No matter what system or name is used, performance appraisal will always remain an integral part and parcel of a performance measurement system. Educators form the nucleus of educational institutions or organizations and appraisal of educators is vital to ensure growth and development. Educator appraisal is reviewed in the subsequent section.

2.5   EDUCATOR APPRAISAL

Educators form an integral part of an educational institution. "Educators are the key agents in the quality of the education system. They should be treated and conceptualized as members of a profession (as opposed to as service 'workers')…" (Department of Education 2005: 3). This view is echoed internationally as there is a growing

acknowledgement that the educator is the most important factor in learning and teaching (Cochran-Smith 2004: 108).

According to Dillion (2001: 36) appraisal is a structured process through which judgements are reached about the quality of provision offered to learners and the benefits those learners gain, be they academic attainment or personal and social development. In addition, Dilion (2001: 38) points out that it is a process in which the good work of a school can be affirmed and recommendations can be made that are designed to help the school improve. So evaluation is more than inspection and more than an audit.

According to Goddard and Emmerson (cited in Monyatsi 2003: 18) educator appraisal is a continuous and systematic process intended to help individual educators with their professional development and career planning and to help ensure that the in-service training and deployment of educators matches the complimentary needs of individual teachers and the school. Winter (2000: 9) contends that professional development for educators is necessary to assist them in continuing to improve their skills and to develop new skills and knowledge with regard to "best practices". It also provides a platform for developing a thorough understanding of current reform initiatives. Whitaker (1998: 107) asserts that appraisal has the potential to be a highly powerful aid to personal and professional development.

According to Swanepoel, Erasmus, Van Wyk and Schenk (2000: 405), measuring and assessing is an activity that finds application in virtually all the human resource management functions. Individual performance, as the outcome of work activities, must

also be subject to measurement. Swanepoel et al. (2000: 405) further indicate that supervisors and managers continuously assess, on an informal basis, how well their subordinates are doing their work. Such informal assessment enables the individual manager to make necessary decisions regarding the most effective utilization of staff, motivating those who perform well and rectifying substandard performance. According to Craft (2000: 35), throughout the process of bringing in appraisal schemes, there have been considerable debates about the appropriate nature of an appraisal scheme for educators. Different views on the purposes and nature of appraisals have been put forward. These have tended to fall along a continuum, with the view of appraisal as being about accountability at one end and the view of appraisal as being about development at the other end. The former model checked whether educators are doing their job properly emphasizing the making of judgements about the educator while the latter model emphasizes improvements in the knowledge, skills and attitudes associated with teaching. Craft (2000: 35-36) further illustrates the different views in Table 2.3.

TABLE 2.3: Different views on appraisal (Craft 2000:40)

ACCOUNTABILITY MODEL	DEVELOPMENT MODEL
Appraisal is seen as:	Appraisal is seen as :
- informing decisions on duties, development pay, promotion and tenure	- a process of review and about improvement, performance
- involving judgment by a superior	enhancement through performance
- backward looking / general one way	-two-way involving shared evaluation forward looking/focus and selective
- linked to rating or grading	- centre on agreeing target
- based on standardized criteria	- individualized, with criteria being open to negotiation contextualization
- being validated by a written record	- being validated by effective outcomes

Craft (2000: 41) argues that, whether we adopt the development or accountability interpretation of appraisal, it is not surprising that there are links between appraisal and professional development. Craft identifies at least five dimensions in this relationship as follows: appraisal provides opportunities for professional development, reflection, paired observation, feedback, collaboration involving the exchange of ideas, mutual support, appraisal can be a precise way of identifying professional development needs, appraisal can be a means of reconciling school and individual professional development needs by logging and making explicit differences and the reasons for them, appraisal can be used

to evaluate the effectiveness of professional development, particularly in the second year, appraisal puts professional development on the agenda of all educators on a regular basis.

The researcher contends that appraisal is all about helping educators in identifying priorities or targets for future action. It is valuable in that it assists in the development of the educator. Even well-prepared educators need continuous training to stay effective. Professional development can expose instructors to new teaching methods and pedagogical research, help them stay on top of state performance standards, and teach them to incorporate technology into the curriculum. Unfortunately, traditional methods of professional development—typically one-day workshops on isolated topics—have proven unhelpful for most educators. Current research on high-quality professional development suggests that a more integrated approach is necessary to improve teaching quality.

The appraisal process is not viewed in isolation and therefore the role of the learner also features significantly. Craft (2000: 45) is of the opinion that involving learners in the appraisal process can contribute powerfully to the model of appraisal which one's school leans towards. She further indicates that evidence from learners can be used within a school, which has an ethos of acknowledging communication between all members as a tool for the developmental process of appraisal. By contrast, in a school where a part of the ethos includes an attitude of greater separation between the perspectives of learner and educator, the evidence from learners could contribute to a more accountability based model of appraisal.

Swanepoel et al. (2000: 409) beg to differ with Craft on involving learners in appraising educators, even if involving learners would assist in giving feedback on the impact of the educator's teaching on learners. The evaluation of the educator by learners could have a detrimental impact on educators, as most learners' evaluation would be based on favoritism. It is feared that there would be a lot of bias. According to Swanepoel et al. (2000: 410), there are specifications for an appraisal system as a criterion for judging the work performance of individual educators. These are: relevance; reliability; the ability to discriminate or sensitivity; freedom from contamination; practicality and acceptability. Swanepoel et al. (2000: 410), outlines each specific requirement as follows.

• *Relevance*: The appraisal system must be directly related to the objectives of the job and the goals of an organization.

• *Reliability*: The system must produce evaluations or ratings that are consistent and repeatable.

• *The ability to discriminate and sensitivity*: Despite being highly relevant and reliable, a system will still be of no use if it is unable to distinguish between good performers and poor performers. If the system gives rise to similar ratings for both effective and ineffective employees through either design deficiencies or rating errors, results cannot be used for developmental or administrative decisions.

• *Freedom from contamination*: According to Swanepoel et al. (2000: 411), the system should be able to measure individual performance without being contaminated by extraneous factors that are outside the employee's control, such as material strategies, inappropriate equipment or procedures.

• *Practicality*: Swanepoel et al. (2000: 411) indicate that appraisal should be easy to understand, user friendly and manageable.

• *Acceptability*: According to Swanepoel et al. (2000: 411) the acceptability of a system is an extremely important prerequisite, since the support and perceived legitimacy a system receives from both managers and employees will probably carry more weight in determining its success than its inherent technical soundness. Swanepoel et al. (2000: 411) indicate that, in order to establish a positive attitude towards the system, it would be prudent to utilize all possible means of involving the eventual end users in its development, implementation and maintenance. They must also be made to feel that they are the actual owners of the appraisal system. The researcher agrees with Swanepoel on the involvement of the end users in its development, implementation and maintenance. Besides being relevant and reliable, the process has to be democratic and transparent. It should not be used as a yardstick to disciplinary measures. For quality education, educators must be appraised and developed as this will enhance their performance and also improve the quality of education. It will assist educators to realize their potential and carry out their duties more effectively.

According to Poster and Poster (cited in Monyatsi, 2003: 19) "appraisal is one of a number of techniques for integrating the individual into the organisation." The general concern with school effectiveness and improvement has made processes like developmental appraisal important for the enhancement of the quality of educators and teaching. One of the many ways in which teaching can be developed is through classroom observation. Classroom observation is reviewed in the next section.

2.6.   CLASSROOM OBSERVATION

Classroom observation provides information which is different to the information acquired and given through other appraisal practices. One of the best ways to learn is by being observed by others for example, by educators or by learners and receives specific feedback from that observation. In other words, criticism offered by other educators and by learners can facilitate the enhancement of the educators' delivery in the classroom. Analysing and reflecting on feedback information on classroom observation can be a valuable means of professional growth (Guskey 2000: 22). The observation of educators in their classrooms uses collegial observation where colleagues observe each other. This involves a peer and the Head of Department observing the appraisee in action and arrives at a suitable score to be awarded to the educator being appraised. Observation of classroom educators may focus on lesson design, instructional practices, for example, teaching skills and the improvement thereof, classroom management or other issues. According to Good and Brophy (2004: 34) it allows educators to classify what they are doing as they do it, making it possible for them to be aware of what they do and to remember it later. In other words, observation enables the educator to generate and regulate patterns of behaviour and thus has a great effect on the practice of teaching (Moon, Butcher & Bird 2000: 135). The observer gains professional expertise by watching a colleague, preparing the feedback, and discussing classroom management issues.

Lesson observation requires the commitment of significant time from both the observer and the one being observed. Both must be willing to co-ordinate their schedules in order to accommodate the needs of the other. Observations need to be well planned, focused on

specific issues, and provide follow-up to document the need for classroom improvements in order to be effective (Guskey 2000: 24).

Figure 2.2 represents the network of classroom observation, including the course of action.
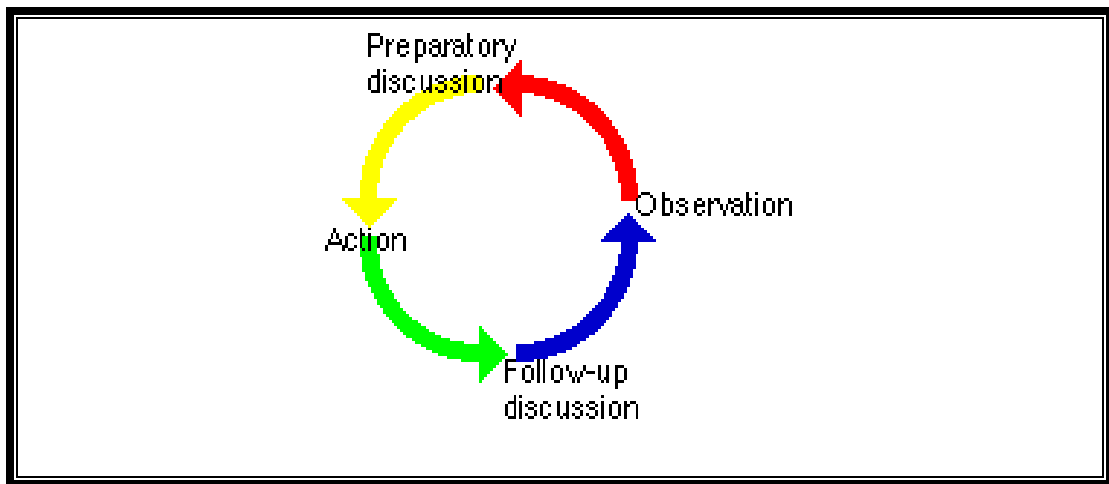
FIGURE 2.2: Classroom Observation as a Developmental Process (Balkaran 2000: 75)

The preparatory discussion entails outlining expectations or aspects to be focused on during the observation. The researcher contends that the follow-up discussion is of supreme importance as it addresses the educator's strengths and weaknesses. If any weaknesses are identified then plans need to be put into place to ensure that these weaknesses are addressed.

A practical model for classroom observation has three distinct aspects: preparatory discussion; observation; follow-up discussion and feedback leading to agreement on action (Balkaran 2000: 85). Too often educators will attend workshops and be left on their own to implement and attempt to continue what they have learned. Yet again, just as

educators should not expect their students to be without questions after an important lesson, professional development planners should not expect educators to be without questions after the professional development is completed. Another component of effective professional development programs are those that have the structures set up for consistent follow-up and support (Jansen 2004: 43). Support and follow-up is needed in order to help in facing any new issues or problems that may arise from classroom implementation (Hawley & Valli 1999: 33). The full potential of professional development may not be reached if educators do not implement practices learned in their classrooms. Without the opportunity to follow up on any questions that may be occurring, professional development may not be fruitful (Guskey 2000: 11). Again, educator efficacy comes into play. Educators who are supported and have a high sense of efficacy will likely feel good about teaching and are confident that they are able to influence student learning (Jansen 2004: 43). An evaluation by Reddy (2005: 21), of successful professional development programs, has shown that educators benefit from support as they try to implement new strategies and learning activities. Again, this promotes the range and long term effect that professional development can promote educators. Whether peer observation or observation by a mentor or supervisor is being undertaken, this model is equally applicable. The conditions of peer review likewise exist for educators, because of the daily opportunities for observing the performance of colleagues (Monyatsi 2003: 111). Reddy (2005: 17) also supports peer review as an elemental factor in advancement and continuing appointment. Ramanarain (2010: 56) supports Reddy (2005: 17) by saying that "one of the advantages of Peer Review is that co-workers who perform similar tasks are more knowledgeable about the work than a supervisor and are in a better position to evaluate work". Recently Bohlander, Snel and Sherman (2001:

327) expressed the same sentiments: that "one advantage of peer appraisals is the belief that they furnish more accurate and valid information than appraisals by superiors". At the same time there is a natural conflict of interest inherent in peer review, which can result in either positive or negative bias, depending on the situation. Accordingly, peer review is prone to lacking fairness.

According to Balkaran (2000: 87) classroom observation is a developmental process for both the educator observing and the educator being observed. Rademan and Vos (2001: 54) indicate that the advantage of classroom observation is that it:

- Offers educators feedback on their teaching;
- Offers educators an 'extra pair of eyes', i.e. a chance to find out more about what is happening in their classroom;
- Encourages collaboration between colleagues and the exchange of ideas;
- Encourages more reflection about teaching;
- Encourages better lesson preparations;
- Ensures that an appraisal interview is based on knowledge of a educator's real work;
- Breaks down classroom isolation;
- Provides support

"Without proper two-way feedback about one's effort and its effect on performance, one runs the risk of decreasing one's motivation" (DeCenzo & Robbins 2002: 269). Grensing-Pophal (2002: 89) presents some advice on useful feedback. It should be:

• descriptive rather than evaluative. For example, instead of saying "the memo is poorly written", supply some specific areas to improve upon.

• specific rather than general: Instead of saying one is "dominating" it will be more appropriate to say "I felt forced to accept your arguments or face attack because it seemed as though you did not listen to what others said".

• cognizant of the needs of both the receiver and the giver: it can be destructive if feedback serves a manager only.

• directed toward behavior that the receiver can do something about.

• solicited rather than imposed.

• well-timed, and offered as soon as possible after the event.

• checked to ensure the communication is clear and was received the way it was meant and use active listening skills.

Classroom observation plays a fundamental role in the integrated management system. The ensuing section expounds the aspect of the integrated quality management system.

2.7   INTEGRATED QUALITY MANAGEMENT SYSTEM

2.7.1   Introduction

The Integrated Quality Management Systems (IQMS) was agreed upon in the Education Labour Relations Council in 2003. The Government sees this policy as a shift from the system of inspection to a system of self-evaluation and external evaluation. This policy attempts to locate educators in their working environment rather than judging their performance in isolation to their working environment. The policy also attempts to link

performance with development and remuneration of educators. The IQMS was an attempt to integrate the Whole School Evaluation (WSE), Performance Measurement System (Resolution 1 of 2003) and Developmental Appraisal System (DAS) (ELRC, 2003: 54). For the Department of Education – and for all educators - the main objective of IQMS is to ensure quality public education for all and to constantly improve the quality of learning and teaching, and for this we are all accountable to the wider community. Successful educational outcomes also depend upon empowering, motivating and training educators. The Integrated Quality Management System seeks to monitor and support these processes. Evaluation of programmes and practices is essential to any ongoing effort to improve any profession. The procedure manual for the IQMS states that evaluation is not **apart from** but is a **part of** the educational process (IQMS Collective Agreement Number 8 of 2003: 1). However, sound evaluation practices must be based on a set of beliefs and principles that are congruent with the outcome desired. There are three programmes, which need to be in place in order to enhance and monitor performance of the education system. These are: Developmental Appraisal; Performance Measurement; and Whole School Evaluation. Each of these programmes has a distinct focus and purpose, and there should be no contradiction between any of them.

As mentioned previously the purpose of DA is to appraise individual educators in a transparent manner with a view to determine areas of strength and weakness (Department of Education 2004: 1). The purpose of PM is to evaluate individual educators for salary progression, affirmation of appointments and rewards and incentives (Department of Education 2004: 1). The purpose of WSE is to evaluate the overall effectiveness of a school as well as the quality of teaching and learning (Department of Education 2004: 1)

2.7.2   The purpose of integrated quality management system

The IQMS was established for the following purposes according to the Department of Education (2004: 1) to identify specific needs of education, school and district offices for support and development; to provide support to continued growth; to provide accountability; to monitor an institution's overall effectiveness, and to evaluate the educators' performance.

From the above assertion on the IQMS one can deduce that the approach will have a positive impact on the performance of the school. According to the pre research observation which was done by the researcher schools are now using the IQMS in order to improve effectiveness and the quality of results. Most of the educators are now participating in all school activities as there is a provision for incentives if somebody is actively involved in most of the school's activities like extra-mural activities. Schools should be judged on how well they deliver quality education to all those who attend school. Kroon (1999: 34) maintains that the IQMS is a means of getting better results from the organization, its teams and individuals, by understanding and managing performance within an agreed framework of planned goals, objectives and standards. Hord (1995: 71) defines the IQMS 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". Grobler et al. (2002: 121) maintains that the IQMS is a broader term that includes all quality management strategies, Performance Management (PM), Developmental Appraisal System (DAS) and Whole School Evaluation (WSE). These three approaches serve as tools that are embedded in the IQMS.

White Paper 6 on Human Resource Management in the Public Service (1997:6) highlights the following as benefits produced by the effective implementation of effective IQMS practices which educators can also benefit from.

- Increased job satisfaction among educators and improved attendance;

- Increased reliability and on-time delivery of service;

- Greater learner satisfaction;

-Improved educator performance and development of the school.

Hord (1995: 181) contends that IQMS plays a vital role in helping the organization achieve its goals by providing a link between strategic planning and performance appraisal which makes quality management an important constituent. Government White Paper 6 on Human Resource Management in the Public Service (1997: 4) highlights the importance of quality management in the Public Sector and states that "success of the Public service in delivering its operational and developmental goals depends primarily on the efficiency and effectiveness with which employees carry out their duties". The aforementioned contained in the White paper 6 can be adapted to suit the educational field by stating that success in schools in delivering its operational and developmental goals depends primarily on the efficiency and effectiveness with which educators carry out their duties.

If the IQMS is envisaged to be a quality and performance management strategy, this would imply that all three programmes should have a managerial focus to be successfully implemented. Both New Zealand and the United Kingdom have adopted the term,

'performance' and 'performance management' to apply to educators in schools. The IQMS is concerned with:

- Reviewing performance and identifying strengths and weaknesses,

- Professional development,

- Performance Measurement, Accountability and Pay awards,

- Sustaining quality service and School effectiveness (adapted from the Department of Education IQMS Manual 2005: 14)

2.7.3   The practicality of the Integrated Quality Management System

Gardiner (2003: 27,28) questions the practicality of the Integrated Quality Management System and raises the concern whether it is feasible to identify needs, provide support, rate performance and evaluate the entire school using the same instrument? IQMS has been critiqued for privileging managerial priorities as opposed to the needs of educators (Gardiner 2003: 28). Gardiner argues that the IQMS is a tool to control educators coded with sugar to make it palatable to educators. The educator unions felt that the IQMS is good on paper, but its problems arise in implementation. SADTU, for instance, pointed out that some of the problems (e.g. the policy is confusing and it is too technical) that educators encountered in the implementation of the policy.

Gardiner (2003: 290) goes on to argue that the IQMS is trying to bring together three instruments which are morally and philosophically very different. He points out that the Developmental Appraisal System (DAS), which is one component of the IQMS, is based on the philosophy of support and development. It also sees educators as professionals who are able, with the input of their peers, to identify their developmental needs. The

performance measurement system on the other hand is based on managerialism which does not acknowledge the ability of educators to make their own development paths. Whether the different philosophies on which these components of the IQMS are based will be compatible in practice or whether Gardiner's critique be proven right will be seen as the policy unfolds. Gardiner (2003: 29) concludes that IQMS was designed by the bureaucrats to simplify their job – it was conceived more for convenience rather than to support educators and to recognize their ability to make professional judgement. The question that arises is why did educator organisations agree to sign the policy? One reason could be that the policy is seen as a compromise between developmental appraisal and bureaucratic accountability. It is also important to note that the policy was agreed upon after a lengthy period of discussions. The negotiations that preceded the policy were controversial and contested around issues on: "who would control it, what it would contain, who would keep records, who would do the evaluation and whether the departments would be able to enter classrooms to evaluate educator performance" (Chisholm & Hoadley 2005: 5). So, according to Chisholm and Hoadley (2005: 5) the IQMS is a compromise between the Government and the educator organisations. The fact that the policy is linked to improvement of educators' salaries could have played a part in persuading educator organisation to accept the policy.

According to Jansen (2004: 54) indications are that the IQMS has not been well received in schools. In addition, it has been plagued by implementation problems. Some of the components of the IQMS (like Whole School Evaluation (WSE)) were met with resistance. In 2002 SADTU even called for a moratorium on the WSE because the policy was suspected to be "nothing more than the Trojan horse of accountability infringing on

and eroding the autonomy of the teaching profession" (Jansen 2004: 57). SADTU (Press Statement, 2003) argued that the policy is more punitive as opposed to being more supportive and developmental. Although WSE policy tries to involve the school in evaluation, it excludes the staff when a final judgment on the school's performance is made (Jansen 2004:62) Although on the surface the WSE policy seems to empower educators and to emphasize educator development, it is still a bureaucratic control mechanism (Jansen 2004:64).This begs the question, why did educator organizations agree to IQMS if one component was initially rejected? Does this mean that the other components will bring a balance to the sections of the WSE that SADTU in particular had problems with? (Press Statement 2003: 2). This remains to be seen as the policy unfolds. DAS, which is another component of the IQMS, has not been supported sufficiently by the government. This is the component of the IQMS that is favored by the educator organizations.

The IQMS might end up being more bureaucratized because it is made up of too many complicated systems. So, the administration of the IQMS will result in intensification of educator s' work. A study based on a nationally representative sample has shown that 75 percent of educators say that the IQMS has increased their workloads (Chisholm & Hoadley 2005: 29). In general, the IQMS does not seem to promote educator professionalism, instead it increases bureaucratic accountability and it causes intensification of teachers' work. However, compared with the inspection system used under apartheid, this policy is more progressive. And the tensions between bureaucratic accountability and educator autonomy might be an indication of the complexities involved in educator professionalism rather an indication of the policy being against

professionalism. The point is that as with any social phenomenon, the issues around IQMS and educator professionalism are not as clear cut as they are portrayed in this discussion.

The primary purpose of evaluation and professional development of educators is to ensure that they are adequately equipped in terms of the requirements of new curricula, ideas and concepts. This invariably contributes to the development of the school as a whole. The concept of whole school development is reviewed in the following section.

2.8   CONCLUSION

This research began by observing that many of our schools are confronted by pressures for change, and by asserting that all schools, in the very near future, will have to face even more pressing imperatives for change. It was suggested that if schools articulate a desire to improve, or if they are not to flounder in the flood of impending change, they will need to develop an ability to be self-evaluative and a capacity to manage change effectively.

It was argued that, in an increasingly turbulent environment, it is no longer supportable, even if it ever was, for schools to allow themselves to be 'unwilling victims of externally-driven changes', but rather that they should empower themselves by developing the capacity to respond to the challenge of change. It has been shown that a substantial literature has been developed which has greatly increased our knowledge about school effectiveness, school improvement and the nature of educational change. However, research-based knowledge can only be claimed to be useful when it is put to the test of

practice. The knowledge we now have in no way offers us ready-made recipes for school development, but it is there to inform our efforts to plan for change.

This chapter has provided a theoretical review within which the research study was based. It undertook an examination of the IQMS. Factors that support or impede the management approaches of change agents were explored. This is intended at illuminating the most suitable strategies and tools to the efficient and effective management of the IQMS, and will guide the subsequent chapters, more especially chapter five of this study. Chapter three will outline the concept of whole school development.

CHAPTER 3

WHOLE SCHOOL EVALUATION AND ITS CONTRIBUTION TO WHOLE SCHOOL DEVELOPMENT

3.1   Introduction

As the move into a new schooling dispensation continues to gather momentum in South Africa, problems related to management of schools will be compounded. Schools more than ever before, will have to construct such issues as radically changed curricula, new conceptions of and arrangements for teaching and learning in a multi-cultural context and pressures for greater democratization in school governance. Although it is to be hoped that schools will become more equitably resourced and will be supported adequately in confronting these and other challenges through the agency of employing authorities, nevertheless it would seem an unavoidable certainty that the schools themselves will have to assume a major responsibility as agents of their own change and development if they are to make real progress in becoming effective, affordable and rewarding places both for their learners and their educators. In short, and to use a somewhat overworked term, there will be a strong imperative for schools to become 'empowered'. According to Thurlow (2003: 65) if schools are to respond positively to pressing imperatives for change they will need to develop an ability to be self-evaluative and a capacity to manage change effectively. School development planning represents a powerful process whereby these needs may be addressed. In order to develop this argument of whole school development it will be helpful first to contextualize the notion of development within a brief consideration of whole school evaluation.

3.2   WHAT IS WHOLE SCHOOL EVALUATION?

According to the Department of Education (2000b: 17) Whole School Evaluation (WSE) is part of the quality assurance initiative by the National Department of Education (DoE) in an attempt to improve the overall quality of education in South Africa. This evaluation will facilitate improvement of school performance by partnership, collaboration, mentoring and guidance provided by school district support teams. For this to succeed, schools need to be given guidance and support to ensure that they buy into the initiatives of the departmental programmes like WSE, and to ensure that schools know exactly what is expected of them, how they will be affected and what contributions will be derived so that school goals are achieved (Department of Education 2000b: 17). Whole School Evaluation is a national policy to reinstate supervision and monitoring at school level. The policy is designed to help supervisors reach conclusions on the overall performance of schools using agreed-upon national criteria. This policy indicates ways in which very good schools should be recognized and under-performing schools supported. Implementing the policy is an important step towards improving school education, helping educators to work more effectively and ensuring that all learners get the best opportunity to succeed (Department of Education 2000 b: 25). WSE is the cornerstone of the quality assurance system at schools. It enables the school as well as supervisors to provide an account of the school's performance and the extent to which a school meets national education goals.

The term "quality assurance" is relatively new in South African education. Though quality assurance as a concept may represent a new feature in post apartheid education, many of its elements such as *inspections* and *standardized learner testing* (for example

examinations at Grade 9 and 12) have been part of our education system for decades. The purpose of quality assurance is twofold, namely:

· accountability, and

· improvement (Gauteng Department of Education 2003: 2).

The researcher contends that accountability can take different forms, such as published national examination results, parents' choice of school, financial audits and publication of evaluation reports. External evaluation of schools can help to increase internal accountability by principals, educators and school governing bodies.

The researcher further believes that development can take place if principals evaluate the present provision and identify priority areas for improvement with clearly defined measurable goals. Such plans form the basis of educator development and appraisal, as well as identifying the targets against which to assess the impact of schools' management.

Prior to 1994, the South African system of inspection weighed predominantly on accountability, hence inspections lost credibility and legitimacy because they were more punitive than developmental. In the shift from the old inspection system WSE was introduced. WSE aims to provide a more supportive district environment and the dual terms of accountability and improvement will be constantly reflected in the process of evaluation (Gauteng Department of Education 2003: 3 -4).

WSE is a national policy to re-instate the supervision and monitoring mechanism at school level. The policy is designed to help supervisors reach conclusions on the overall

performance of schools using agreed national criteria. WSE encapsulates schools' self-evaluation as well as external evaluation. Implementing the policy is an important step towards improving school education, helping educators work more effectively and ensuring all learners have the best opportunities for success (Department of Education 2002: 5). Douglas (2005:14) views WSE as a policy that is cumbersome and dis-empowering for educators, with 50% or more of the supervisor's time spent on observing lessons and a little time set aside for discussion and joint reflection. The system appeared to be top-down and non-democratic. Although it was claimed that the policy was the outcome of discussion from a range of stakeholders, it immediately met with resistance from unions and educators who felt that there had not been sufficient consultation. Although large scale WSE was not implemented, all stakeholders in the ELRC approved IQMS in August 2003. IQMS aims to bring together DAS, PM and WSE.

3.3   Conceptualization of WSE

WSE is one of the many interventions by the state to encourage schools to become more effective by providing quality education (Department of Education 2001: 18). On the other hand, all effective schools continually seek to improve their overall performance. To do this, they need to establish their strengths and weaknesses. Many will have a good idea of what these are, but "blind spots" do occur and it is valuable to measure performance against national and international criteria and judge how well the school is performing (ISASA 2003: 5). There are various models of WSE, for example, the model of the United Kingdom and the Canadian models. According to Harris (2003:12) two school improvement projects have been shown to have a positive effect upon teaching and learning outcomes. The Improving the Quality of All Project (IQEA) in the United

Kingdom and the Manitoba School Improvement Project (MSIP) in Canada have both demonstrated considerable success in their work with schools. The IQEA model of school improvement is based upon a fundamental belief in the relationship between educators' professional growth and school development. It is the project's view that schools are more likely to strengthen their ability to provide enhanced outcomes for all learners when they adopt ways of working that are consistent both with their own aspirations as a school community with the demands of external change. Young and Levin (2001: 18) identified seven similarities between the MSIP and the IQEA in terms of the process of improvement. An essential component of both IQEA and MSIP is the emphasis upon pressure and support for school-based change termed an external agency. In both programmes the emphasis is upon teaching and learning developmental goals. Professional interchange, collaboration and networking forms a basis for both ensuring a commitment to teacher development and professional growth. Schools in both programmes put in place groups of educators to act as catalysts for change within the school. The feedback loop provided by formative evaluation mechanisms enables educators to take stock of innovation and development. This allows changes to be made using data to inform development. Similarly, external evaluation procedures allow for a check on the programme as a whole and provide data that allows judgements to be made about the impact of the programme as a whole. The emphasis placed on internal and external evaluation in both projects establishes enquiry and reflection as central to school development and growth. The evaluation findings concerning IQEA and MSIP demonstrate the potency of their respective approaches to school improvement and provide useful information for South African schools. The following section compares the South African model with that of the United Kingdom.

The South African model differs in approach and scope. All these models have their strengths and weaknesses, but what is important is that they are essential instruments to inform the type of intervention required to help schools to improve their operations and also to help national policy in providing and shaping education (Mgijima 2002: 2). Some of the differences between the South African and United Kingdom WSE models can be seen in the following table.

TABLE 3.1 Differences between the South African and United Kingdom Model of WSE

South African Model		United Kingdom Model	
1	The process of WSE is strictly developmental. No findings can be used against the principal, educators or any other stakeholder for punitive measures	1	If the report reveals that the school is not achieving (poorly performing), such a school is subjected to special measures that might include among other things : regular inspection (once per term), close monitoring that might lead to closure and / a total overhaul.
2	The final evaluation report is kept confidential. Only the school and school district get copies and the summary of the report is then given to the school parent community.	2	The final inspection reports for schools are published (placed on a website for access)to tell parents, schools and the wider community about the quality of education at a school and whether learners achieve as much as they can.
3	Evaluation is implemented and controlled provincially. This leads to perpetuating the disparities that exists in different provinces.	3	WSE is controlled centrally and the standards are therefore set and monitored nationally
4	The first framework of evaluation included School Self Evaluation as an internal process to inform external evaluation.(WSE)	4	The framework included School Self-Evaluation after exposure to the South African Model
5	The nine areas for evaluation as will be seen later inform the criteria for evaluation.	5	The criteria are based on Management, Communication, Governance and Political Priorities.

(OFSTED 2003: 1-28)

Although there are these differences, all models aim to help the schools to identify issues that are central to improvement. The "whole" in the phrase "Whole -School Evaluation" depicts the intention of this evaluation process, namely that it does not look at individuals

or isolated aspects within the school, but looks at the school holistically as a system or unit, where all aspects of the school fit together and influence one another; an integrated approach. WSE will therefore have to be viewed as a dual mechanism: to *improve schools' performance* and also to *encourage effective accountability* of the school system in South Africa. The evaluation should therefore promote quality improvement and evaluate school performance in terms of agreed upon national criteria and performance indicators, which are in line with instruments used by accredited WSE supervisors (Mgijima 2002: 2-3).

3.4   Evaluation criteria and descriptors

WSE criteria have been developed to ensure that supervisors make sound evaluative judgements on the quality of a school's performance and the achievements of its learners. It is important to ensure that a common approach is applied among different supervisors and to ensure consistency among different teams. Descriptors are phrases that aid in defining and outlining the expected conduct for a particular criterion (Gauteng Department of Education 2004: 82). They provide guidance to supervisors and schools on how to interpret the criteria. The descriptors tell the supervisor exactly what are "outstanding", "good", "acceptable" and "needs improvement" schools. It should be noted that the descriptors are not all-inclusive listing of conduct that might be associated with a criteria. The rating then becomes self-evident in the light of the adjectives used in the descriptors. Guidance is provided on the issues to be considered when reviewing the evidence and the factors to be taken into account when reaching judgment. The criteria, however, are not watertight because there is still a possibility of different judgements being made in practice. Each of the nine Areas of Evaluation, which constitute the major

aspects of the school's work have specific criteria. The supervisors report on the quality of provision in these areas and on any other aspect that the supervisor may consider relevant. The Areas of Evaluation are:

· Basic functionality of the school

· Leadership, management and communication

· Governance and relationships

· Quality of teaching and teacher development

· Curriculum provisioning and resources

· Learner achievement

· School safety, security and discipline

· School infrastructure

· Parents and the community (Department of Education 2000 b: 1-2).

The above section highlighted the evaluation criteria and descriptors. The following aspect is directed at the use of performance indicators.

3.5   The use of performance indicators

As early as in 1998, the Department of Education started a process of identifying and selecting appropriate indicators, which could be used to measure the quality of the South African education system. They indicate whether progress is being made in achieving the school's goals. These indicators are statements with a qualitative value that provides a picture of the current state of affairs and, which changes over time.

Through broad consultation with various role players, a set of indicators of school quality was agreed upon and adopted. These have been classified into the following categories:

- Context *indicators*, provide information on the socio-economic context of learners. This helps to inform the department whether the funding norm of schools is acceptable or whether it needs to be reviewed, which might form part of the recommendations.

- *The input indicators* measure economic efficiency. They look at what it costs the education department to purchase the essentials, for example learning and teaching support material for producing desired outputs and whether the organization achieves more with less in resource terms(efficiency) without compromising quality.

- *Process indicators* refer to how the school seeks to achieve its goals. They include the effectiveness with which the school tries to ensure effective governance, leadership and management, safety and security measures and the quality of teaching and learning, curriculum planning and effective assessment. It is also interesting to look at what the school does to capacitate its staff around developments in curriculum and other aspects. This will then lead to looking at the implementation of Developmental Appraisal, which in turn will impact on development.

- *Output indicators* measure whether a set of activities or processes yields the desired outcomes as envisaged by the school, the department and the community. They measure, for example in terms of milestones in achievement of the school goals (orderliness, efficiency with which the school uses resources, provisioning

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of safety and security); learner standard of attainment (standard of attainment, learner standard of behaviour); and the progress that learners have made while at school (consider both co-curricula and extra curricula and also behaviour generally) (Gauteng Department of Education 2003: 3-5).

The indicators and the nine Areas of Evaluation assist WSE supervisors to make informed judgments of the school. The rating of schools is based on the following scale.

TABLE 3.2 The rating scale of schools

5	Outstanding
4	Good
3	Acceptable
2	Needs improvement
1	Needs urgent support
0	No rating possible

(Department of Education, 2001: 15).

The WSE policy highlights mechanisms and ways in which good schools practicing good teaching strategies will be depicted, and under-performing schools will be identified and supported at all levels by districts, provincial and national offices. This makes the model less punitive and more supportive with a feedback mechanism that enables schools and their supportive structures to agree on improvement targets and a School Improvement Plan (SIP) (Department of Education 2000 b: 13).

Under-performing schools need co-ordinated support strategies. Through the introduction of WSE, the state has created a context in which schools are enabled and encouraged to

improve. This process has given school principals a new priority for school effectiveness and school improvement. In Gauteng, the Office for Standards in Education (OFSTED) framework, though far from perfect, is intertwined with an understanding of school effectiveness. The WSE makes it possible to come close to ending failure if we acknowledge its existence and face it squarely, by providing support to all schools especially to "poorly performing" schools (Stoll & Myers 1998: 22-28). Whole School Evaluation does not focus only on negative issues at schools, but the positive aspects are also put on record and acknowledged as models of good practice.

The implementation of WSE and the introduction of OFSTED in Gauteng are beginning to change the educational landscape for the better. The evaluation framework has been welcomed and seems to be making a positive contribution to school improvement. The post- evaluation action plans promote further improvement through district support and the implementation of an improvement plan based on the recommendations made by the WSE teams (Kapp 2002: 12-13).

Having outlined the use of the performance indicators the subsequent area of focus is the process of whole school evaluation.

3.6 The WSE process

Figure 3.1 provides a diagrammatic representation of the WSE process.
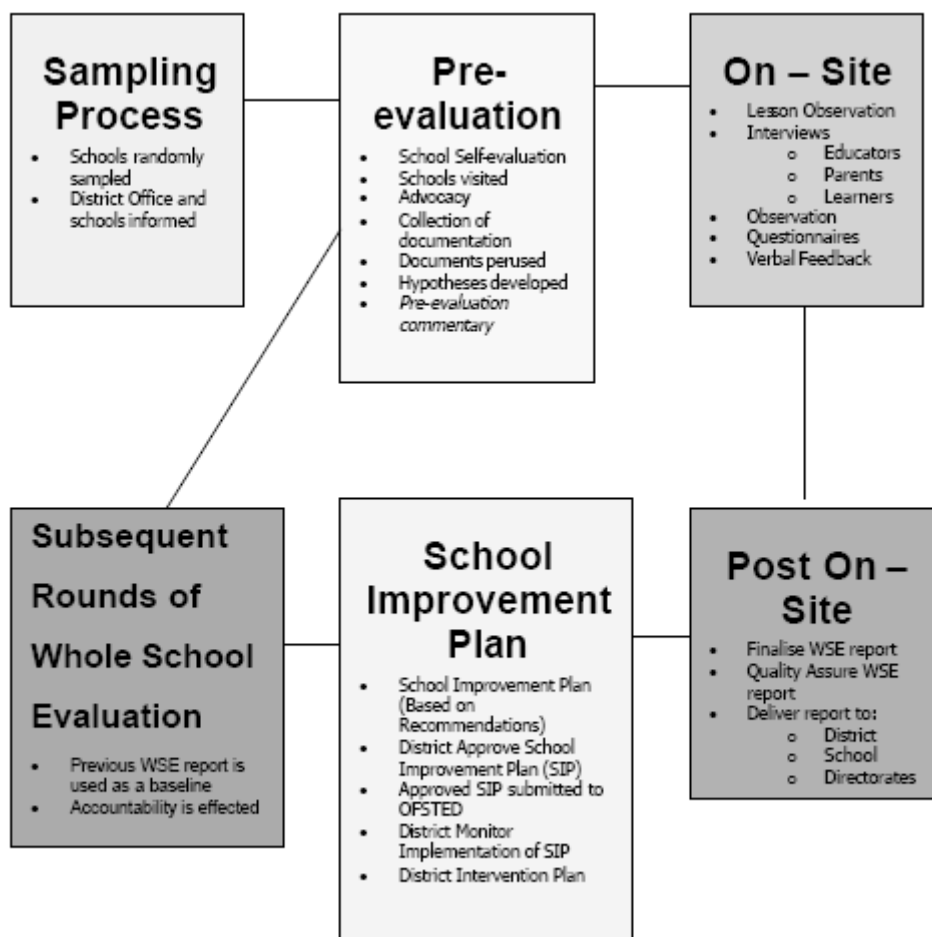
FIGURE 3.1 The WSE process (Kapp, 2002: 13)

There are still important aspects that need to be looked at closely in improving the impact of WSE, for example, the impact of the pre-evaluation stage is emphasized as a beneficial aspect of the process. This could actually reflect what the school considers as its weakness (self-evaluation), and the external evaluation by WSE supervisors could just be checking on the validity of the self-evaluation and on the school's ability to improve itself. The post evaluation strategy is the responsibility of the school and the district

concerned. In practice, OFSTED would also be involved. The WSE process (see figure 3.1) can be summed up as follows:

(i) Sampling Process

The Department of Education (DoE) is responsible for randomly selecting schools in a cycle. The cycle for secondary schools is three years and five years for primary schools. Provinces are then expected to formulate a rollout plan for implementation of the evaluation. School districts and the sampled schools are informed so that they can prepare for the evaluation (Department of Education 2002 a: 1 -2).

(ii) Pre-evaluation

During this stage evaluation teams prepare for WSE by:

· agreeing with the school on dates for a pre-evaluation visit;

· arranging for the collection of the school's documents; and

· arranging for post-evaluation feedback to appropriate persons, for example, all the members of the staff and School Governing Body (Department of Education 2002 a: 8). It is at this stage that the school district has to provide support to the school in preparing for the evaluation and completing the school self-evaluation document.

(iii) School self-evaluation

School Self-Evaluation (SSE) involves taking a closer look at and assessing the school's practice against the same criteria that will be used during the external evaluation. Once the document has been completed, a copy of the self-evaluation document is provided to the supervisors so that it can inform the pre -evaluation commentary or hypothesis. School Self-Evaluation helps to provide information concerning to what extent the school

is attaining its stated aims and objectives, while taking into account the priorities set and the available resources (Department of Education 2001: 3).

This process can be used for an on-going assessment of all the key performance areas and for providing a broad overview of the quality of teaching and learning provided by the school. School Self-Evaluation can be designed to facilitate school improvement by identifying areas for change and growth, thus feeding into the cycle of School Development Planning (ISASA 2003: 5)
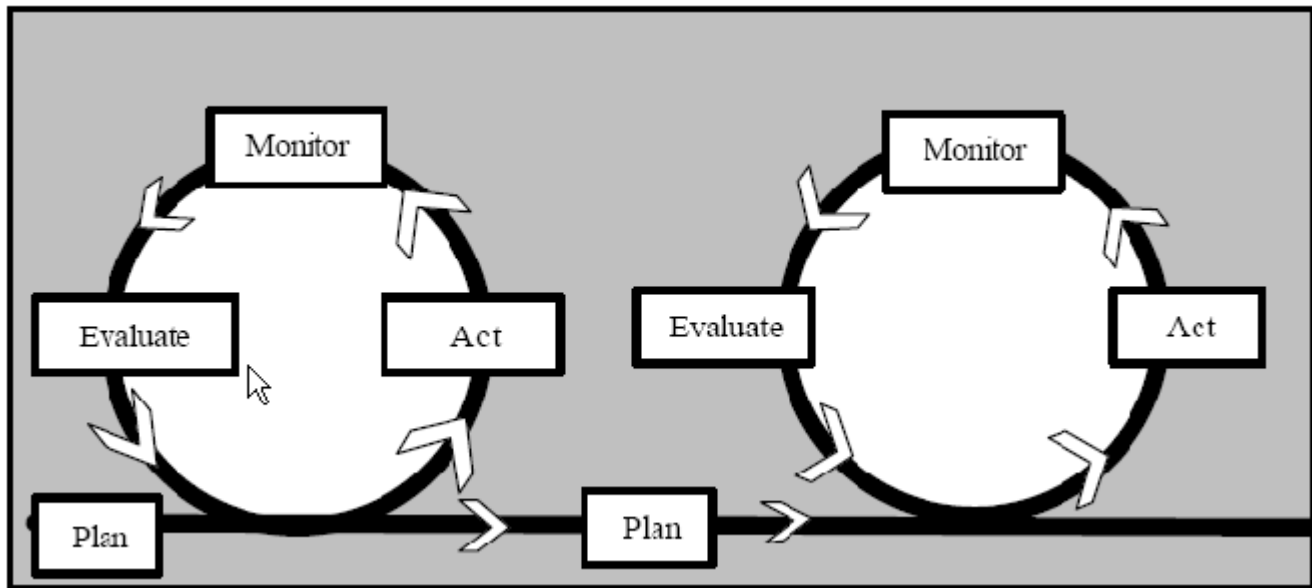
FIGURE 3.2 Action learning cycle (Simeka, 2003: 20)

The school is not supposed to conduct School Self-Evaluation for external evaluation (WSE) purposes only. This has to be an ongoing process that helps schools to test alternatives continuously and to ensure improvement and development (Simeka 2003: 20).

The action learning cycle commences with the on-site evaluation which is dealt with in the ensuing section.

(iv) On-site evaluation

The team of administrators uses at least three main techniques for collecting evidence about the school's work and operations (Simeka 2003: 20). These are:

· Scrutiny of other relevant documents, district records, development plans and Developmental Appraisal (DA) records, personal and school files.

· Discussion with appropriate role players, for example, learners, educators, parents, senior personnel and principals or any other persons who might have a stake in the school.

· The observation of the school at work, especially lesson observations. This is because WSE aims to bring about improvement in teaching and learning. At least 50% of the time for WSE is spent on observing lessons delivered by educators. (Department of Education 2002 b: 9).

On-site evaluation is followed by the post-evaluation which entails reporting. A discussion of the post-evaluation is embarked on in the following section.

(v) Post-evaluation – reporting

All school evaluations will result in a report presented orally and in writing to the principal/senior management of the school. If the school wishes to involve the whole staff for the oral report, this is acceptable. The written report will include recommendations on how the school may improve its practice. The team also gives a brief report to individual

educators on the quality of their work, and a brief report to the head of each subject or Learning Area evaluating the work in the subject/Learning Area. Thereafter, the WSE team provides a summary of recommendations. This helps to inform the school's development planning strategies. The key element is that the report will also be submitted to the school district. The purpose of this is for school districts to develop School Improvement Plans by addressing areas needing improvement within specific time frames. These recommendations will also include Developmental Appraisal strategies that will help to inform professional growth plans and reports (Department of Education 2002 b: 9). The concept of whole school evaluation is addressed in the following section.

3.7 Whole school evaluation

In the shift from 'inspection' to quality assurance, Relic (2000: 4) asserts that whole school evaluation is used to refer to all those services whose main function is to maintain and control standards, evaluate performance, and advise and support schools in their continual efforts to improve their effectiveness. The focus is on both internal monitoring and external evaluation, namely, the self- evaluation by the school itself, the mentoring and support provided by the district-based support teams, and external evaluation by the supervisory units.

Bush and West-Burnham (1999: 403) describe evaluation as an internal or external formative process designed to provide feedback regarding the value of a project or an activity. Guskey (2000: 41) interprets evaluation as the systematic investigation of merit or worth. Thus, it is systematic by being goal-driven. In other words, to determine if the goals are met or if progress towards these goals is being made. Further, it is an

investigation where formal and informal information are collected and analyzed. In addition, it is to determine the merit or worth of something. In other words, it means to appraise or judge the value or quality of phenomenon. Whole School Evaluation (WSE) can be postulated as the process to judge the performance of the entire school by collecting and analysing information in order to determine the quality of education at a particular institution (Department of Education 2001: 12). Furthermore, WSE is a system by which the quality of education is assessed by linking the school's self-evaluation with the external evaluation carried out by the supervisors of the Office for Standards in Education (OFSTED 2001: 1).

All effective schools continually seek to improve their overall performance (Scottish Office of Education and Industry, 1996 : IX; ELRC 2003: 3). To do this they need to establish their strengths and weaknesses. Many will have a good idea of what these are, but blind spots do occur and it can be valuable to measure performance against national and international criteria and so judge how well the school is doing. WSE is introduced to bring about an effective monitoring and evaluation process, which is fundamental to the improvement of the quality and standard of performance in schools (Steyn 2003: 6). Thus, the main purpose of WSE is to facilitate improvement of school performance by enhancing the educators' classroom management skills through approaches characterized by partnerships, collaboration, mentoring, and guidance, and district, for example, workshop support. It enables a school and external supervisors to provide an account of the school's current performance, and to show the extent to which a school is able to meet the national goals, while able to meet the needs of the community and public in general (Du Plooy & Westrand 2004: 34). WSE is an interactive and transparent process

used to evaluate the holistic performance of the school measured against agreed criteria with a view to improving the quality of education.(Scottish Office of Education and Industry, 1996: IX; ELRC 2003: 3).

According to the General Secretary of SADTU, Nxese (2006: 02), WSE and quality management were perceived by educators as just that: reneging on the commitments to development made in terms of DAS and an attempt to use educator appraisal to discipline educators – and all this under the banner of educator accountability. More recent problems around the implementation of IQMS (Integrated Quality Management System) obviously have their roots in these earlier conflicts.

From the above discussion, it is evident that WSE is directly linked to quality assurance since WSE is the cornerstone of quality assurance (QA) in schools. WSE provides an account of needs of the community acknowledges the achievement of schools, identifies areas that need attention, suggests the need for schools to find continuous ways for improvement and commitment of government to support their efforts (Department of Education 2002: 2).

For developing world education systems, therefore, perhaps a greater challenge of school improvement initiatives is changing the management and working culture within schools to facilitate effective teaching and learning. This would impact greatly on whole school development. Whole-school evaluation is not an end in itself, but the first step in the process of school improvement and quality enhancement.

The National Policy on Whole-school Evaluation is designed to achieve the goal of school improvement through a partnership between supervisors, schools and support services at one level, and national and provincial governments at another. The ultimate aim of all stakeholders ranging from supervisors to educators among a few is geared towards the development of the school. The concept of whole school development is considered in the succeeding section.

3.8   WHOLE SCHOOL DEVELOPMENT

3.8.1   Conceptualisation of Whole School Development

As defined in the Government Gazette (Vol 433, No. 22512 of July 2001, Pretoria) school development refers to the improvement in a school's activity: for example, in curriculum, ethos, material resources. Whole-school (or comprehensive school) reform is a broad brush that covers a diverse set of nationwide and local programs. "Whole school approaches,' says Keltner (1998: 2), "take an integrated view of the reform process. It is based on the concept that the way to successfully improve school performance is to simultaneously change all elements of a school's operating environment so as to bring each element into alignment with a central, guiding vision."

Although the whole school development designs have differing emphases, these designs share several characteristics (Day & Sachs 2004: 41). Whole school development designs:

·   aim to help all learners reach high academic standards.

- are comprehensive in their approach; address all core academic subject areas, all types of school organization, and all grade levels; and align all resources (human, financial, and technological).

- incorporate best-practices research and are the subjects of ongoing evaluation aimed at continuous improvement.

- provide faculty and community with a shared vision, focus, and organizing framework that shapes and directs reform efforts.

- provide high-quality professional development for educators and supervisors.

- offer innovative and effective ways to involve parents and community in schooling (Day & Sachs 2004: 17).

Whole school development is more than a collection of learners, educators and managers in classrooms and other buildings situated on a piece of land (Eastern Cape Department of Education 1999: 13). It is a vision of a learning community in which the environment is carefully tended to nurture the welfare, the learning and development of all. The researcher affirms that the idea of whole school is an environment where learning is perceived more as collaborative inquiry and exploration of issues than direct instruction within and the school becomes part of the community culture, structures and processes. In this way the school and the community are seen as two sides of the same coin or as mutual extensions of one another (Eastern Cape Department of Education 1999: 13).

The Whole School Development as a means for transformation involves all stakeholders in aspects of school development as it takes a global view of the school. It includes all the essential elements of activities undertaken by the school to nurture an environment

that is conducive to growth and development. It is built on structures, practices and processes that promote collaboration, communication, self-reliance and collective leadership. It focuses on whole schools and whole communities (Eastern Cape Department of Education 1999: 14)

The researcher avers that the Whole School Development concept shows that the development of the school is much more than simply improving buildings or material resources, important as these are, it focuses on the holistic (whole) development of all the members of the school community. It focuses on the improvement and development of all aspects or categories of school life, that is, people, structures, organizations and the process of teaching and learning. It brings about a learning environment in which school and community work together to plan for the achievement of their dreams. Whole school development can only occur if there are development plans in place. The next section looks at school development planning.

3.8.2   School Development Planning

The Department of Education North Ireland (2008: 12) defines School Development Planning as a process undertaken by the school community to give direction to the work of the school in order to ensure that all learners receive a quality education in terms of both holistic development and academic achievement. The process is based on a number of presuppositions: (The Department of Education North Ireland 2008: 13) outlined below.

1 The quality of a school's education provision is the product of a complex interaction of factors, which must be planned for in a co-ordinated way

2 As education is a partnership enterprise, quality planning should involve input from all the partners in the school community

3 The quality of a school's education provision is rooted in the expertise and commitment of the principal and teaching staff. Therefore,

_ The key agents in the process are the principal and educators, whose partnership in planning is the cornerstone of effective school development.

_ A key focus of the process is on supporting and empowering the principal and educators in their work by providing for their professional needs in terms of working environment and professional development.

These presuppositions help to determine the characteristics of the school development planning process.

3.8.3   The School Development Planning Process

School development planning involves a systematic approach to planning work that is already being done in schools: it co-ordinates and integrates piecemeal planning activities into the coherent structure of an overall plan.

It is essentially a collaborative process that draws the whole school community together in shaping the school's future. While it depends largely on the collaboration of the principal and the teaching staff, it should also include appropriate consultation with all key stakeholders in the school community. It is an ongoing process, rooted in a school culture of systematic self-review, in which policies and plans are continuously developed, implemented, evaluated and revised in the light of the school's fundamental aims and the

changing needs of its community. It is a cyclical process that yields cumulative and progressive results. Each planning cycle builds on the outcomes of the previous cycle. School Development Planning is a means, not an end – a means of enhancing the quality of educational experience in the school through the successful management of innovation and change. Accordingly, the process is sharply focused on the educational needs and achievements of the learners and concomitantly on the professional development and empowerment of the educators.

Finally, as every school is unique, the operation of the planning process will vary considerably from school to school. The School Development Planning process is flexible. It is not a set of rules to be followed blindly but a framework for collaborative creativity. Each school must adapt the framework to suit its own particular circumstances. The purposes of school development planning are discussed in the following section.

3.8.4   Purposes of School Development Planning

The fundamental purpose of School Development Planning is to enable the school to achieve and maintain the highest possible level of effectiveness in meeting the educational needs of its learners in a culture that is characterised by change. Internationally, there is widespread acceptance among educationalists that collaborative School Development Planning is a powerful means of promoting school effectiveness. It enables the school community to develop a clear vision of what the school is about and where it is going, a shared sense of purpose, a common set of goals, and consensus on the means of attaining them. It constitutes the school as a learning organisation that focuses on meeting the professional needs of educators in order to meet the educational needs of

learners. School Development Planning is a continuous improvement strategy. It provides a mechanism for systematic self-evaluation that enables the school community to review its progress, identify priorities, and prepare plans for further improvement.

Furthermore, it directs the attention and energy of the school community in a systematic way on the central task of the school: the provision of a quality education that is appropriate to the abilities and needs of all its pupils. It focuses on enhancing the quality of teaching and learning through collaborative action.

School Development Planning enhances the professional role of educators and promotes their professional development. It helps to ensure that educators are empowered to contribute decisively to the development of the school; are enabled to exercise a greater degree of ownership over the central issues that influence their work, thereby enhancing their sense of being in control of events; are offered opportunities to engage in collaborative policy-making, planning and teamwork and to participate in the leadership and management of development work; are involved in the identification of their own professional development needs and the specification of provision to meet those needs; are enabled to extend their professional skills; are encouraged to reflect on and learn from their professional experiences; are affirmed and supported in their work through the creation of an ethos of collegiality and co-operation (The Department of Education North Ireland 2008: 12)

School Development Planning promotes partnership in the school's development by engaging the major parties in the school community – principal, educators, parents, learners, Board of Management, and trustees—in a collaborative dialogue focused on identifying and responding to emerging educational needs. Participation in this dialogue fosters the partners' commitment to and ownership of school policy.

Formalised School Development Planning enables the school to specify resource requirements and to target available resources towards meeting priority needs. School Development Planning helps the school community to manage change effectively by enabling it to control the pace and direction of internal change and to build a capacity to respond rapidly to new challenges (The Department of Education North Ireland 2008: 12).

School Development Planning provides a structure that enables the school community to subscribe to the stated aims of the national education system and to incorporate national education priorities into the work of the school. Any school policy aims at enhancing the quality of education offered to learners and ensuring whole school improvement (The Department of Education North Ireland 2008: 12). Whole school improvement is examined in the following section.

3.9   WHOLE SCHOOL IMPROVEMENT

3.9.1   What does Whole School Improvement imply?

According to the Swedish National Agency for School Improvement (2006: 11) school improvement means making schools better places for learning. This relies on changes at both school level and within classrooms, which in turn depend on schools being committed to fulfilling the expectations of children and their parents. In other words, school improvement refers to a systematic approach that improves the quality of schools (Swedish National Agency for School Improvement 2006: 10).

Whole-school improvement (also known as comprehensive school reform) is a process that seeks to simultaneously change all elements of a school's operating environment so those elements align with a central, guiding vision (Mathye, 2006: 59). The ultimate goal, of course, is to improve learner performance. The Kentucky Department of Education (2008: 6) shares a similar sentiment by emphasising that school improvement provides a framework for defining goals and objectives for improving student learning and for selecting and implementing strategies to improve the instructional and organizational effectiveness of every school.

Harris (2002: 40) suggests that there are two ways in which the term school improvement is used: one is in terms of "the efforts to make schools better places for students to learn (and) … "as a strategy for educational change that enhances student outcomes as well as strengthening the school's capacity for managing change". According to Harris (2002: 41) this definition highlights the importance of school improvement as a process of changing school culture.

Two important assumptions therefore about school improvement are, first, it is those managing the school from within who are the critical agents of change. Secondly, internal conditions in terms of management, ethos and support system are important to motivate and sustain the school's effort to improve (Elmore & City 2007: 2). Apart from mobilizing change at the school level, the literature also raises the importance of multi-level intervention to promote school improvement (Harris 2002: 42).

On the one hand, school improvement has attempted to change the professional and organizational culture of schools – to promote a more collegial environment with emphasis on collaboration and professional relations among the staff and extended to the local community, but has also given considerable attention to educator development activities as a way to improve learner behaviour, learning and achievement (Hopkins 2002: 6). Change is sought at all levels of the school: classroom, educator level, engaging educators in professional dialogue and development and change in the school culture with the support of external professional agencies (Harris 2002: 8). Thus the focus is on the school as the unit of change. Change can only be effected if there are improvement strategies in place. The following section looks at whole school improvement models.

3.9.2 Whole School Improvement Models

Schools seeking continuous improvement regularly review and improve what they do. They recognize that, if they continue to do what they have always done, their learners will continue to achieve at the same level.

Figure 3.3 below represents a school improvement process model.
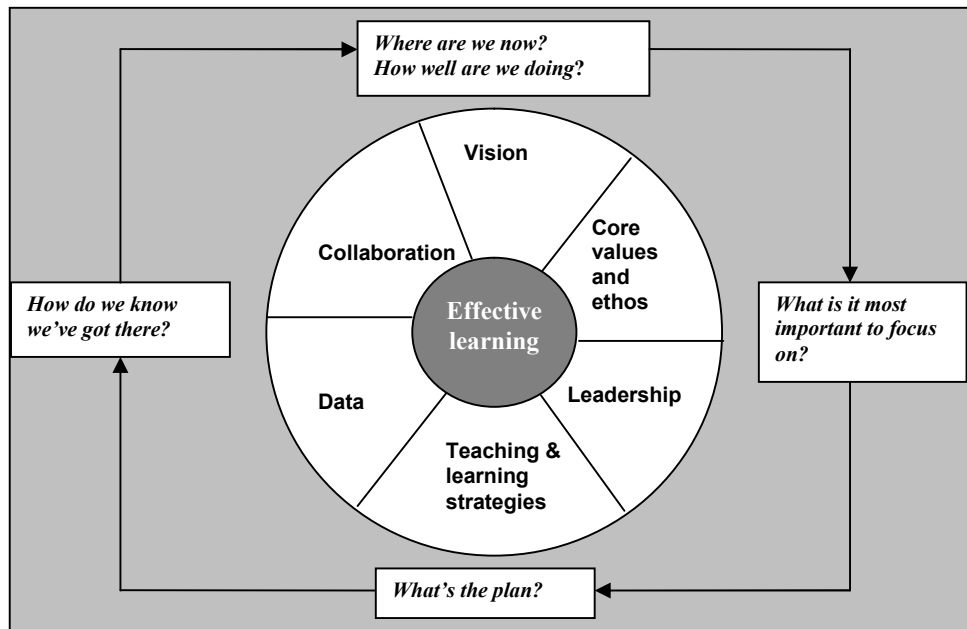
FIGURE 3.3 A School Improvement Process Model (Handbook for School Improvement Partners 2004: 4)

This is a school improvement model with effective learning at its heart. The four questions provide the scaffolding of a school improvement process. The systems required for school improvement are highlighted, enabling SIPs to build up their knowledge of individual schools. The elements emerging from research which are relevant to school improvement issues are located in the second circle of the model as key contributors to developing effective learning. These elements will help SIPs to develop their thinking as to the most effective strategies for their schools to adopt. The above model also looks at ways in which bespoke solutions can be designed to tackle underperformance and failure. (Handbook for School Improvement Partners, 2004: 4). Closely related to whole school models are school improvement programs which is the focus of the next section.

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3.9.3   School Improvement Program

Whole school improvement comprises programs with specific aims and objectives. The aims and objectives across the globe for school improvement tend to share similarities and common goals. One such plan is the school improvement program in Sweden. Figure 3.4 is a representation of the aims of the school improvement program.
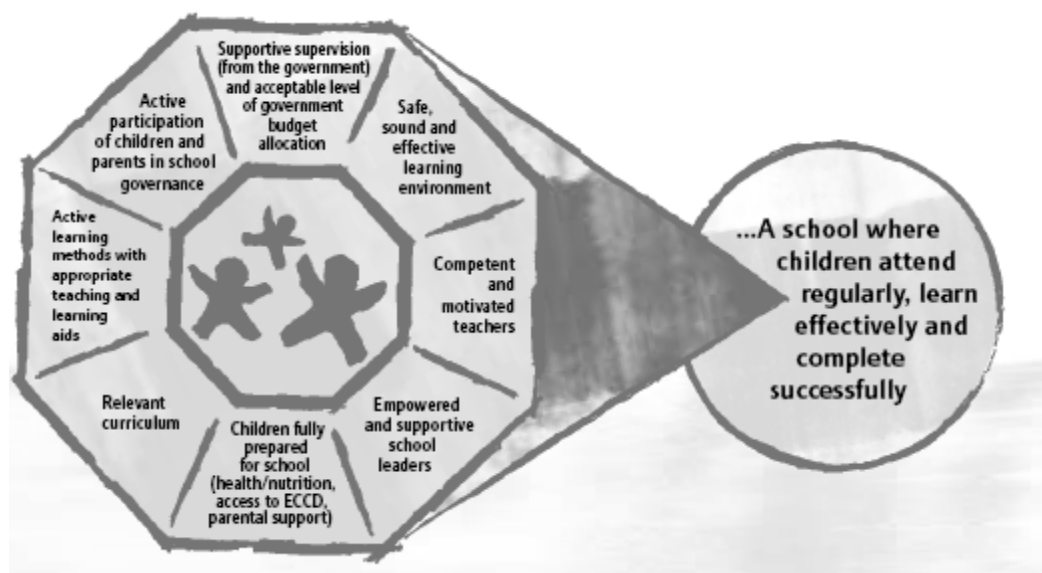
FIGURE 3.4 Aims of the school improvement program (Swedish National Agency for School Improvement, 2006: 10)

The school improvement program is a plan-initiated education program based on life long experience of supporting basic education in the developing world. (Swedish National Agency for School Improvement 2006: 10)

The aims of the school improvement program will be discussed next. The foremost aim as identified by the Swedish National Agency for School improvement (2006: 11) is to ensure support to every aspect of a school essential in creating the best learning environment for children. The active participation of children and communities in school

governance is to be promoted. The individual school management is to be held accountable for children's enrolment, attendance, learning and successful completion. These goals are aimed at ensuring educators are competent and motivated, promoting active learning methods supported by appropriate teaching and learning aids, promoting the active participation of children and parents in school governance, ensuring a safe, sound and effective learning environment, establishing a relevant curriculum, ensuring that children are properly prepared for school (which includes ensuring good health and nutrition, access to early childhood care and development [ECCD] and the support of parents), ensuring empowered and supportive school principals, advocating for supportive supervision (from the government) and an acceptable level of government budget allocation (Swedish National Agency for School Improvement 2006: 13)

Each of these areas is equally important; if any are weak, the strength and therefore the success of the whole will be affected. Having defined the concept of school improvement the next section examines strategies that are employed for improving schools.

3.9.4   Strategies for improving schools

One of the strategies for improving schools focuses on empowering educators and supervisors at the school level. This entails shared decision-making (SDM) The goal of SDM is that of "increasing the school's capacity to learn" (Brost 2000: 19).
Supporters of SDM argue that there are many potential benefits to the strategy:

- Involving other stakeholders, such as educators, increases the probability of achieving real, lasting school reform (McGahn 2002:33). Decisions are more likely to achieve acceptance and implementation.

- Improved quality of decisions.

- Strengthened staff morale.

- Increased school effectiveness.

- Increased student achievement: Some studies have found that when administrators and educators share power, higher instructional quality and increased student learning can result (Brost 2000: 28).

Brost (2000: 39) notes that research has found seven key features that increase the success of SDM in improving school performance: Firstly, principals need to facilitate involvement by staff, as well as develop vision, set goals and establish high expectations exemplifying leadership qualities. Secondly, the staff at the school must be part of a professional community of peers. Thirdly, instructional guidance is encouraged where SDM needs to be focused on instruction and curriculum to improve performance. Fourthly, staff must receive training about group and change processes therefore equipping them with knowledge and skills. Fifthly, information on the performance of the schools, as well as data on instructional best practices, should be shared with all stakeholders. Sixthly, power should be shared to involve as many staff members as possible, and they must have the power to make decisions that influence organizational practices, policies, and directions. Lastly, schools should offer rewards based on the contributions of stakeholders and the performance of the organization.

While shared decision-making is crucial, keeping up with change is equally important and is the focus in the ensuing section. To ensure that change is effected the following aspects need to be considered. According to Hill (2001: 43) administrators should create

a widely understood strategy for improving school performance. Moffett (2000: 18) advises creating a communication networking system–frequent stakeholder meetings, face-to-face meetings, ongoing oral and written updates, and parent and community meetings–to communicate this strategy. The researcher avers that the best judge of improvement in schools is measured in terms of learner results. If there is upgrading and enhancement in learner performance then the process of improvement would be effective.

Nearly all provinces in South Africa are also in the midst of re-structuring their education departments in line with the principles of de-centralization (Crouch 2002: 2). A major aspect of this process is the establishment of relatively autonomous districts headed up by District Directors who are given authority to take decisions on a large range of issues. The new districts are structured such that they offer greater service and support to their schools. New job descriptions for the performance of duties at district level are presently being developed.

When these projects, running parallel with the restructuring process in most provinces, have been completed, and their experiences have been written up, a clearer picture of the role of the district, and of how to improve schools so that they can perform their role better, may emerge (Crouch 2002: 03).

3.9.5   A Whole School Approach to school improvement

A whole school approach to school improvement requires that planning is coherent and integrated, is part of the life of the school and is related to the school's aim of raising

student achievement (Roberts 2002: 04). A whole school approach to school improvement begins with the school as a whole and emphasizes the whole process of change, from defining the need for and the value of policy, through its formulation, to its implementation and evaluation (Roberts 2002: 04) .A whole school approach requires the stakeholders of the school to work together for the school's improvement. Figure 3.5 shows the interactions that will exist when the stakeholders all share and contribute to the school's values and priorities for school improvement.
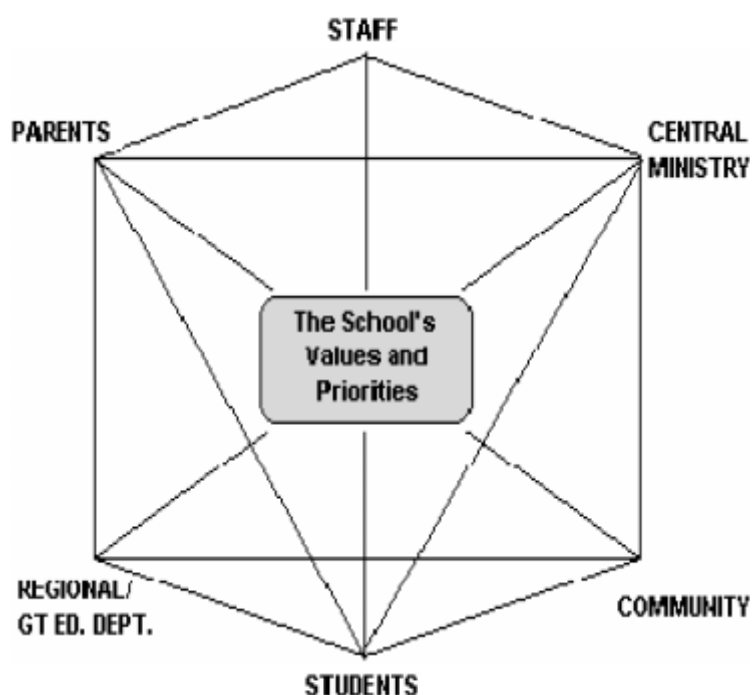
FIGURE 3.5   Interconnections between stakeholders (Roberts 2002: 04)

The above diagram epitomizes the fact that every stakeholder plays a vital role and has contributions to make to ensure the improvement of schools. Communication with all stakeholders occurs at some point or the other.   This further emphasizes the link

established with all stakeholders as they all have a common purpose which is to ensure

quality education is offered to learners and that the learner is of top priority.

No school can function optimally without a plan. Figure 3.5 presents the planning cycle.

3.9.6 The Planning Cycle

School improvement planning is a cyclical process as shown in Figure 3.6.
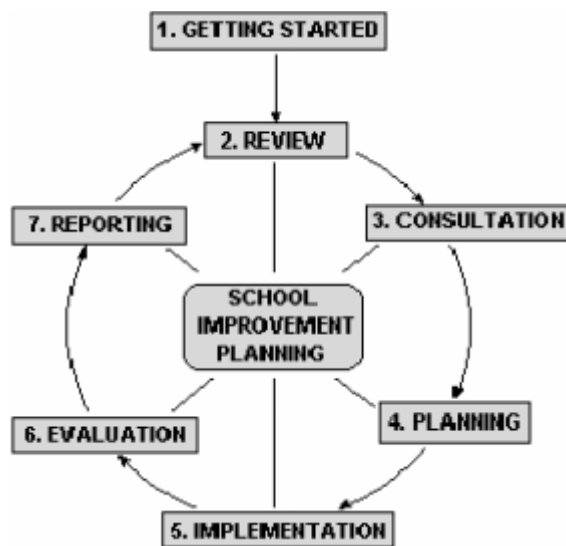
FIGURE 3.6 The cyclical process of school improvement planning (Roberts 2002:
04).

With time and as understanding about how complex the nature of 'effective' schools are,

there has been a shift in interest to looking at the *processes* of school improvement and

the links between processes and outcomes(Naidoo 2006: 30).

 On examining improvement initiatives in developing countries, such as the Aga Khan

Project in East Africa and other initiatives in South Africa and Sri Lanka, four of them

stand out prominently (Gray et al. 1999: 141). These are: emphasis on efficient school

management, improving the quality of teaching and learning, improving the working

environment of educators, and finally getting more local community participation in school development (Gray et al. 1999: 141). These actions are all taken with the ultimate aim of improving, with time, student learning and achievement results – the ultimate aim of all school improvement initiatives, whether in developed or developing countries.

School improvement strategies have been derived predominantly from the western school context (countries overseas – First World Countries) and so how they play out in contexts that are radically different (South Africa – Third World Country) may not be straightforward (Hopkins 2002: 20). In low income countries the existence of sometimes weak institutional structures creates additional challenges for school improvement initiatives. For example, the Aga Khan School improvement initiative that was introduced in many parts of East Africa in the mid 1980s, selected a mixture of school improvement strategies, such as child-centred learning, a focus on educator learning, professional development and leadership training, and capacity building (Hopkins 2002 : 22) . But some of these strategies did not work particularly well (Hopkins 2002: 23). For example, when it sought to promote educators' professional development through centre-based in-service training workshops the transfer of skills into classroom practice was often problematic. The programme found that 'on-the-job' support was more critical, but this also had implications for changes in the work place culture and the way job support is organized to help educators in their classrooms (Hopkins 2002: 28).

3.10   WHOLE-SCHOOL APPROACHES

Recently whole-school approaches (Figure 3.6) have been advocated as a more promising way to develop action-focused entire school development. Whole-school approaches imply that the concern shown for environmental problems in the formal curriculum are, whenever possible, reflected in day-to-day practice in a school's nonformal curriculum. In this way values and attitudes advocated in the classroom become habituated in the daily actions of educators, learners, and support staff. Thus, schools practise what they teach; values are reinforced in actions and consequently caught, rather than taught. A whole school approach, as FIGURE 3.6 shows, integrates pedagogy with the social/organizational and technical or economic aspects of school practice (Posch 1999: 15). This is education as a way of life that is immediate and satisfying (Rudduck 1999: 11). A whole-school approach means "....working to make the educational institution a microcosm of the emerging sustainable society, rather than of the unsustainable society,"(Sterling 2001: 33) or ".... shaping our interaction with the environment in an intellectual, material, spatial, social, and emotional sense to achieve a lasting or sustainable quality of life for all," (Posch 1999: 341-2). Orr (1994: 23) argues that education must transform not only the substance and processes of the formal curriculum and the purposes of learning, but also how educational institutions and educational buildings work. In this way values and attitudes discussed in the formal curriculum will be continually reinforced by the school's institutional practices while its social and organizational culture promotes attachment to and reduce defection from sustainable actions. Besides integrating the five strands shown in FIGURE 3.6, whole-school approaches have implications for practice in each of the five areas. The curriculum, through topic work, thematic approaches, and or the monitoring and managing of subject

content should emphasize interconnectedness. Curriculum content should also explore local, sustainable solutions to social and ecological problems. There should be strong, culturally situated, constructivist and experiential dimensions to the curriculum. Implementing whole school approaches requires the evaluation of curricular, social, and institutional practices in schools and their links with the local community. Are these practices the best solutions available locally? Can the school act as a research base to find out about environmental justice in the school and its local community? Most important of all, does the school act appropriately on this knowledge?
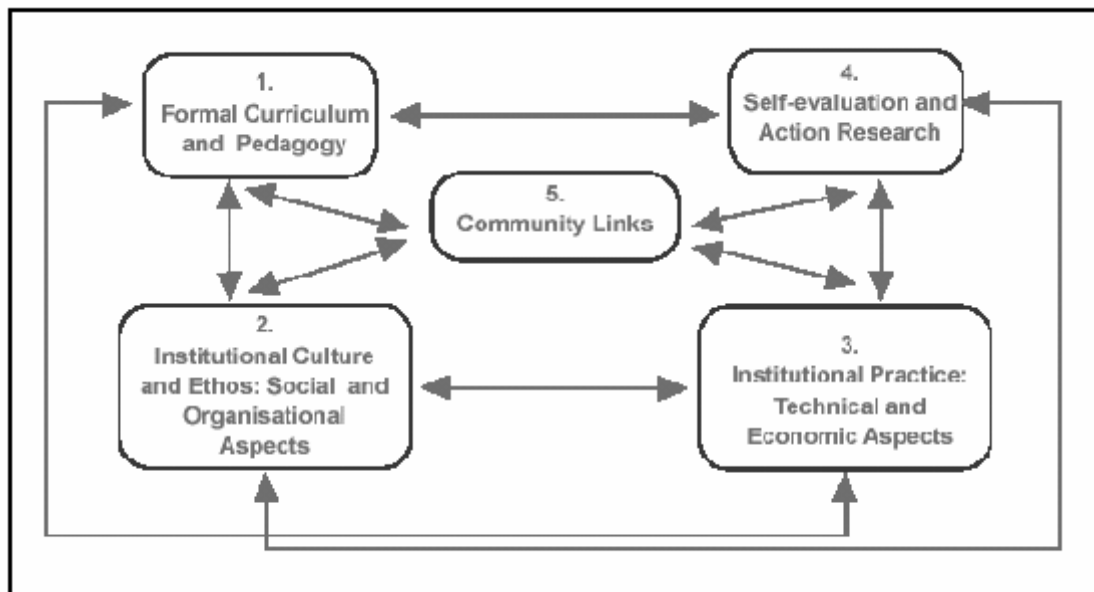
FIGURE 3.7: The Five Strands of a Whole-School Approach ,"(Sterling 2001: 33)

Many relevant attitudes and values will be expressed in the ethos and daily practices of the school, in the literature that it directs people to, in the versions of life that it holds up as being successful, and the status it accords to different activities and relationships. These will need to be carefully evaluated from the perspective of sustainability if damaging inconsistency of message and learner cynicism are to be avoided (Shamim 2005: 113). In whole-school approaches, the peripheral participation of children can lead

to their fuller participation in socio-cultural actions and thereby empower them as citizens. Action perspectives are also important because they can reduce feelings of powerlessness if they are formulated within a culturally critical as opposed to conditioned approach to civic education (Shamim 2005: 115). Learning, teaching, and action proceed hand-in-hand providing the opportunity to weaken defection from and strengthen attachment to environmentally just actions. Habituation through the continuity of social relationships within whole-school approaches is indispensable in reducing defection because it engenders the mutual trust that leads to cooperation (Aheer 2006: 41). To promote attachment, schools must engage with communities to become active agents of change rather than 'passive transmitters of information or values' (Aheer 2006: 56). In short, schools that adopt whole-school approaches become communities of practice (Lave & Wenger 1999: 78). Whole-school approaches encourage stamina if routine habits become accepted in interactions between children and adults in an environment of "ontological security" established early in life when the most influential actions and routines are least obvious to the young (Giddens 1999: 218). Through such approaches, moral education commences at an early age (Farrer with Hawkes 2000: 19) as early childhood education rooted in communities of practice that involve learners, educators, parents, and other members of local communities. Whole-school approaches engage with real issues because "[a]uthenticity is about school education getting as close as possible to the reality that awaits pupils after school" (Uzzell et al. 1999: 404). "Authenticity empowers because it facilitates the release of creative power from within instead of conforming with the hierarchies of power over people" (Begg 2000: 44). Through a"[r]ethinking (of) the whole curriculum, transforming the culture of teaching and learning in schools and reconstituting the school as a social institution in relation to other

institutions and agencies within society" (Elliot 1999: 15) spaces for legitimate participation by learners are more likely to be exposed. However, legitimate participation may not be encouraged if schools cater for participatory education only by allocating it space in the formal curriculum. How schools promote action is more important than the nature of these actions: the participatory route is more consistent with active citizenship and more empowering than the behaviourist approach. Whole school approaches are not simply a reaction to the relative failure of awareness- raising and values education to promote action-focused education (Sterling 2001:35), they encapsulate positive reasons for the advocacy of cooperation and legitimate and authentic participation. The essence of the institutional dimension of whole school approaches (FIGURE 3. 6) is its coherence in implementing the cognitive and affective messages constructed in the formal curriculum. However, since institutional practice, social organization, and links with community are often regarded as marginal to formal learning, the core educational endeavour of schools, it becomes easier to innovate in these margins. While environmental awareness is necessary, it is not sufficient. Schools must close the gap between what they practise and what they teach if the values and attitudes that support sustainable actions are to become widespread. Hence whole-school approaches must be explored more enthusiastically. Effective programmes are obviously necessary to promote whole school approaches, but the crucial question is: What types of programmes are most appropriate in promoting and realizing these approaches?

The most action-focused education for sustainable development occurs in schools that promote and maintain sustainable practices through the participation of learners in whole-school approaches. If we want education to develop active global citizens who will

practise sustainable lifestyles, how we educate is key. In whole- school approaches, the active participation of children as present citizens in deliberating, formulating, and practising sustainable lifestyles is expected to carry over into students lives in the community**.**

An examination of whole school evaluation in selected countries forms the focal point of the section that follows.

3.11 WHOLE SCHOOL EVALUATIONS AND DEVELOPMENT IN SELECTED COUNTRIES

Different countries use different ways of evaluating schools. For example, in the United Kingdom (UK), the Education Action Zone is used "in which a school or group of schools, bids, on the basis of a development plan, for funds from government" (Swartz 2001:1). Similar models are used in France, New Zealand and United States. This type of school evaluation is aimed at school improvement. According to Swartz (2001: 7), in the model used in the United States (US), if schools have not improved their performance despite interventions and direct assistance, all the educators and the principal are fired and a new set of educators is appointed. Thus, the objective of evaluation is to attain school effectiveness.

Academic results are also used to judge whether schools are functional or dysfunctional. Lennon (1999: 5) asserts that in Europe: "Assessment of results of students in externally set examinations may also be used as any externally based means of evaluating quality of teaching in school."

Within the international context, external inspection programmes are also used to evaluate schools. The Office for the Standards in Education in England (OFSTED) and the Educational Review in New Zealand are good examples of these (Griffiths 1998: 2; Fearnside 2000: 3). The programmes are very expensive to operate and in the past have evoked anger and resentment among educators. In countries such as the UK, these programmes are regarded as "oppressive, negative and damaging to the status and professionalism of educators" (Lennon 1998: 6).

Fearnside (2000: 3) asserts that "high stakes" strategies are used in the US to evaluate school performance. These programmes use cash payment for improved results. Fearnside (2000: 3) argues that: "While they are often successful in improving standards, especially from low base, they are generally accompanied by high levels of resentment from parents and, especially, educators and principals." In countries like the US this resentment has resulted in legal actions taken against schools (Fearnside, 2000: 3).

In Ireland a framework based on WSE was undertaken. This framework is derived from both a school development and quality assurance point of view. However, this system has the disadvantage of "being a disturbing distraction in the life of the schools." (Lennon 1998: 6). Educators perceived external inspection negatively. Thus, WSE is often described as a "necessary evil" (Lennon 1998: 6).   Whole school evaluation in Ireland is the focus of the next section.

3.11.1 Whole school evaluation in Ireland

The researcher has chosen to focus on Whole school evaluation in Ireland as it bears relevance to South Africa. According to Quan-Baffour (2000: 81) quality and or standards is the reason behind evaluation. Inspectors occupy a key role in ensuring quality by conducting whole school evaluation. The role function of the inspectors hired in Ireland is to ensure school improvement rather than accountability.

The primary school evaluation model entailed one or more inspectors visiting each educator in school for half a day on average every six years. During their stay at school inspectors focused on the operation of the school; made evaluations; offered advice to educators and specified key issues for attention in a school report (QUALS 2003: 2). Secondary schools on the contrary were not exposed to regular visits and were subjected to less severe evaluation (QUALS 2003: 2).

External evaluation and self-evaluation are the two main ways of assuring quality in Ireland. QUALS (2003: 2) maintains that the whole school evaluation model focuses on supporting schools through high quality, external evaluation. The inspectorate judgements are based on first hand information and in accordance with clear and agreed criteria (QUALS 2003: 2). Criteria, observation schedules; and related documentation are drawn up by the inspectorate thus ensuring reliable and valid evaluation (QUALS 2003: 2). According to QUALS (2003: 3) "These are designed to facilitate consistency of approach among members of inspection teams to ensure that subsequent school reports will reflect fairly on the school." The quality of learning and teaching; the quality of

school planning and the quality of school management are the three elements that form the focus of these reports.

For developing world education systems, therefore, perhaps a greater challenge of school improvement initiatives is changing the management and working culture within schools to facilitate effective teaching and learning. The ensuing subdivision examines the school improvement initiatives and whole school development.

3.11.2   The school improvement plan of Guyana

Creese and Earley (1999: 40) indicate that every school should have a School Development or Improvement Plan. This plan sets the school priorities for development during the school year. Furthermore, Creese and Earley (1999: 40) contend that this plan will normally indicate precisely who is responsible for each of the items listed and include time-scales details of targets to be achieved and the resources allocated. In this section the researcher discusses the School Improvement Plan with special reference to Guyana. Guyana is one of the Caribbean Islands. This island aims at improving education in schools. As such, strategies implemented in their schools are of interest to South Africa. This school improvement plan consists of seven stages which are discussed below.

3.11.2.1   Stages of the School Improvement Plan

According to the Ministry of Education Guyana (2003: 1) the seven stages of the School Improvement Plan (SIP) are indicated as: "Getting started Review, Consultation, Planning, Implementation, Evaluation as well as Reporting."

(i) Stage 1 – Getting started

Getting started is the first stage in the School Improvement Plan. There is no fixed date for an individual school to start with the process of planning for school improvement. The Ministry of Education, Guyana (2003: 1) however, reminds us that the correct times are "... when the staff are likely to be focusing on major events such as examinations and national celebrations." It becomes apparent that schools should start this process when it is convenient to do so. During the first year of the planning process, the role of the School Improvement Advisory Committee (SIAC) should be clarified (Ministry of Education 2003: 1). The SAIC should be composed of the school's SMT, Staff, Student group/council, Regional Education Departments, parents of students attending the school and the wider community (Ministry of Education 2003: 1). These members should be elected democratically. A total of seven members are elected.

During this first year there is a need to identify existing policies, practices facilities and resources which influence the school's effectiveness (Ministry of Education 2003: 2). These include School Mission Statement, Curriculum offered to Learners, Learning and Teaching Approaches, Resources, School Management and Organization, Staff Responsibilities, Staff and student attendance, school community, wider community, and School physical facilities (Ministry of Education 2003: 1-2). It is only through establishing the present position at the school that can help us how to plan properly how to achieve improvement (Creese & Earley 1999: 52). There must be a Whole School audit during the first year of planning. Creese and Earley (1999: 52) contend:

"Effective development and improvement starts with a review or audit of the work of the school that should identify the school's current strengths and weaknesses, and be a basis for selecting the priorities for development."

Ouston, Fidler and Earley (1998: 121) argue that the purpose of audit and accountability is to raise the standards of service; however the process of audit may lead to declining standards of performance through the lack of trust and autonomy of professional staff.

Despite this the Ministry of Education, Guyana (2003: 2) maintains that an accurate audit is critical since the findings of the school audit will indicate the direction of and rate of school improvement or development.

(ii)   Stage 2 - Review

The second stage of the School Improvement Plan is the review process. According to the Ministry of Education, Guyana (2003: 3) the main aim of the review process is to evaluate the effectiveness of existing policies, practices, facilities and the use of the school's resources in achieving the school's objectives.

The information gained from the review process will also help the school to identify strengths that can be used to promote and facilitate school development (Ministry of Education Guyana 2003: 3) This indicates that the review process is done to develop the school.

Creese and Earley (1999: 53) explain that in this second stage of the improvement cycle, the school's performance is compared with those of the other schools that are of a similar

kind or who have many qualities in common. Furthermore, Creese and Earley (1999: 54) contend: "Benchmark of data and 'value-added' measures enables schools to understand their impact on learners' progress, to go beyond league tables and to make like-with-like comparison between themselves and other schools." In this way benchmarking supports schools in devising strategies for school development.

(iii) Stage 3 - Consultation

Consultation is the third stage of the School Improvement Plan of Guyana. There must be consultation with all interested parties about the outcome of the school review (Ministry of Education 2003: 3). During this stage copies of the review report are made available to all stakeholders before the commencement of the consultation process (Ministry of Education 2003: 3). This consultation is aimed to identify and agree on the objective for school improvement. As indicated in stage 1 above, this shows that democracy prevails in the School Improvement Plan.

According to the Ministry of Education, Guyana (2003: 3) consultation also aims at establishing priorities from the agreed objectives. This will assist the school to implement urgent issues first and less urgent ones later. In doing this, target dates for the accomplishment of each of the objectives for school improvement should be set (Ministry of Education 2003: 4). The wider community representatives usually do this at the end of November.

 (iv) Stage 4 - Planning

During this stage, there is preparation for the draft of the first School Improvement Plan. The Ministry of Education, Guyana (2003: 4) puts it this way: "Thorough planning is therefore essential for the following SIP which reflects both the needs and resources available to the school."

According to Creese and Earley (1999: 56) the purpose of Development Planning is to identify where the priorities lie so that appropriate resources, whether of money, staff or time, can be allocated to them. On the other hand, Creese and Earley (1999: 56) argue that: During planning the school revises its existing plans in order to highlight the action that is required to achieve the agreed targets (Creese & Earley 1999: 56). Thus planning is aimed at development of the school. Furthermore, Creese and Earley (1999: 56) indicate that: "With all plans the key to success is to translate the priorities identified in the plan into *effective action*."

Different stakeholders should be involved in planning. For the implementation of the SIP, it is important that both the school and wider communities have ownership of the SIP (Ministry of Education 2003: 4). Furthermore, the Ministry of Education, Guyana (2003: 4) contends that planning assists to identify the key changes that will be needed to achieve the agreed objectives including: (a) The school's Management System and Processes (b) Curriculum Development (c) Resource Allocation (d) Staff Development (e) Strengthening of Community Alliance (f) Communications.

(v) Stage 5 – Implementation

Implementation is the fifth stage of the School Development Plan. This stage deals with the implementation of the approved School Development Plan. The Ministry of Education, Guyana (2003: 5) reminds us that it is important to ensure that all individuals or group of individuals in the implementation process are accountable for the task(s) assigned to him/her/them. Creese and Earley (1999:57) put it this way: "Of course there is a need to discuss, analyse and agree on targets, which will take time for it to be done thoroughly, but it is to the detriment of making it happen will not be time well spent." This means that individual staff and SIAC members are responsible for specific tasks in this stage.

According to the Ministry of Education, Guyana (2003: 6) the SMT, Heads of Departments and SIAC (School Improvement Advisory Committee) establish class visit schedules for monitoring and recording progress of the School Improvement Plan. A framework and procedure for supporting staff development that is relevant to the SIP will be established (Ministry of Education 2003: 6).

Creese and Earley (1999: 57) argue that this is the most important stage because the school brings about the desired changes and restarts the cycle of improvement. Everything agreed upon in stage four (planning) is implemented. Creese and Earley (1999: 57) explain: "Translating the agreed plans into action will be very much a matter for the staff, though governors can usefully be involved in monitoring progress toward the achievement of goals."

(vi) Stage 6 - Evaluation

The process of evaluation is essential for enabling the school to identify those objectives of the School Improvement Plan which have been achieved and the reason for their achievement (Ministry of Education 2003: 6). Creese and Earley (1999: 58) indicate that evaluation is done to form a judgement about the value or worth of an activity. The School Improvement Plan is evaluated in terms of: "(i) achievement of the educational objectives, (ii) budgetary objectives and (iii) management systems and process used for the implementation of SIP."

(vii) Stage 7 - Reporting

The last stage of the School Improvement Plan is reporting. All the stakeholders of the School Improvement Plan report on the achievements that have resulted from the implementation of the School Improvement plan to the entire community and education system as a whole (Ministry of Education 2003: 7). Reports need to be varied i.e. oral or written, with a view of covering all target groups.

It is evident from the above discussion that school development is a key element in evaluation. Evaluation is therefore closely linked to school effectiveness or development. School managers and supervisors from the Department of education should create conducive situations for WSE.

School improvement initiatives and whole school development will be discussed in more detail in the next section.

3.11.3 Whole School Development in Sri Lanka

WSD can be found in various development projects in South Africa and Sri Lanka. (Sayed et al, 2000: 50). In places like South Africa the focus has been on achieving a systemic and targeted intervention programme to work 'holistically' with schools at all levels to improve performance (Sayed et al. 2000: 50). In Sri Lanka, the emphasis has been on revision of textbooks, educator development, and decentralization but also to achievement improvements in school quality (Sayed et al. 1999: 53). In the developing world context, generally the notion of WSD is fed by three inter-related ideas: educational decentralisation, change management strategy at school level and commitment to child centred learning which are addressed in the following sections.

3.11.3.1   Educational decentralization

Education delivery in many low income countries is often characterized by a top-down approach, where decisions are taken at the centre and expected to be implemented at all schools irrespective of their peculiar circumstances and needs (Akyeampong 2004: 18). Education is delivered as a one size fit all (Akyeampong 2004: 18). In effect, the whole school development philosophy is that schools can achieve significant improvements in terms of the learning outcomes of learners, if there was effective educational decentralization.

Educational decentralization is a strategy for enhancing the participation and involvement of all key partners in planning and decision making (The WSD Training Programme Handbook 1999:3). A decentralized education system is more responsive to local need and nurtures a culture of ownership, partnership, and commitment. The WSD Training

Programme Handbook (1999: 4) notes that it is a 'process of effecting positive change in the classroom to be owned by principals, and the community'.

3.11.3.2   Change Management and School Conditions

Improving the 'whole' school to improve student performance is also about change management as the school improvement literature suggests (World Bank 2004: 12). As a change management strategy, it is concerned with changing the 'whole' school's organizational culture and structure, and also the school community relations (World Bank 2004: 12). In these changing relationships, principals are encouraged to adopt a more open and participatory management style, where parents, school management boards and students are considered crucial partners in the day-to-day functioning of schools. WSD programmes also target poor school conditions for improvement. School conditions, in terms of infrastructure and facilities correlates quite strongly with quality primary education (World Bank 2004: 12). WSD thus emphasizes the 'rehabilitation' of school buildings and the provision of resources such as textbook, furniture and stationery Gray et al. (1999: 140). Whole school development is incomplete without focusing on the learner and learning. The following section devotes attention to this aspect in greater detail.

3.11.3.3. Commitment to Child-Centred Learning

All school improvement programmes make an effort to improve the quality of the child's experience of learning. In the context of education in developing countries WSD programmes have attempted to promote student-centred learning as part of the move to change the instructional culture of schools. Emphasis is placed on developing problem

solving skills in the context of group and project work. It is important to add that this reflects a movement away from behaviourism and towards constructivism with its emphasis on the child's active learning. (Tabulawa 1997: 47).

3.12   CONCLUSION

Change, if it is to be successful in stimulating and maintaining whole school development, requires cooperation, not just within schools, but also between schools, external advisors and resource bases (Hargreaves 2003: 20). In short, support networks are required that will help schools navigate through the helix that is change. Monitoring and evaluating change against external criteria, such as good practices in other schools can be a significant boost to an organization's confidence. Without external connections and support, the motivation and progress of all but the most robust organizations towards school development will evaporate and with it the influence of these organizations' wider contribution to the whole school development.

It is evident from the above discussion that school development is a key element in evaluation as envisaged by WSE. WSE should be closely aligned with school development. Supervisors have to create a favourable environment and opportunities for development and growth. WSE and school effectiveness or improvement should therefore be reciprocal. As long as there is a need for school improvement there will always be a need for WSE. It is also important to note that sustained improvement in schools will not occur without changes in the quality of evaluation on the part of supervisors. In the next chapter, (Chapter 4) the researcher discusses the research design.

CHAPTER 4

RESEARCH DESIGN

4.1   INTRODUCTION

In chapter 2 of this research project, a literature review from both international and local perspectives on the Integrated Quality Management System and Whole School Development was outlined. It looked into the origin of the IQMS, its philosophical premise, its characteristics and how it is managed in schools. It thus provided a theoretical framework within which this study was based. The aim of this chapter is to delineate the engagement of the selected research approaches, research design, and data collection procedures, techniques, and data analysis underpinning the study. This will form a basis for revealing the most appropriate guidelines to the efficient and effective contribution of the IQMS to whole school development.

4.2   MAIN RESEARCH QUESTION AND AIM

School evaluation can contribute to improving the academic achievement of learners. This is of utmost importance to both primary and secondary schools in the Kwazulu Natal Province. It is therefore important to find more effective ways of evaluating schools. Research indicates that IQMS is an important strategy in achieving this.

Against this background a need exists to investigate IQMS and its contribution to whole school development in selected Chatsworth schools in the KZN Province. The following main question facilitates the demarcation of the problem more clearly:

How can the Integrated Quality Management System be effectively administered and what are the possible implications for whole school development?

Having introduced the central research problem, the problem statement is encapsulated by the following sub-questions:

- What is Integrated Quality Management System ?

- What are the perceptions of educators regarding the Integrated Quality Management System?

- What are the challenges facing the education system in managing the Integrated Quality Management System?

- To what extent does the Integrated Quality Management System lead to the improvements in teaching and the learners' performance process?

- How has whole school evaluation impacted on whole school development?

Having identified the problems related to the implementation of the Integrated Quality Management System and its contribution to Whole School Development, the aims of the research will be established.

The general aim of this research is to investigate which aspects of the Integrated Quality Management System should be assessed and to what extent this will impact on Whole School Development. In order to achieve the general aim, the specific objectives of this study are to:

- clarify the concept of the Integrated Quality Management System

- suggest effective ways in which the Integrated Quality Management System can be fully and uniformly implemented.

- probe the perceptions of educators regarding the assessment of the Integrated Quality Management System for Whole School Development

- suggest possible strategies for the utilization of the Integrated Quality Management System to improve learner achievements.

4.3   RESEARCH DESIGN

This study adopted a mixed-method design; this results from a combination of the quantitative and the qualitative approaches (Brown 2004: 74) using mainly semi-structured interviews, focus group interviews and questionnaires.   An explorative, a descriptive and a contextual research design were used, including both qualitative and quantitative methodology to investigate the impact of IQMS on Whole School Development. To reach the above mentioned aims and objectives, this research was done in the following two phases:

- o Phase 1 – Empirical (explorative, descriptive and contextual design using quantitative methodology)

- o Phase 2 -- Conceptual (explorative, descriptive and contextual design using qualitative methodology)

Furthermore, the research was not concerned with generalisability to a wider population but attempted to describe and explain the perceptions of principals, SMT members and educators concerning IQMS and its contribution to Whole School Development.

4.3.1   Mixed-method research design

In this exploratory and explanatory research in terms of the Integrated Quality Management System, the researcher drew on the interpretive tradition in researching the contribution of the Integrated Management System to Whole School Development. The interpretive paradigm is also related to constructionism, which posits that reality is constructed through relationships of meanings or through our experiences and interpretations (Sarantakos 2005: 240). Whilst working within an interpretive, constructionist framework, I also drew on some basic principles derived from what has become known as the post-positivist paradigm (Lindlof & Taylor 2002: 9).   These include principles such as an adherence to systematic observation of complex phenomena geared to uncovering patterns in behaviour, inclusion of some elements of factor control, the use of multiple methods and triangulation of findings, valuing of qualitative methods for their contribution to analysis and striving for logical explanation based on the evidence from observations and analysis.

The adoption of both interpretive and post-positivist perspectives enabled the study to uncover the perceptions of educators regarding the Integrated Quality Management System. The quest for this knowledge was determined by my interpretation of how this process is conducted. In considering the process of this practice the study also investigated factors that contributed to whole school development.

The choice of methodology for my study was, therefore, an empirical one following inquisitive procedures of forming general and specific research aims, identifying types of data to be gathered, collection techniques, and analytical approaches.   Simple

quantification in the form of questionnaires was utilized to complement my qualitative interpretation, categorization and analysis. The integration of both qualitative and quantitative approaches was intended to elucidate my investigation with the intention that one does not blemish or lessen the strength of another, but rather complement each other to make stronger interpretation and argument.

Hunt (2007: 11) contends that a mixed -method research design uses both deductive and inductive scientific method, has multiple forms of data collecting and produces eclectic and pragmatic reports. Mixed Methods Research was used in this study to coalesce the two methods of research. A combination of methods was considered by the researcher as most apposite for the study as it helped to 'ask and answer differently conceived or separate questions; answer questions about concerning parts, segements or layers of a social whole and provide for a close-up illustration of a bigger picture (Mason 2006: 11). Brannen's (2005: 8) suggestion that mixed methods of research be considered in 'the context of justification', that is during the analysis and interpretation of data has been espoused in this study.

The researcher believes that the mixed-method approach then is a genuine effort to be reflexive and more critical of the evaluation practice and, ideally, more useful and accountable to broader audiences and has therefore chosen to adopt this method. She further believes that it is an expansive and creative form of research, not a limiting form of research. Since the mixed-method approach is inclusive, pluralistic, and complementary, it allowed me as a researcher to adopt an eclectic approach to method selection and the thinking about and conduct of research (Onwuegbuzie & Johnson 2004:

18). Furthermore the mixed-method approach was deemed by the researcher as highly applicable to her study as it offered the potential for deeper understandings of the IQMS and its contribution to whole school development.

4.3.1.1 Phase 1 - Quantitative methodology

Quantitative research methodology was used for Phase 1 of this research. A quantitative research methodology was used to provide quantifiable data and objective measurement of the data from educators, SMT members and principals . The reason for using quantitative research is that by generating applied research knowledge the teaching and learning practice could be improved, ensuring the development of the school as a whole (Burns & Grove 2009: 161). According to Babbie and Mouton (2001: 232) a survey takes place when the researcher selects a sample of respondents and poses direct questions to them. In this research project the survey was used for descriptive and exploratory purposes. The literature review and focus group interviews enabled the researcher to compile a questionnaire.

(i)   Design of the questionnaire

To guide the empirical study of this research, a structured questionnaire was used to collect data from willing members of the staff of the ten schools including the principals of these schools. (See Appendix C for sample questionnaire). A questionnaire is defined by De Vos, Strydom, Fouche and Delport (2005: 152) as a set of questions in a form to be completed by respondents in respect of a research project. The aim of this questionnaire was to gauge the perceptions that educators have in relation to the implementation and impact of IQMS – in particular to its contribution to whole school development. Close-ended questions were largely utilized to represent the crucial issues around the

implementation of IQMS. Response scales included Yes/No categories and Likert type scales relating to the measure of extent of responses.

The data was collected by making use of a questionnaire consisting of both open-ended and closed –ended questions (see Annexure C). Burns and Grove (2009: 426) state that questionnaires are printed self-report forms that can be obtained through written responses of participants. By making use of a questionnaire facts can be obtained from participants regarding the contribution of the Integrated Quality Management System to Whole School Development.

The following advantages as proposed by Polit and Hungler (1997: 259) were taken into consideration when deciding on this method of data collection:

- o Questionnaires are economical, since they demand less time and energy to administer

- o Questionnaires provide anonymity, which is important to ensure that the respondents are as honest possible

- o The absence of an interviewer helps to eliminate bias in the responses

Burns and Grove (2009: 427) confirm the last-mentioned advantage and conclude that questions are presented in a consistent manner to all the participants. Questionnaires were hand-delivered and left with the principal to administer to the staff and arrangements were made to collect the questionnaires on completion. The questionnaire consisted of seven sections covering fifty two closed-ended items to which responses were largely limited to options presented on an "equal interval" Likert-type scale. The questionnaire consisted of items that were indicators of the subject under review which is the impact of the Integrated Management System on Whole School Development and comprised of

seven sections each of which consisted of questions which served as indicators of the contextual factors relative to the implementation of IQMS and its contribution to whole school development. Hereunder follows a summary of each of the sections.

SECTION A: This section consisted of five questions and contained biographical details of respondents namely, current post, type of school, roll of school, number of teaching staff. The biographical details functioned as independent variables to test hypothesis relating to the implementation of IQMS and its impact on whole school development.

SECTION B: Seventeen questions were posed to establish circumstances when IQMS was implemented, whether the educators understood the principles relative to IQMS; the role of the principal and individual educators in promoting whole school development was explored.

SECTION C: The six questions that were used were applicable to factors impacting on IQMS and whether IQMS serves as a tool to determine whole school development.

SECTION D: Seven contextual items were used to probe educator opinions on issues around staff development programmes with the emphasis on educator development.

SECTION E: The seven questions focused on the various types of staff development programmes to enhance the quality of education and to develop staff.

SECTION F: The five questions addressed the impact of IQMS on the school.

SECTION G: The final five questions assessed the experience to comply with criteria of IQMS to determine the effectiveness of the implementation of IQMS and whether the effort is beneficial and valuable to the school in its entirety.

As mentioned earlier, most of the responses of the educators had to be indicated on a Likert-type scale to ascertain to what extent educators perceived IQMS to impact on whole school development.

(ii) Population

The population is a group of people who have some common characteristics, and about whom the researcher wants to draw conclusions (Babbie & Mouton 2001: 100). McMillan and Schumacher (2001:169) define population as a group of elements or cases, whether individuals, objects, or events, that conform to specific criteria and to which we intend to generalize the results of the research. For the purpose of this study, the researcher's population was selected from thirty one (31) schools in the Chatsworth Circuit. From this population, a selection of five (5) primary and five (5) secondary schools was made. The sample used in this study is from diverse primary and secondary schools. The sample was also a "convenience" sample since the schools selected are accessible and within easy reach. The reason for the inclusion of primary and secondary schools is that schools operate differently. The population for this phase consisted of all educators willing to complete questionnaires handed to the principals of the selected schools. A systematic sample was drawn from the Chatsworth (South) cluster in the Kwazulu Natal district. A sample of respondents was drawn from five secondary schools and five primary schools. In this study the researcher used purposive or judgmental non-

probability sampling as the most appropriate to select the respondents. Polit and Beck (2004: 294) state that "purposive or judgmental sampling is based on the belief that researchers' knowledge about the population can be used to hand-pick sample members." The researcher had to select respondents who were knowledgeable about the phenomenon of IQMS and WSE and would benefit the study by revealing what they are actually doing regarding IQMS and WSE in their schools and what strategies are being adopted and suggested to deal with identified problems relating to whole school development.

(iii)   Sampling

Following a discussion with a statistician the researcher decided to include all educators, principals and SMT members at the selected schools to gain a comprehensive account on the implementation of IQMS by including educators at all levels . Including educators at all levels added a whole new dimension to how IQMS is interpreted by all. Therefore, all educators willing to complete the questionnaire were included as they are directly involved with the process and have valuable information to divulge to enhance the research.

(iv) Description of respondents

Respondents included all permanent members of staff who have been through the IQMS process since they will best inform the research about the contribution of IQMS to whole school development.

(v) Validity and reliability

For Joppe (2000: 27) validity determines whether the research truly measures that which it was intended to measure or how truthful the research results are, while Viadero (2005: 6) defines validity as the means of measurement for accuracy and whether they are actually measuring what they are intended to measure. In other words, validity is the best available approximation to the truth or falsity of a given inference, proposition or conclusion. Reliability refers to the consitency of the measuring instrument (Burns & Grove 2009: 395). Mason (2006: 12) recapitulates these terms suitably by articulating that reliability estimates the *consistency* of measurement while validity refers to the *accuracy* of measurement.

To ensure the content validity, the researcher made use of the literature as a secondary source of data, which therefore served as a supplementary validation of the accuracy of the findings (De Vos 2002: 166). The researcher constructed the questionnaire by making use of the data collected during the literature review. The questionnaire was then given to the researcher's supervisor, colleagues with experience of compiling a questionnaire and to the statistician to review. The necessary amendments were made accordingly. Although this method is judgemental, the researcher relied on it to ensure content validity (De Vos 2002: 167).

Face validity : De Vos (2002: 167) states that it is important to structure an instrument so that it measures the attributes of the research project and appears to be a relevant measure to these attributes.   This was ensured by making use of an expert supervisor and statistician to evaluate the questionnaire on completion.

A pilot study or a pre-testing was conducted of the questionnaire by making use of seven educators sharing similar caharacteristics with those in the population of the research project to ensure that any errors could be rectified at little cost (De Vos 2002: 211). The respondents were asked to complete the questionnaire and time was allowed for questions and discussions after completion. An open space was left on the questionnaire for comment and evaluation.

According to Patton (2002: 14) triangulation is typically a strategy (test) for improving the validity and reliability of research or evaluation of findings. The researcher advocated the use of triangulation since it had the potential of strengthening the study by combining methods. Moreover she affirms this meant using several kinds of methods or data, including using both qualitative and quantitative approaches. As the researcher engaged multiple methods, such as, questionnaires, interviews and recordings she believed it lead to more valid, reliable and diverse construction of reality thereby overcoming the weakness or intrinsic biases and the problems that come from single-method studies thus providing an alternative to "traditional" criteria like reliability and validity (Golafshani 2003: 598). This viewpoint is endorsed by Creswell & Miller (2000: 126) who define triangulation as "a validity procedure where researchers search for convergence among multiple and different sources of information to form themes or categories in a study".

(vi) Data Analysis

The quantitative data was analyzed and interpreted with the assistance of a professional statistician. The quantitative variables took on numerical values, (De Vos, Strydom,

Fouche and Delport 2005:225) the data was measured at ordinal level and descriptive statistics were used during the interpretive phase.

Descriptive statistics allowed the researcher to organize the data in such a way that it gave meaning and facilitated insight (Burns & Grove 2009: 499). Numerical descriptive measures provided precise, objectively determined values that could easily be interpreted and compared (Keller & Warrick 2003: 90).

The description of data was done by means of determining representative characteristics such as frequencies, percentages, means and numbers (N). The data was organized and presented by means of frequency distribution tables, graphs and pie charts.

(4.3.1.2)Phase 2 - Qualitative methodology

During Phase 2 qualitative research methodology was used. In this study qualitative research was conducted among educators to gain a clear understanding of their experiences, perceptions and facts regarding the contribution of the Integrated Quality Management System to Whole School Development (Burns & Grove 2009: 161). The process of qualitative research was inductive and the researcher built concepts from details that were obtained from educators and principals. Phase 2 included personal interviews with principals involved in the education of the IQMS, focus groups interviews with SMT members as well as Level 1 educators. To enable the researcher to reach the set objectives for Phase 2, the phase was conducted in the following two steps:

Step 1 – Personal Individual Interviews

The researcher's aim of interviewing was to enter the other person's perspective and the meaning he/she makes of his/her experiences (De Vos, Strydom, Fouché and Delport 2005: 298). In this research use was made of semi-structured interviews to elicit data from primary and secondary school principals in the Chatsworth district in the KwaZulu Natal province. (See Appendix D and Appendix E for interview guide). The researcher avers that qualitative semi-structured interviews are much more like conversations than formal events with predetermined response categories (Bogdan & Biklen 2003: 97). In other words she believes that interviews are "conversations with a purpose" – the purpose being to obtain valid and reliable data (De Vos 2002: 298). Since qualitative interviewing "…..begins with the assumptions that the perspective of others is meaningful, knowable and able to be made explicit" (Patton 2002: 341), the researcher explored a few general topics to help uncover the participant's perspectives, but respected how the participants framed and structured the responses.

To maximize the validity of the interview questions, it was ensured that the interview schedule was semi-structured, so that the researcher could go more in-depth with certain questions to ensure that the responses are the ones needed to elicit the evidence to understand the respondents' views on IQMS. The traditional criteria for validity find their roots in a positivist tradition, and to an extent, positivism has been defined by a systematic theory of validity. Within the positivist terminology, validity resides amongst, and was the result and culmination of other empirical conceptions: universal laws, evidence, objectivity, truth, actuality, deduction, reason, fact and mathematical data to name a few (Winter 2000: 17).

Step 2 - Focus group interviews with SMT members

A focus group interview according to Edward (2002 : 16) is "a technique involving the use of in-depth group interviews in which participants are selected because they are a purposive, although not necessarily representative sampling of a specific population, this group being 'focused' on a given topic". Participants in this type of research are, therefore selected on the criteria that they would have something to say on the topic, are within the age range, have similar socio-characteristics and would be comfortable talking to the interviewer and each other (Rabiee 2009: 20) . Morgan (2007: 6) shares a similar sentiment by stating that the hallmark of a focus group is the explicit use of the group interaction to produce data and insights that would be less accessible without the interaction found in a group. In this research it was believed that three SMT members per focus group would be adequate to stimulate discussion but small enough to capture all relevant data.

Cohen, Manion and Morrison (2002: 288) indicate that focus group interviews can also be used for triangulation purposes. This is important for this study because the researcher employed different data gathering techniques. In this study, focus-group interviews with SMT members were conducted. SMT members were included in the groups based on their willingness to be part of the study and their referral by other SMT members. Furthermore SMT members were included as it was felt that they would be in a better position to comment on problems experienced during IQMS and WSE in the school. In the focus –group interviews with SMT members, interview guides were utilized (Appendix F). The focus group interview occurred in a permissive, comfortable and non-threatening environment (Hollis, Openshaw & Goble 2002: 2). The aim of using focus

group interviews was to use experts to guide the researcher a propos the effect of the integrated management system on whole school development. The rationale for using focus group interviews was that the researcher was looking for a range of shared ideas from experts and seasoned educators vis-à-vis the impact IQMS is having on schools as a whole. These educators' rejoinders facilitated delineating the problems more sharply concerning IQMS and provided the researcher with valuable information concerning what needs to be altered to ensure IQMS benefits schools optimally. The strength of a focus group was fully used. The group contexts also presented interviewees the opportunity to exchange and explore ideas and made them aware that there is some degree of security in expressing oneself in a crowd. The ultimate goal was to understand the reality underpinning the IQMS in schools and to determine the outcome of IQMS after its implementation.

Focus group interviews provided rich data concerning SMT member's experiences on IQMS and reflected real life experiences of the members. By design, the focus group interview relied on the dynamics of the interaction within the group to stimulate thinking and the formation of new ideas. Another reason for employing focus group interviews was that the participants had the opportunity to influence one another. The participants were also influenced by comments from other participants and arrived at decisions as a group. All the above enabled the researcher to obtain qualitative data. According to Burns and Grove (2009: 424) the individuals taking part in a research are important resources of information and in this study, as a group the SMT members' generated authentic information, superior to individual interviews. This data was used to provide information regarding the contribution of the IQMS to whole school development.

(i)   Sampling

Terreblanche and Durrheim (2002:164), indicate that sampling involves decisions about which people, setting, events, behaviours and social processes to observe. The researcher avers that a sample is a small proportion of a population selected for observation and analysis. By observing the characteristics of the sample, one can make certain inferences about the characteristics of the population from which it is drawn.

For the purpose of this study, the researcher employed purposive or judgmental non-probability sampling.

(ii)   Description of participants

TABLE 4.1   The Principals – Primary Schools

PRINCIPALS CHARACTERISTICS	SCHOOL A	SCHOOL B	SCHOOL C	SCHOOL D	SCHOOL E
Gender	Male	Male	Female	Male	Male
Age	51	47	48	44	46
Academic Qualifications	BA	B Com (HONS)	BA	B Com	BA
Professional Qualifications	BA (HONS)		BED	MED DED	
Years of experience as an educator	28	21	22	14	20
Years of experience as a principal	11	5	6	5	5
Training for WSE	None	None	None	None	None

TABLE 4.2   The Principals – Secondary Schools

PRINCIPALS CHARACTERISTICS	SCHOOL F	SCHOOL G	SCHOOL H	SCHOOL I	SCHOOL J
Gender	Male	Male	Male	Female	Male
Age	53	49	51	46	48
Academic Qualifications	BA	B Com (HONS)	BA	B Com	BA
Professional Qualifications	Diploma - Management		BED	MED	
Years of experience as an educator	32	28	30	24	27
Years of experience as a principal	11	7	8	6	5
Training for WSE	None	None	None	None	None

The researcher interviewed the principals of 10 schools (five primary and five secondary) to find out what they understood under the terms IQMS and WSE and whether they construed IQMS contributing to whole school development. The researcher also determined how principals saw their role in initiating and conducting IQMS and WSE. The researcher attempted to determine what principals are doing to facilitate the IQMS implementation.

In addition to the interviews with principals, focus group interviews with the SMT members of all ten schools was conducted at their schools after school. This was done to determine what they understood under the term whole school development. The researcher also endeavoured to find out if they felt that supervisors are sufficiently

assisting to encourage and develop schools through WSE in schools. The researcher aimed to find out what the SMT members are doing to enhance the quality of teaching and learning in their schools.

The following tables provide a description of the SMT members interviewed.

TABLE 4.3: SMT MEMBERS AT SCHOOL A

SMT MEMBERS	I	II	III	IV
Highest qualification	BEd Hons	HED	FED	BEd Hons
Teaching experience	28	11	13	27
Grade presently teaching	5 and 6	7	7	7
Position held	Deputy	SMT	SMT	SMT
Training on WSE	Yes	No	No	No

HED = Higher Education Diploma

FDE = Further Education Diploma

BEd Hons = Honours Bachelor of Education

SMT = School Management Team

TABLE 4.4: SMT MEMBERS AT SCHOOL B

SMT MEMBERS	I	II	III
Highest qualification	BA	BA	HDE
Teaching experience (years)	13	19	15
Grade presently teaching	5,6 and 7	4,5 and 7	2
Position held	SMT	SMT	SMT
Training on WSE	No	No	No

SMT = School Management Team

HDE = Higher Diploma in Education

BA = Bachelor of Arts

TABLE 4.5: SMT MEMBERS AT SCHOOL C

SMT MEMBERS	I	II	III
Highest qualification	B-TECH	BEd	SPTD
Teaching experience	10	25	8
Grade presently teaching	3	2	6 and 7
Position held	SMT	SMT	SMT
Training on WSE	No	Yes	Yes

SPTD = Senior Primary Teacher's Diploma

B-TECH = Bachelor of Technology

BED = Bachelor of Education

SMT = School Management Team

TABLE 4.6: SMT MEMBERS AT SCHOOL D

SMT MEMBERS	I	II	III
Highest qualification	PTD	FDE	BEd
Teaching experience	35	25	24
Grade presently teaching	4 and 5	6	3
Position held	SMT	SMT	SMT
Training on WSE	No	No	No

PTD = Primary Teacher's Diploma

FDE = Further Diploma in Education

BED = Bachelor of Education

SMT = School Management Team

TABLE 4.7: SMT MEMBERS AT SCHOOL E

SMT MEMBERS	I	II	IV
Highest qualification	BEd Hons	HED	BEd Hons
Teaching experience	26	10	25
Grade presently teaching	5 and 6	7	7
Position held	Deputy	SMT	SMT
Training on WSE	Yes	No	No

HED   = Higher Education Diploma

BEd Hons = Honours Bachelor of Education

SMT   = School Management Team

TABLE 4.8: SMT MEMBERS AT SCHOOL F

SMT MEMBERS	I	II	III	IV
Highest qualification	BEd Hons	HED	FED	BEd Hons
Teaching experience	28	11	13	27
Grade presently teaching	12	9,12	10,11,12	11,12
Position held	Deputy	SMT	SMT	SMT
Training on WSE	Yes	No	No	No

HED = Higher Education Diploma

FDE = Further Education Diploma

BEd Hons = Honours Bachelor of Education

SMT = School Management Team

TABLE 4.9: SMT MEMBERS AT SCHOOL G

SMT MEMBERS	I	II	III
Highest qualification	BA	BA	HDE
Teaching experience (years)	13	19	15
Grade presently teaching	10,11,12	12	11,12
Position held	SMT	SMT	SMT
Training on WSE	No	No	No

SMT = School Management Team

HED = Higher Education Diploma

BA = Bachelor of Arts

TABLE 4.10: SMT MEMBERS AT SCHOOL H

SMT MEMBERS	I	II	III
Highest qualification	B-TECH	BEd	SPTD
Teaching experience	10	25	8
Grade presently teaching	11,12	9,11,12	10,11,12
Position held	Deputy	SMT	SMT
Training on WSE	No	Yes	Yes

SPTD   = Senior Primary Teacher's Diploma

B-TECH = Bachelor of Technology

BED   = Bachelor of Education

SMT   = School Management Team

TABLE 4.11: SMT MEMBERS AT SCHOOL I

SMT MEMBERS	I	II	III
Highest qualification	PTC	FDE	BEd
Teaching experience	35	25	24
Grade presently teaching	11,12	9,11,12	10,11,12
Position held	Deputy	SMT	SMT
Training on WSE	No	No	No

PTD = Primary Teacher's Diploma

FDE = Further Diploma in Education

BED = Bachelor of Education

SMT = School Management Team

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TABLE 4.12: SMT MEMBERS AT SCHOOL J

SMT MEMBERS	I	II	III	IV
Highest qualification	BEd Hons	HED	FED	BEd Hons
Teaching experience	29	14	12	28
Grade presently teaching	11&12	10 &12	9,11,12	10,12
Position held	Deputy	SMT	SMT	SMT
Training on WSE	Yes	No	No	No

HED = Higher Education Diploma

FDE = Further Education Diploma

BEd Hons = Honours Bachelor of Education

SMT = School Management Team

In total ten principals, ten school management teams (comprising 3 members) and at least three Level One educators from each school (totaling 70 participants) were included in the study for interviews. The willingness of level one educators to be part of the study necessitated interviews with educators from the various schools. Numbers of level one educators in each school varied but these educators prided themselves on a wealth of experience as they possessed knowledge spanning more than fifteen years.

(iii) Measures for ensuring trustworthiness

Qualitative researchers are concerned with data quality and reflecting the true state of human experiences (Polit & Beck 2004: 430). Polit and Beck (2004: 430) refer to Lincoln and Guba's (1985) four criteria for establishing the trustworthiness of qualitative data, namely true value, consistency, neutrality and applicability. Table 4.13 below represents the four criteria.

TABLE 4.13 Lincoln and Guba's (1985) model of trustworthiness of qualitative research

CRITERION	QUALITATIVE APPROACH
True value	Credibility
Consistency	Dependability
Neutrality	Confirmability
Applicability	Transferability

(Polit & Beck 2004: 430)

- Credibility (true value)

Polit and Beck (2004: 430) state that "credibilty refers to the confidence in the truth of the data and interpretations of them". Lincoln and Guba (1985) (cited in Polit & Beck 2004: 430) maintain that credibilty involves two aspects : first, carrying out the study in a way that enhances the believability of the findings, and second, taking steps to demonstrate credibility to consumers". The researcher is a qualified educator, is employed as senior educator in English at a secondary school and has twenty years of experience in the field. The researcher is also a cluster co-ordinator for English (Grade 12) in the Chatsworth South region. She has workshopped a number of aspects related to

the teaching of English at secondary schools and is currently involved in a Dimension Data Programme for secondary schools utilising the computer and Power Point presentations for lessons. She has also contributed to the compilation of several modules in terms of literature, networking with educators from various schools in the province.

Prior to data collection, the researcher conducted three pilot interviews with educators involved in her cluster schools. As the researcher is in constant contact with educators from other schools in the Chatsworth region, enhanced the trust in her. Accordingly, the respondents felt comfortable about providing accurate and rich information about the phenomenon under study.

External validation of the study was acquired through peer debriefing. The researcher held sessions with peers to review and explore various aspects of the study.

- Transferability(Applicability)

Lincoln and Guba (1985) (cited in Polit & Beck 2004: 435) indicate that transferability refers to the degree to which the findings can be applied to other contexts and settings or with other groups, thus generalizing the findings to a different or larger population. However, in this study each situation is unique and therefore less amenable to generalization. For the research findings to be transferable the researcher has provided sufficient descriptive data to allow comparison.

- Dependability (consistency)

Dependability of data refers to stability over time and conditions as well as the consistency of findings in case the inquiry is replicated with the same subjects or in a similar context (Polit & Beck 2004: 435). For consistency the research methodology of this study has been described in detail. The tape recordings, the transcriptions, field notes, forms, letter of consent, questionnaire used will be preserved for future auditing. Some of these documents are also included in the annexure of this study.

- Confirmability (neutrality)

Confirmability refers to the objectivity of the research data such that two or more independent people would agree about data relevance or meaning (Polit & Beck 2004: 435). An expert supervisor was assigned in the auditing of the research to ensure confirmability.

In qualitative research, validity rests on the data collection and analysis techniques. Qualitative researchers use a combination of any ten possible strategies to enhance validity : prolonged fieldwork, multi-method strategies, participant language and verbatim accounts, low inference descriptors, multiple researchers, mechanically recorded data, participant researcher, member checking, participant review, and negative cases (McMillan and Schumacher 2001: 407). This is indicated in Table 4.13 below.

TABLE 4.13: Strategies to enhance design validity (McMillan and Schumacher 2001: 407)

Strategy	Description
Prolonged and persistent field work	This strategy allowed the researcher interim data analysis and corroboration to ensure the match between findings and participant reality
Multi-method strategies	This approach was utilized to permit triangulation in data collection and data analysis
Participant language and verbatim accounts	Via this guiding principle the researcher attained literal statements of participants and quotations from tape recordings
Low-inference Descriptors	Hereby, the researcher was able to record precise, almost literal, and detailed descriptions of educators, principals and SMT members; their perceptions of IQMS and their situations.
Mechanically recorded Data	The tape recorder was be used to register electronically the responses during interviews.
Participant researcher	The researcher as a participant recorded perceptions in diaries or captured anecdotal records for corroboration
Member checking	The researcher employed this technique to check informally with participants for accuracy during data collection
Participant review	Each participant was asked to review the researcher's synthesis of all interviews with the person for accuracy of representation.
Negative cases	The researcher actively searched for, recorded, analyzed, and reported negative cases or discrepant data that are an exception to patterns or that modify patterns found in the data

(iv) Data Analysis

Data analysis took place simultaneously with data collection and the first step in data analysis was managing the data to be studied (Gay & Airasian 2000: 239). Data analysis commenced in earnest once the data was organized. The researcher could not interpret data until the data was broken down and classified, so the analyses itself require four interactive steps: reading/memoing, describing, classifying and interpreting. This cyclical process adopted in the study focused on:

- Becoming familiar with data and identifying main themes in it (reading/memoing);

- Examining the data in depth to provide detailed descriptions of the setting, participants, and activities (describing);

- Categorizing and coding pieces of data and physically grouping them into themes (classifying)

- Interpreting and synthesizing the organized data into understandings (interpreting). (Gay & Airasian 2000: 239)

Data from individual and group interviews were transcribed and analyzed with the field notes from observations.

4.4 ETHICAL MEASURES

McMillan and Schumacher (2006:333) state that qualitative researchers need to be sensitive to ethical principles regarding informed consent, confidentiality, anonymity, privacy and caring. Before the researcher commenced with the research she applied in writing to the Superintendent of Education Management (SEM) of the Chatsworth region for permission to conduct the research (Appendix A).

In this study moral matters and principles were deemed as decisive and paralleled Carpenter's (2003: 311) conviction that researchers have a professional responsibility to ensure the design of both quantitative and qualitative studies that maintain ethical principles and protect human rights. The researcher demonstrated an awareness of the complex ethical issues in the qualitative research aspect and attempted at all times to show that the research was both feasible and ethical, taking into account ethical issues during and after data collection as well as during data analysis.

The researcher executed Bodgan and Biklen's (2003: 44-45) ethical approaches to fieldwork by: avoiding researching sites where informants may have felt coerced to participate in the research, thereby supporting Carpenter's (2003: 314) principle of *beneficence*; honouring the informants' privacy by protecting their identities and anonymity by adopting pseudonyms (Marshall & Rossman 1999:97); treating participants with respect and securing their co-operation; informing participants from the outset that they are always at liberty to withdraw from the research study at any time (Carpenter 2003: 315); abiding by the agreed terms regarding the permission to do the study and extending ethical measures into the actual writing and dissemination of the

final research report (Cresswell 2003:64). Figure 4.1 below captures the data collection methods employed in this study.
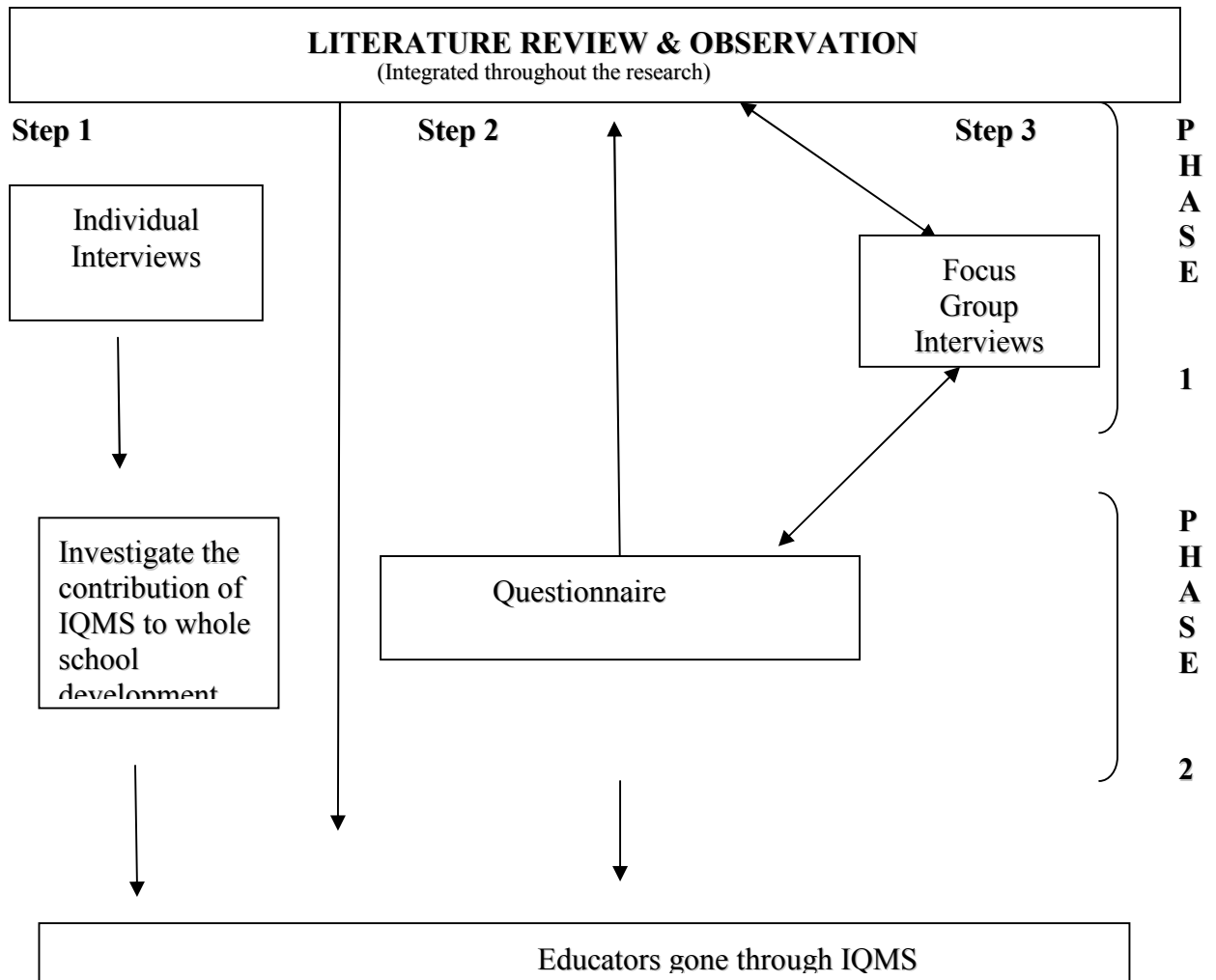
FIGURE 4.1 **Methods of data collection** (Adapted from Kumar,1999: 104)

4.6   CONCLUSION

This chapter focused on the approach employed to conduct the empirical investigation. A motivation for the researcher's preference for a mixed method approach was also provided. An exposition on the composition and distribution of the questionnaire was also offered.

Chapter five will focus on factor analysis, a comparative analysis of some of the data as well as a statistical analysis of certain aspects of the data.

CHAPTER 5

RESULTS AND DISCUSSION OF RESULTS

5.1 INTRODUCTION

This chapter and the research project from which it stems, is based upon a study of five primary schools and five secondary schools in which the staff were consciously trying to develop policies following the Integrated Quality Management System which would affect the practice of Whole School Development. Their efforts entailed thought about what they taught and these schools were in the van of trend following the changes in education policies.

The discussion commences with a background to Chatsworth (the township in which the research was conducted) followed by an analysis of the quantitative data and the qualitative data.

5.2 BACKGROUND OF CHATSWORTH

Chatsworth, is a large township in Durban, South Africa, which was created as a result of the Apartheid Government and the Group Areas Act. This area, created in the late 1960s and early 1970s, was designated for use by the Indian population only, and by those who were removed from their initial areas of occupation due to racial segregation and the implications of the Group Areas Act. Because of this, parts of Chatsworth are still an area of extreme poverty separated from the developed resort areas of Durban. However there are also large middle class and wealthy areas.

In the 1940s, The Pegging Acts and the Ghetto Act were passed. These acts gave the government the right to remove and destroy shacks and small self-made shelters, with the

intention of improving sanitary conditions. This led to the Group Areas Act of June 1950, which designated certain areas for the Whites and other areas for Indians, Coloureds and Africans. Indians were removed from areas such as Mayville, Cato Manor, the Clairwood and Magazine Barracks, and the Bluff, and were placed in areas like Riverside and Prospect Hall and at Duikerfontein and Sea Cow Lake.

During the later 1940s and early 1950s, there were advertisements in the papers of an exclusively Indian suburb, Umhlatuzana. Later Silverglen and Red Hill were also developed. Then in the early 1960s Chatsworth was planned, opening in 1964 and consisting of eleven neighborhood units. Modern day Chatsworth has 64 suburbs that fall within its region. Chatsworth was deliberately built to act as buffer between white residential areas and the large African township of Umlazi.

As a consequence of its history, Chatsworth is still a predominantly Indian population growing rigidly, with many economic interests in favour of Indians (Pithouse 2001: 98). It boasts many of the Indian cultures that were acquired from their ancestors from India, and holds the Temple of Understanding - South Africa's most spectacular Hindu temple. Many Indians from Tamil and Telugu backgrounds are present. Such Indian Languages are still spoken at home in many instances, with classes set up to aid in their development.

This area is now a fully fledged suburb of Durban and boasts industrial development with strong infrastructure and has contributed to the growing intellectual capital and business environment of Durban, while at the same time housing evictions of "unwanted" residents and the disconnection of water and electrical utilities plagues those who cannot afford them due to the high unemployment rate (Pithouse 2001: 98).

In around 2000 the flats in two areas of Chatsworth, Bayview and Westcliffe, were briefly the centre of a small social movement known as "the poors," because the developing infrastructure had missed the poorest of the population, and the loss of manufacturing jobs due to the economic liberalization program of self-imposed Structural Adjustment Policies known as GEAR, had increased the economic problems of Chatsworth's poorest residents. However in recent local government elections residents from these areas have supported the narrow ethnic politics of Amichand Rajbansi's Minority Front Party (Pithouse 2001: 98).

Schools in this study are therefore predominantly under-resourced, are located in poor areas where learners come from broken homes and face severe psychological problems. In addition the schools are extremely old and have not been refurbished due to lack of funds.

5.3   RESULTS OF PHASE 1: QUANTITATIVE PHASE

5.3.1   Biographical information

Items associated with biographical/general data on the respondents of the study (Section A). The following tables on the biographical data provide examples of the extent of representivity of the sample used in Chatsworth.

TABLE 5.1 POST LEVELS

Response	Frequency	Percentage
Level 1 Educator	145	64.4
HOD	75	33.7
Principal	4	1.7
Total	225	100
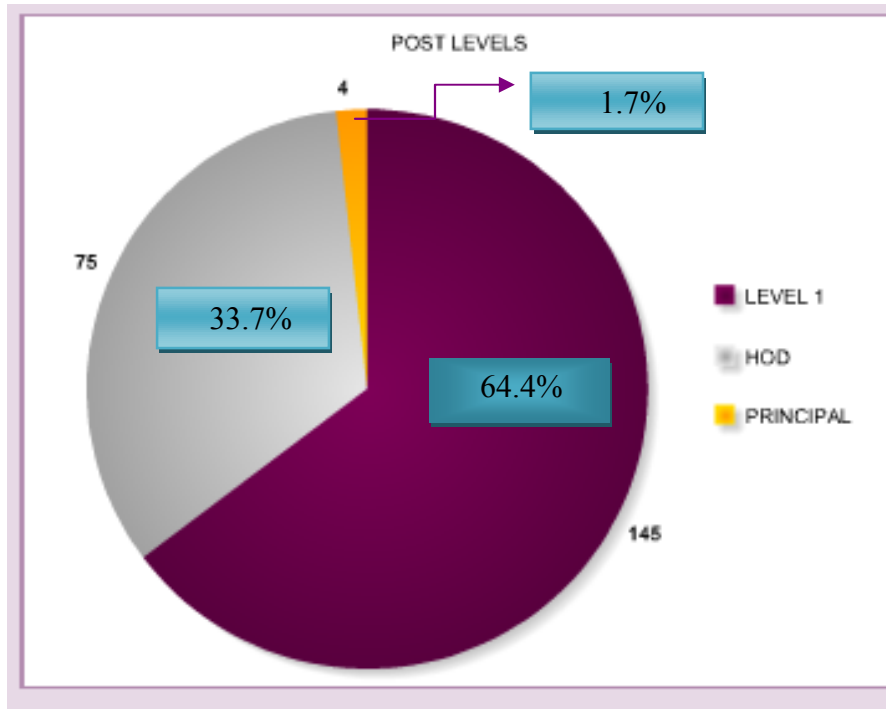
Figure 5.1: Educator Post Levels

As indicated in Table 5.1 and Figure 5.1 The largest number (64.4%) of respondents were level one educators while 33.7% of respondents comprised of heads of department and deputy principals and 1.7% included principals of schools.

TABLE 5.2 NUMBERS OF LEARNERS   PER SCHOOL

SCHOOLS	NUMBER OF LEARNERS
SCHOOL 1 (Primary)	600 – 800 learners
SCHOOL 2 (Primary)	600 – 800 learners
SCHOOL 3 (Primary)	600 – 800 learners
SCHOOL 4 (Primary)	800 – 1000 learners
SCHOOL 5 (Primary)	800 – 1000 learners
SCHOOL 6 (Secondary)	More than 1000 learners
SCHOOL 7 (Secondary)	800 – 1000 learners
SCHOOL 8 (Secondary)	More than 1000 learners
SCHOOL 9 (Secondary)	More than 1000 learners
SCHOOL10 (Secondary)	More than 1000 learners

The responses in Table 5.2 and Figure 5.2 indicate that the biggest group of respondents was from schools with more than a thousand learners. The implication here is that a more reliable result can be attained from schools where learners exceed a thousand as these are more complex schools to deal with. The effect of the Integrated Management System [IQMS] on these schools in particular will impact greatly on the study.

TABLE 5.3   THE NATURE OF THE SCHOOL

Responses	Frequency	Percentage
Primary	80	35.9
Secondary	144	64.1
Total	225	100
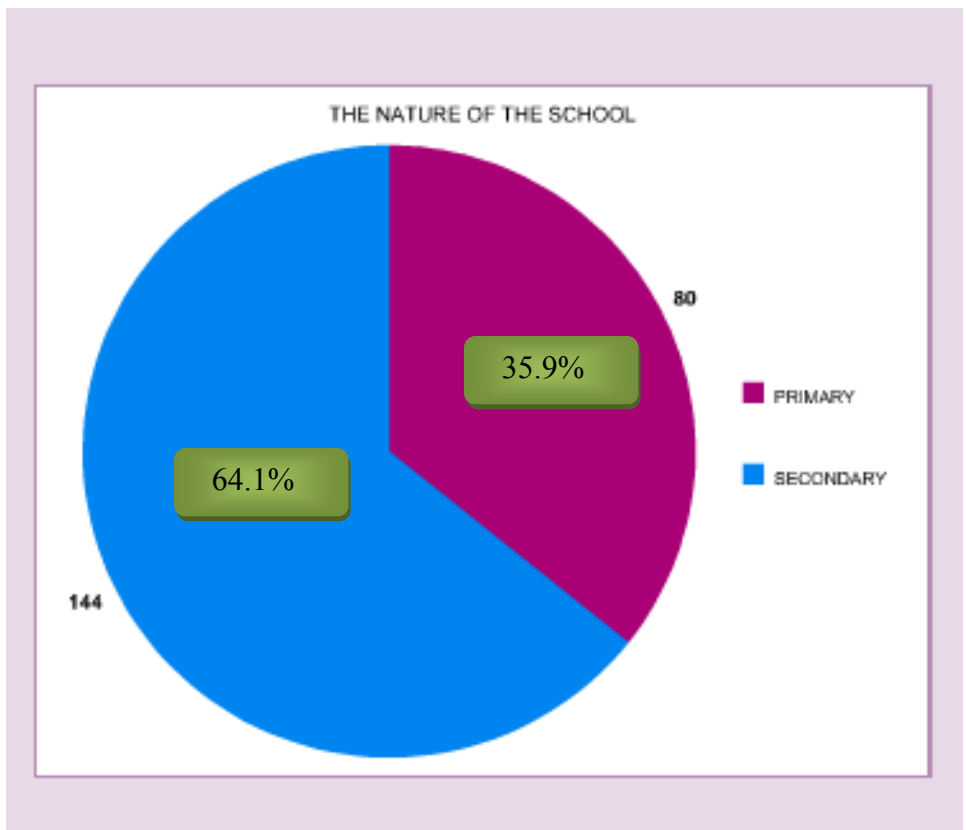
FIGURE 5.2 Nature of Schools

Table 5.3 and Figure 5.2 indicate that 64.1% of respondents were from Secondary Schools while 35.9% of the respondents were from Primary Schools. In addition all respondents' schools in Chatsworth are classified as urban schools.

TABLE 5.4   NUMBER OF TEACHING STAFF

Responses	Frequency	Percentage
Less than 20	43	19.2
Between 21 and 40	87	38.9
Between 41 and 60	95	42
Total	225	100
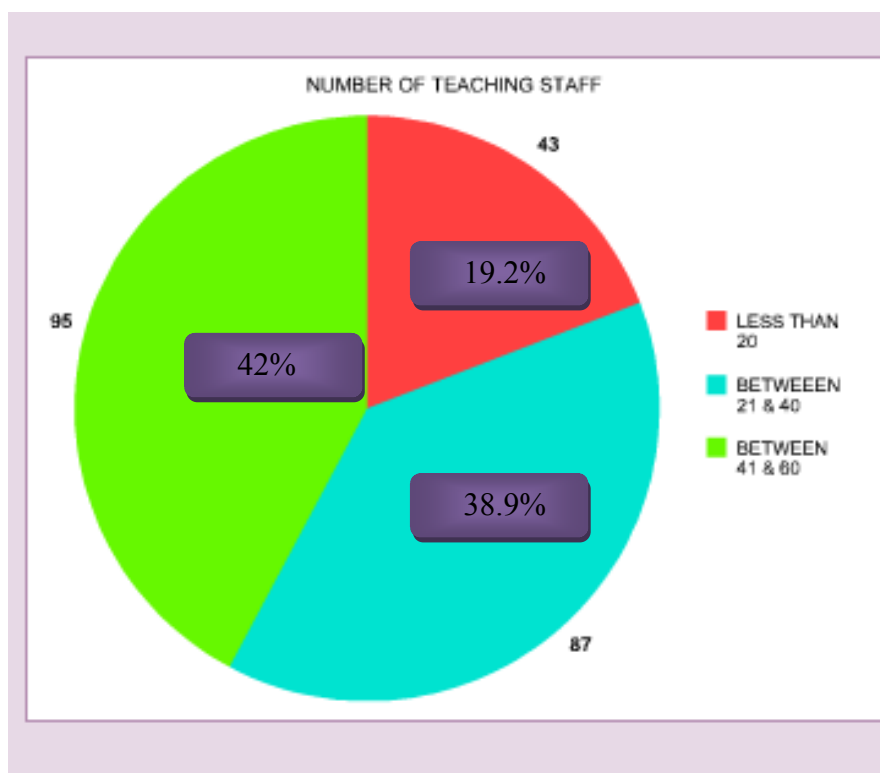
FIGURE 5.3 Number of teaching staff

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The response in Table 5.4 and Figure 5.3 indicate that 42% of the schools respondents have between 41 to 60 teaching staff; 19.2% have less than 20 teaching staff while 38.9% have between 21 and 40 staff members. Schools comprising of a large staff complement are better able to provide in depth responses as discussions and sentiments may occur and enhance the responses for the study. A larger group will have insightful ideas and valuable contributions to make to the study as opposed to smaller groups who generally work in isolation.

5.3.2 Circumstances prevalent during IQMS implementation

Arranging the items in a table according to the way respondents answered Section B can possibly shed further light on the circumstances that prevailed when IQMS was implemented in the selected schools.

TABLE 5.5   Staff responses to implementation of IQMS

Item	Description	Mean Score	Rank Order
Q8	Staff members regard themselves as competent.	3.72	1
Q9	Staff members **are** in a state of readiness in order to activate action and to maintain action when implementing IQMS and Whole School Development.	3.68	2
Q6	Commitment of staff to teaching is crucial for effective IQMS implementation	3.67	3
Q20	Sufficient funding is required when implementing IQMS.	3.65	4
Q7	Individual staff members have a clear **vision** of their future in teaching.	3.63	5
Q10	The principal has a clear vision of the future in terms of IQMS.	3.61	6
Q11	The principal sets high expectations for staff.	3.59	7
Q18	The success of IQMS depends on regular professional development programmes or related programmes	3.57	8
Q22	The effective implementation of IQMS requires a lot of human resources	3.55	9
Q16	A humane school culture is a prerequisite **for** implementing IQMS.	3.52	10
Q17	Joint decision-making is important when implementing IQMS.	3.50	11
Q14	The principal **acts as** an appropriate **role model** for WSD.	3.49	12
Q13	The principal stimulates staff intellectually.	3.35	13
Q15	The principal strengthens the Whole school development culture in the school.	3.31	14
Q21	The principal provides constant feedback to staff when implementing IQMS / WSE in the school.	3.28	15
Q19	Educators work closely together when implementing IQMS	3.23	16
Q12	The principal provides individualized support.	2.79	17
	Average	3.28	

According to Table 5.5 the mean scores of the items range from 3.72 to 2.79. This indicates that circumstances that prevailed during the implementation of the IQMS were unsatisfactory with the emphasis on funding as many respondents in the open space for comments responded by indicating that insufficient funding hampered the successful implementation of IQMS. Question eight with a mean score of 3.72 is ranked the highest suggesting that the general perception amongst educators is that they are competent, proficient and are experts in their fields. The mean score for question 12 (2.79%) suggests that while the principal may have a clear vision of the future in terms of IQMS, support offered to staff is deficient. The reason for this is due to the lack of support offered from department officials, subject advisers and management to assist when educators require answers to questions or clarity on certain aspects. Grievances and problems being faced regarding IQMS are often forwarded to respective departments and are largely not responded to. Staff also believes that they are not sufficiently prepared for the practical implementation of the process as many schools are not properly resourced for the effective implementation of IQMS.

TABLE 5.6   Staff responses to IQMS implementation

Rank	Item	1	%	2	%	3	%	4	%	5	%	TOTAL
1	Q8	0	0	6	2.6	22	9.7	37	16.4	160	71	225
2	Q9	0	0	0	0	15	6.6	110	48.8	100	44.4	225
3	Q6	0	0	0	0	29	12.8	123	54.6	73	32.4	225
4	Q20	0	0	0	0	0	0	156	69.3	69	30.6	225
5	Q7	0	0	0	0	12	5.3	28	12.4	185	82.2	225
6	Q10	0	0	4	1.7	19	8.4	71	31.5	130	57.7	224
7	Q11	0	0	2	0.8	5	2.2	72	32	145	64.4	224
8	Q18	0	0	8	3.5	32	14.2	42	18.6	143	63.5	225
9	Q22	3	1.3	7	3.1	53	23.5	119	52.8	43	19.1	225
10	Q16	9	4	12	5.3	22	9.7	50	22.2	132	58.6	225
11	Q17	5	2.2	9	4	18	8	57	25.3	136	60.4	225
12	Q14	0	0	0	0	36	16	105	46.6	84	37.3	225
13	Q13	24	10.6	38	16.8	76	33.7	57	25.3	30	13.3	225
14	Q15	43	19.1	56	24.8	47	20.8	34	15.1	45	20	225
15	Q21	150	66.6	20	8.8	10	4.4	5	2.2	40	17.7	225
16	Q19	26	11.5	67	29.7	87	38.6	23	10.2	22	9.7	225
17	Q12	194	86.2	15	6.6	16	7.1	0	0	0	0	225

It is evident from Table 5.6 (Refer to Appendix C -Questionnaire) that 71% of the educators consider themselves to be competent and do not require systems like the IQMS to develop them. Feedback from principals as revealed in the 66.6% response is falling short as is the lack of support from the principal as indicated in the 86.2% response.

Feedback is essential and educators require feedback be it criticism, advice , a comment, offering pointers, offering an opinion or a viewpoint as these will all serve to expand on the educators expertise and develop the educator optimally. Principals and senior management will have to assume more responsibility as they play a pivotal role in the IQMS process.   They are responsible for ensuring amongst others that the implementation process is on track, the IQMS management plan is adhered to, educators who are not trained in IQMS are trained internally, the School Improvement Plan (SIP) is submitted to the district office and implemented, functions as internal moderator and submits educators' evaluation scores to the district offices.

A large percentage of respondents (ranging from 57.7% to 82%) for questions 7,8,10,11,18,16 and 17 (Refer to Appendix C - Questionnaire) responded positively in respect of their competency and their proficiency as well as the principal's vision of teaching for the future including the need for regular professional development programmes to ensure success of IQMS. A significant number of respondents (ranging from 66.6% to 86.2%) tend to be negative with regard to the adequacy of support they received from their principals.

5.3.3 Factors impacting on IQMS

Arranging the items in a table according to the way respondents answered Section C will provide an understanding of the factors impacting on IQMS.

TABLE 5.7   Factors impacting on IQMS

Item	Description	Mean Score	Rank Order
Q27	Both management and staff should support the IQMS philosophy strongly.	3.39	1
Q28	The principal and staff should work closely together.	3.35	2
Q24	It is easier for a small school (less than 1 000 students) to implement IQMS effectively.	3.29	3
Q25	A shared professional culture among staff who have the same goals and values is important	3.08	4
Q26	The type of training (staff meetings/formal professional development programmes/informal discussions) influences the effective implementation of IQMS.	3.04	5
Q23	Education policies (mandates) influence the effective implementation of IQMS.	2.48	6
	Average	3.10	

The mean scores of the items in Table 5.7 range from 2.48 to 3.39. Questions 25 (3.08) and 26 (3.04) are ranked 4th and 5th respectively – a moderate rating which may suggest a conservative response to a question the respondents are not certain of. An average mean score of 3.10 also implies that the respondents opted for a moderate score. This

preference for a neutral option could suggest that respondents are still transforming . In other words, educators are still coming to grips with IQMS and do not fully possess the special knowledge or ability to perform skilfully neither do they have the capacity to perform extremely well as there are a number of factors that they are still finding arduous and challenging (administration work for instance that is excessive). It is apparent that many educators find themeselves so entrenched in their old or former teaching practices that a certain degree of reluctance is present and many find it difficult to break that mould that has been established and are still accustomed to working independently. Possibly given time a change in educators' teaching practices can occur and the IQMS will be embraced. Training regarding IQMS also seems to be a litigious issue as the training is by far minimal and does not equip one sufficiently to manage IQMS . This invariably leads to misinterpretation of what needs to be done and some schools approaching IQMS seriously while other schools adopt a laissez-faire attitude.

TABLE 5.8 Factors impacting on IQMS

Rank	Item	1	%	2	%	3	%	4	%	5	%	TOTAL
1	Q27	0	0	11	4.8	45	20	86	38	83	37.2	225
2	Q28	0	0	36	16	59	26.2	50	22.2	80	35.5	225
3	Q24	0	0	0	0	70	31.1	65	28.8	90	40	225
4	Q25	0	0	0	0	57	25.3	74	32.8	94	41.7	225
5	Q26	3	1.3	5	2.2	48	21.3	70	31.1	102	45.3	225
6	Q23	101	45.1	40	17.7	42	18.6	28	12.4	14	6.2	225

Although a fair percentage (37.2%) of respondents believe that both management and staff should support the IQMS philosophy strongly (Question 27 - Refer to Appendix C), a significant number of respondents (45.1%), do not believe that education

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policies(mandates) influence the effective implementation of IQMS. This data could infer that educators are sceptical about education policies and their effect . As with any policy that is new-fangled a degree of doubt and uncertainty is always present. The proposed outcomes of IQMS seem very attractive on paper but the feasibility and practicability is indecisive. All selected schools at the time of the survey had undergone IQMS and it is likely that very little, if any, outcome of the process was accomplished.

5.3.4 Staff Development Programmes on IQMS)

Arranging the items in a table according to the way respondents answered Section D can possibly gauge the importance of staff development programmes on IQMS.

TABLE 5.9   Staff development programmes on IQMS

Item	Description	Mean Score	Rank Order
Q29	The form (focus and content) of staff development programmes on IQMS is important.	3.75	1
Q30	The time of day when presenting IQMS staff development programmes was considered.	3.62	2
Q32	Individual educators were actively involved in their own learning during staff development programmes.	3.45	3
Q31	We used well-equipped venues for our staff development programmes on IQMS.	3.40	4
Q33	Staff interaction through small-group discussions occurred in staff development programmes.	3.34	5
Q35	Staff development programmes IQMS were presented over an extended period of time.	2.99	6
Q34	The time of year when presenting an awareness programme on IQMS was considered carefully.	2.09	7
	Average	3.23	

The mean scores in Table 5.9 range from 2.09 to 3.75.   The highest ranking is enjoyed by question 29 (3.75) implying that many educators believe that the form(focus and content) of staff development programmes on IQMS is important. Because question 34 was ranked the lowest it is apparent that the time of year when presenting an awareness programme on IQMS was not carefully considered.   The perception is that while programmes on IQMS are deemed essential, the timing unfortunatelty is unsuitable. Educators should not be removed from the class during instruction time as the learners suffer as a result.   In addition educators have to contend with a host of other school aspects and IQMS becomes an added burden for them.

5.3.5 Types of staff development   programmes on IQMS
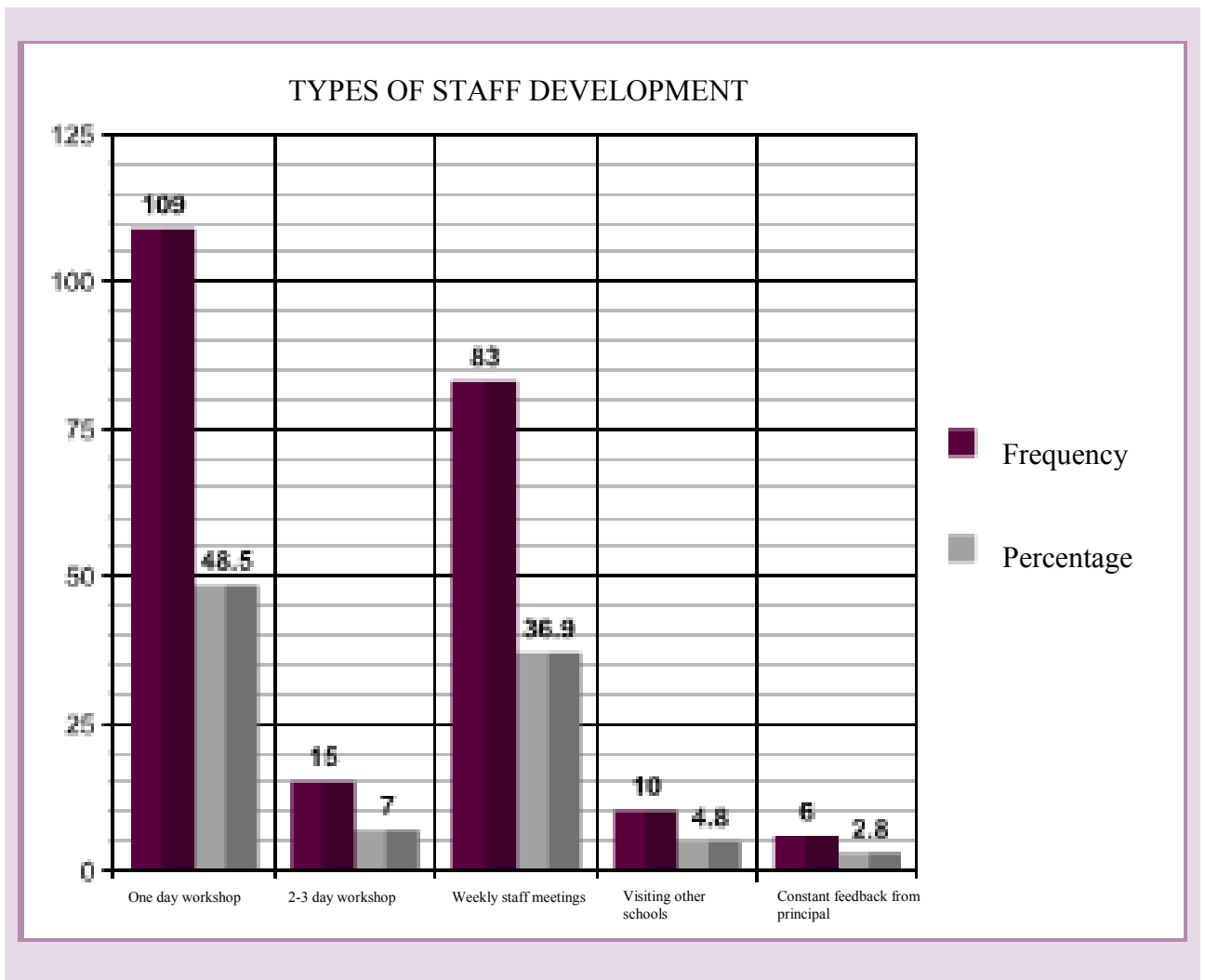
FIGURE 5.4 Frequency/ Percentage: Types of staff development programmes

According to Figure 5.4 , the large majority of respondents (48.5%) were trained for the duration of one day while 36.9% of respondents indicated that they engaged in weekly staff meetings. This evidence is a matter of concern in view of the complexity of the IQMS process. The training should have run over a much longer period to provide sufficient discussion time for issues / problems that could be expected to surface during the implementation of the process.

5.3.6 The impact of IQMS on the school

TABLE 5.10 IMPACT OF IQMS ON THE SCHOOL

Responses	Frequency	Percentage
Q43 The quality of the teaching has improved since the introduction of IQMS	29	13.2
Q44 The quality of learning among students has improved since the introduction of IQMS.	59	26.5
Q45 Relationships among staff members have improved since the introduction of IQMS.	35	15.8
Q46 The relationship among teaching staff and learners has improved since the introduction of IQMS.	25	11.5
Q47 The relationship between staff and parents has improved since the introduction of IQMS.	59	26.5
Missing system	18	8
Total	225	100

The response in Table 5.10 indicates that the IQMS did not impact too strongly on educators and especially the relationship between educators and learners. The 13.2%

reflection of the improvement of the quality of teaching since the introduction of IQMS is meager and does not augur well for IQMS. This result could have been possible even without the introduction of IQMS. The quality of teaching appears to be compromised in the face of other extraneous factors such as replication of paper work which is priority and the quality of teaching is marginalised. The researcher believes that academic excellence is what one should strive for. The 26.5% response to the improvement of the quality of learning among students since the introduction of IQMS is appalling since the primary goal of IQMS was to enhance the quality of learning . This in effect implies that IQMS is deficient if the desired outcomes are not achieved. The results are certainly unsatisfactory and below par. The improvement in the relationship among staff, staff members and learners and staff members and parents is inconsequential as reflected in the 15.8%, 11.5% and 26.5% responses respectively.

5.3.7 Experience of educators to comply with criteria of IQMS)
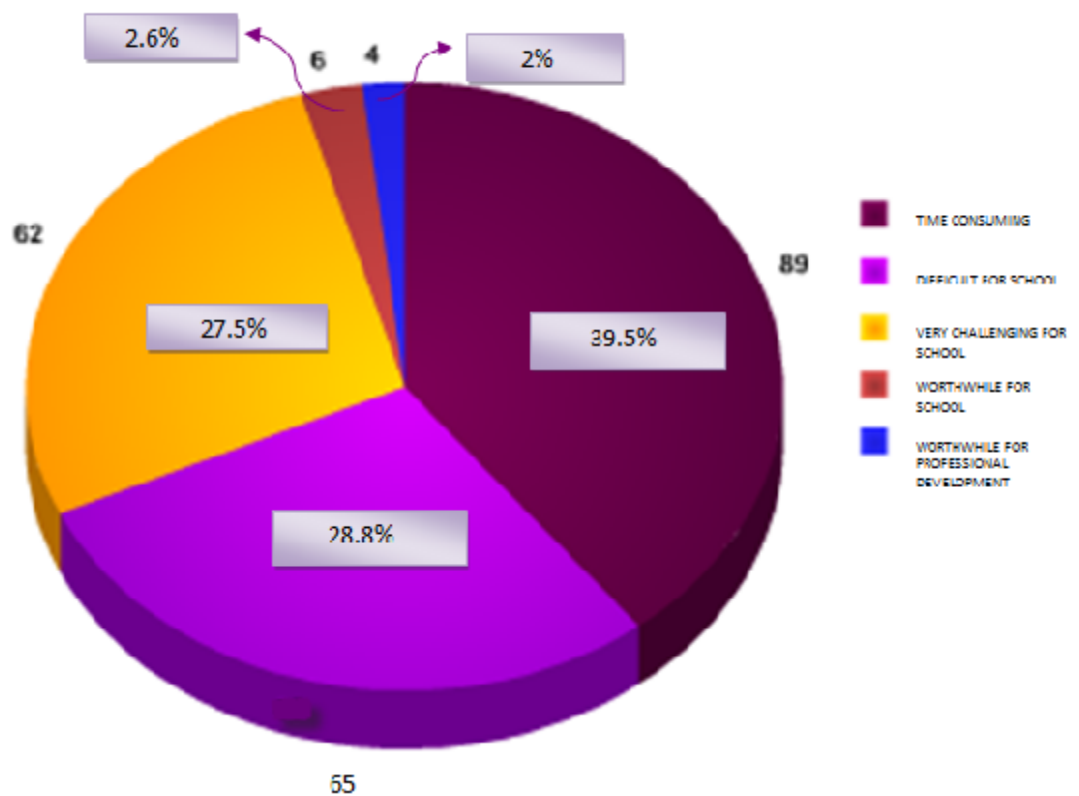
FIGURE 5.5 Experience to comply with criteria of IQMS

It can be deduced from Figure 5.5 that the majority of respondents considered IQMS to be time consuming as reflected in the 39.5% response. The IQMS was no easy feat for educators as is reflected in the difficulty of the process being categorised as 2nd , illustrated in the 28.8% response. The 3rd shortcoming of IQMS is clearly revealed in the 27.5% response to the question concerning IQMS as presenting a challenge for the school.

The last two points mentioned is a lucid implication of the exigent nature of IQMS. What is quite explicit from the overt 2.6% and 2% response for IQMS being worthwhile

for the school and IQMS being worthwhile for professional development respectively is that the process is of little or no consequence to the educators. The aforementioned statistics prove that the IQMS process seem insignificant and inconsequential.

The following section inteprets the results of the foregoing sections against the literature reviewed previously and the theoretical framework.

5.3.8 Discussion of results in quantitative phase

This section devotes attention to the empirical findings that are quantitative emerging from the study. The diversity of these findings was banded according to the seven sections that represent the basic structure of the questionnaire. Statistical inferences were employed to ascertain the contribution of IQMS to whole school development. The researcher documented significant findings with regard to the contribution of IQMS to whole school development. The discussion commences in the following section with circumstances prevalent during IQMS implementation.

5.3.8.1 Circumstances when IQMS was implemented

(a) Lack of resources

Mean scores in this category ranged from 3.72 to 2.79. Prominently in this section was that lack of resources and funding (reflected in the 3.65 mean score in Table 5.5 and 30.6% in Table 5.6 showing the distribution of responses on a 5-point scale) which impeded the progress of IQMS in many schools. This reinforces Reddy's (2005: 17) statement that under-resourced districts lack manpower which makes it difficult to render the necessary support, monitoring and tracking of the IQMS process. Similarly schools

that lack the necessary resources, staff complement and infrastructure are unable to meet the challenges posed by the complexity of IQMS. Moreover educators confirmed Mathula's (2004: 20) perspective that IQMS was introduced at a time when availability and quality of resources were of concern as a number of schools still face serious shortages in teaching and learner support material while the infrastructure poses challenges to the most enterprising educator.

The data indicates that educators consented to the belief held by NAPTOSA (2006 IQMS Colloquium) that quality in the education system depends on finances and the provision of funds – for infrastructure development, teacher training and the provision of equipment and support materials. Further the Swedish National Agency for School Improvement (2006: 13) emphasizes that for improvement to occur there needs to be a promotion of active learning methods supported by appropriate teaching and learning aids, promoting the active participation of children and parents in school governance, ensuring a safe, sound and effective learning environment, establishing a relevant curriculum, ensuring that children are properly prepared for school (which includes ensuring good health and nutrition, access to early childhood care and development [ECCD] and the support of parents), ensuring empowered and supportive school principals, advocating for supportive supervision (from the government) and an acceptable level of government budget allocation. The findings in this section are in total discord to the aims outlined above. Lack of teaching aids and financial aid, support from principals and department officials are some of the contentions underlined in the responses from the educators.

The next section addresses the issue of educator competency.

(b)   Educator competency

Question eight is shown to have the highest mean factor score 3.72% (Table 5.5) relating to educator competency. A plausible explanation could be the fact that in terms of IQMS educators felt that their competency was being affronted. However, the aspect of educator competency as expressed by NAPTOSA (2006 IQMS Colloquium) is that quality depends on all employees at whatever level, being confident and competent – and accountable. While educators were competent(reflected in the 71% response in Table 5.6 on the distribution of responses on a 5-point scale) their morale , self-esteem and self-confidence was dented as a result of IQMS as the entire process made them feel as if they were not doing a good job, that they were unskilled and inept.

The goal of any school improvement policy as outlined by the Swedish National Agency for School Improvement (2006: 13) is to ensure educators are competent and motivated. Educators in the study revealed that they considered themselves competent but they did not seem highly motivated. Educators supported the view advocated by Jansen (2004: 57) that IQMS was nothing more than the Trojan horse of accountability infringing on and eroding the autonomy of the teaching profession.

(c)   Understanding of IQMS

Those leading change activities have to ensure that the wider school community is well-informed prior to any innovation being begun, and then is kept fully informed.   Staff meetings, displays, newsletters and websites can be utilized. The latter are generally not

merely a presentation to others but also an important internal mechanism for legitimating and celebrating the efforts of those involved in change (Crozier & Reay 2005: 17). Regarding the levels of understanding of the IQMS principals showed confidence in understanding the process and had a clear vision of their future in teaching as reflected in the 3.61 mean score (Table 5.5) and 57.7% response (Table 5.6). Level one educators revealed indecision regarding IQMS. While some principals appear to have a good grasp of the IQMS process, a large majority of educators seem to have difficulty in coming to grips with this complex approach to quality management. Without informed input from the school leader who is responsible for driving the process, effective implementation of IQMS is a misnomer. While a large number of educators in the Natal province received training, the brevity of the training sessions compromised the quality of the IQMS training. To aggravate matters, the trainers conducted sessions in a mechanical way (Weber 2006:63).

(d) Lack of support structures

Question 14 with a mean score of 3.49 (Table 5.5) suggests that principals are not fulfilling the role of 'role models". This is compliant with Samuel's (2004: 16) assertion that educators and the staff who support their work at circuit, district, region and provincial levels report that they lack role models for the new paradigms of management and learning, and are left feeling ill-equipped for their roles as agents of change. Educators subscribed to Hawley and Valli's (1999: 28) views that support and follow-up is needed in order to help in facing any new issues or problems that may arise from classroom implementation.

It is worth reiterating Harris's (2002: 13) statement that change is sought at all levels of the school: classroom, educator level, engaging educators in professional dialogue and development and change in the school culture with the support of external professional agencies as it is in dissension with what transpired in the questionnaires. Educators made it abundantly clear that support of any kind from external agencies was nonexistent.

5.3.8.2   Factors impacting on IQMS implementation

(a)   IQMS training

The overall purpose of IQMS training was intended to provide educators with guidelines for implementing IQMS. However, educators indicated that although they received training they did not fully grasp the concept of IQMS as the training sessions were momentary. The general annotation from educators is succinctly articulated in the following:

> "*The time that was given for training was too short and fleeting, the stages from the top to educators were protracted and as a result quality time in schools was lost. Those conducting the training sessions did it for the sake of doing it, often could not answer questions posed to them. To most of us the training was a waste of time, it was not up to our expectations.*"

Educators were in agreement with Geyser (National Department of Education: Colloquium 2006) that the cascade model of training down to districts or union members and then to schools proved time-consuming: the quality of the training session was a huge disappointment – they were too brief and compromised the quality of the training; the trainers conducted sessions in a mechanical way and this impacted negatively on educators' perceptions of IQMS.

(b)   Management support

Leithwood, Steinbach and Jantzi (2002: 96) conclude that management can do much to mediate accountability measures: they have a responsibility to help educators see the implications of teaching and learning of new reform initiatives. Their conclusion, that educator commitment is a key to change, has widespread agreement in this study. The question of both staff and management supporting the IQMS philosophy strongly was ranked the highest with a mean score of 3.39 (Table 5.7).

Achinstein's (2002: 41) declaration that maintaining good staff relations is valued over challenging peer practices corresponded with the views held by educators as manifested in the 3.35 and 3.08 mean scores for questions 28 and 25 (Table 5.7) . The 35.5% reflection for question 28 (Table 5.7) and the 41.7% for question 28 (Table 5.7) combined suggests that the educators endorse the sentiments of Achinstein (2002: 41) further.

The study was compatible with Crozier and Reay's (2005: 5) advocation of the importance of good communication practices.

(c)   Staff development programmes on IQMS

The study revealed that staff development programmes on IQMS is important. The time that the programmes were held was deemed inappropriate.

(d)   Impact of IQMS on the school

The recognition of context is, as Thrupp (2006: 113) suggests a sign that 'differentiated school improvement' is now on the agenda. This holds true particularly of schools in this study that were placed in 'challenging contexts' where easy notions of success was troubled.

Thinking about context also means more than a focus on the school Policy frameworks impact differently on different schools; educators in different contexts are variously positioned and prepared to undertake yet more reform. Greater degrees of differentiated provision may well be required in order to effect whole school change (Lupton 2004: 19). Schools in the study were from varied backgrounds and IQMS impacted on them differently, hence the 13.2% reflection (Table 5.10).

According to the Swedish National Agency for School Improvement (2006: 11) school improvement means making schools better places for learning. This relies on changes at both school level and within classrooms, which in turn depend on schools being committed to fulfilling the expectations of children and their parents. In other words, school improvement refers to a systematic approach that improves the quality of schools (Swedish National Agency for School Improvement 2006: 10). The results from the quantitative phase are far from reflective of improvement in the school in a vast sense reflected in the 13.2 % response to question 43 (Table 5.10). Educators are not just skeptical but are not content with the manner in which IQMS is carried out. This lack of commitment is an indication of the reluctance on the part of educators to enforce the IQMS.

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The organizational culture of the school should encourage receptivity to new ideas – no matter how futuristic or revolutionary they might seem. There's no place for cynicism or a dismissive attitude towards innovative teaching and learning approaches.

(e)   The impact of IQMS on Whole School Improvement

Whole school improvement (also known as comprehensive school reform) is a process that seeks to simultaneously change all elements of a school's operating environment so those elements align with a central, guiding vision (Mathye 2006: 59). The ultimate goal, of course, is to improve learner performance. From the figures derived from the analysis (13.2% reflection of Question 43 – Table 5.10) it is evident that learner performance has not been stimulated as is the expectation of IQMS.

There is no universal panacea or blueprint for successful school improvement, though research in this field continues apace. A quality school is in a never-ending process of continuous improvement. The process of school improvement still remains a black box for many school improvement projects. This is a difficult area to traverse, as there are no universals, no recipes for success.

Achieving whole school success is not automatic. The results of this study attests to the aforementioned as it became apparent that educators were still grappling with the whole concept of IQMS and it was difficult to assure change as it was considered.The results of the study confirm the observations of Nataraj, Bodilly & Mark Berends (2002: 222) in the RAND report that two factors are critical to success: "Schools where educators felt

that they adopted a design without fully understanding it or that they were forced to adopt a design showed lower levels of implementation than schools that were well-informed and had freedom of choice" (Nataraj, Bodilly & Mark Berends 2002: 222). Measurable success, the report noted and is in concord with this study, came in districts that "had stable leadership that strongly supported the designs, were free of political crisis, had a culture of trust between schools and the central office, provided some school level autonomy in such matters as budgets and hiring, and provided more resources for professional development and planning" (Nataraj, Bodilly & Mark Berends 2002: 222).

(f)   Experience of educators to comply with criteria of IQMS in terms of time

Educators should be given adequate time to develop, absorb, discuss and practice new knowledge (Guskey 2000: 41). Sufficient time will also ensure that educators will be more likely to use practices and strategies learned through professional development for use in the classroom. When this occurs, the message that professional development is an ongoing activity and integral to the process of teaching effectively is realized (Guskey 2000: 42)

Educators accented that time constrictions was one of the incapacitating factors in implementing the IQMS since this has been added on to the duties already performed. Another concern raised regarding time constraints was that the same educators and heads of department were sometimes appointed to different appraisal panels and this made it difficult for panels to cope with the process.

The pre-evaluation conference, classroom visits and feedback sessions are often rushed to ensure that the IQMS process is completed within the prescribed time-frames. The main issue of development is sidelined by the compliance discourse, that is, the need to complete the process irrespective of the outcome of educator growth and development.

Wragg et al (1996: 134-135) in their study of the appraisal system in England and Wales mentioned that time was frequently raised by educators and policymakers as working against the process of improvement. The aforementioned is sustained in this study as both appraisers and appraisees indicated that they found the amount of time required to undertake the appraisal process a major drawback. Horne and Pierce (1996: 12-13) are of the view that it must be acknowledged that educators will always say there isn't enough time. They believe that it is the task of management to ascertain how much time they are prepared to invest in the staff in order for them to comply with the policy with utmost effectiveness. To be completed thoroughly and to ensure compliance to the deeper level issues, appraisal requires a large amount of time. Most of the educators interviewed were more concerned about losing time with their own classes than giving up their own time for debriefing and feedback sessions which often take place during non-contact time.

The most common problem, according to Yap (2002: 55) is a lack of time. The study concurs with Yap's (2002: 55) assertion that many educators already feel overwhelmed, and the thought of one more thing to do can be daunting.

The following section devotes attention to Phase Two of the study providing Qualitative findings- and interpretation.

5.4 FINDINGS FROM PHASE 2 (QUALITATIVE PHASE)

During the qualitative phase of the study data was obtained by means of interviews which were analyzed and a conclusion was drawn from it. The findings were analyzed and coded into categories to show their salient features and their meaning in respondents' experiences. The categories and subcategories are indicated in the following section and a discussion of each of these categories individually will ensue.

THE IMPACT OF IQMS ON WHOLE SCHOOL DEVELOPMENT

NEGATIVE RESPONSES TO IQMS

- Added paper work

- Policing educator work

- Undermining competency

- Scoring/ monetary gain

- Ineffective one day activity

- Inconsistent application of criteria

-

POSITIVE RESPONSES

- Accountability and quality improvement

- Shared decision making

- Aspects fostering IQMS success

IQMS IMPLEMENTATION

- Purpose

- Challenges faced

- Suggestions for improvement

IQMS AND WHOLE SCHOOL DEVELOPMENT

- Shift from old teaching practice

- Whole school as an ideal

- Curriculum development and whole school development

- Connection between policy and practice

- Professional learning – key to whole school development

- Interdependence fostering whole school development

- Aspects impeding progress

5.4.1 Negativity and pessimism surrounding IQMS

What surfaced quite prominently during this phase was the cynicism and lack of enthusiasm that influenced a large majority of educators in many schools regarding the implementation of IQMS. The predominant concern that transpired was the work overload in terms of administration and keeping of records and various portfolios. The aforementioned issue is discussed in further detail in the following section.

5.4.1.1   Increase in administration/ paper work

Some respondents revealed lack of enthusiasm about the introduction of the IQMS as for them it meant more administration work or as they referred to it more 'paper work' and something that was obligatory rather than a system to assist them. A Senior Management Team member revealed the following:

"For educators IQMS has meant a loss of job satisfaction and joy in teaching and less enjoyment of learning and education because teaching has become bogged down with paperwork." This was not just an isolated utterance as many educators now felt that they were responsible for greater administration to the point of it being excessively burdensome. Whilst for the Department of Education the main objective of IQMS " is to ensure quality public education for all and to constantly improve the quality of learning and teaching" (ELRC 2003:3) this did not materialise in practice as most educators view the IQMS as a bureaucratic, paper exercise rather than a reflective and developmental process and they view it as something with which they had to comply with at a surface level rather than something with which they had to engage at a deeper level. Furthermore, many educators considered the IQMS as an exercise in just fulfilling the 'letter of the law' ignoring its purpose. An SMT member enunciated the following :*"IQMS is more like a paper trail – fulfilling a formality and has no bearing on professional development. Educators spend more time on record keeping and effective teaching , which should be the principal responsibility, is side tracked."* Some educators even went so far as to say that they found the IQMS menacing and controlling.

While educators were not averse to keeping essential records, some educators raised the concern that the IQMS process placed greater demands for excessive record-keeping.

One educator expressed the view that some educators are now shifting their focus to maintaining meticulous records rather than actual teaching in the classroom. Compliance with the IQMS system has the contrary effect from the one it was intended to have. One educator succinctly expressed that :

"Educators who have just joined the profession find record-keeping daunting because their focus is now diverted. The focus of what one is delivering in the classroom is transferred to record-keeping". Some degree of ambivalence permeated the responses of these educators as on the one hand they were aggrieved about the official procedures, especially the paperwork, while on the other hand they were cognizant of the benefit derived from IQMS for them.

Moreover educators were disconcerted about the so called "patrolling, controlling and hegenomy" surrounding their teaching practice. The following section sheds further light on why educators are disgruntled with the IQMS process, particularly the monitoring of educators' work.

The findings concur with Chisholm and Hoadley's (2005: 29) comment that IQMS has resulted in the intensification of educator's work. A study based on a nationally representative sample has shown that 75% of educators say that the IQMS has increased their workloads (Chisholm & Hoadley 2005: 29). The findings of this study indicated that IQMS has substantially impacted on educators' work and challenges. One of the most significant findings of the ELRC's (2005: 7) report on educator workload in South Africa indicates that educators use 41% of the total time they spend on school related work on teaching. The rest of the time is spent on planning and preparation, assessment,

evaluation, management and supervision, professional development to mention but a few. The remaining time is spent on administration and other activities, which crowd out teaching time (ELRC 2005: 6). It was also found that school size and class size matter, because they demand more administration and therefore take more time away from teaching. The findings of this study further support Chisholm & Hoadley's (2005: 29) edict that the IQMS does not seem to promote educator professionalism, instead it increases bureaucratic accountability and it causes intensification of educators' work. Some educators shared a similar sentiment as Chisholm & Hoadley's (2005: 29) in their assertion that the IQMS was however far more progressive than the apartheid systems. Comparative research has shown that changes in educators' lives have resulted from the imposition of new and more accountability measures, curriculum and assessment changes and the expansion of educators' role (Williamson & Poppleton 2004:18). There is an erosion of teaching time.

5.4.1.2   Policing educator work

For certain educators it became evident that IQMS was not about professional development but about inspection linked towards rewards and sanctions justifying their anxiety and trepidation for the process. The general feeling that emerged from educators was that the IQMS was more to monitor whether educators were conforming to department expectations.

What became apparent was that educators did not grasp and comprehend the IQMS process as being developmental and therefore did not sanction it. What was evident was that some educators complied with the IQMS procedure simply because it was something

that had to be done seeing it more as an encumbrance as is exhibited in the affirmation of one of the educators:

"For me it is like a formality, a farce and the reports are generally a misrepresentation of what really occurs. This whole process is a mockery. The bottom line is that the department of education and culture uses rules and regulations, monitoring and supervising, and evaluation systems to maintain control over educators. The terms of reference may constantly change but the fact of the matter is, is that it is a means of exerting control over educators. So basically- IQMS is control driven."

The above assertion depicts that IQMS is a scheme designed to monitor compliance of educators which has aroused anger in many educators. Educators felt that the IQMS design was forced upon the school and that was the reason why it did not go forward. For this reason educators attached very little, if any, significance to the IQMS process and therefore acted in accordance to the rules and regulations in a perfunctory manner. What became priority was the updating of record books while teaching and learning and developing oneself received indifference. The researcher believes that educator commitment to IQMS is crucial in sustaining implementation. One educator expressed the following:

"We're implementing so many new things at once. It's a lot to ask educators to digest. Educators clearly feel threatened by change or view IQMS as a fad that will not last and therefore they don't seem to commit their energy to the process."

Jansen's critique (2004: 64) has been proven right in this study that although on the surface the IQMS seems to empower educators and emphasizes educator development, it is still a bureaucratic control mechanism. Educators in the study revealed agreement with Gardiner's (2003: 28) judgment that the IQMS privileges managerial priorities as opposed to the needs of the educator. Educators moreover revealed an agreement with Gardiner's (2003: 28) line of argument that the IQMS is a tool to control educators coded

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with sugar to make it palatable to educators. Educators firmly believed that IQMS is good on paper but problems arise in its implementation. Educators' views were concurrent with that of Welton (2001: 182) that the "policing network" was synonymous with an authoritarian style. Charlton (2002: 5) argues that the drive for increased accountability may operate as an excuse to justify managerial takeover. The aforementioned was endorsed by many educators as they felt that the IQMS was simply a system of control cleverly masked as a professional development tool. Educators therefore viewed the IQMS as a system set up to advance the interests of those who introduced them, the Department of Education.

Closely related to the policing of educators' work was the discontent and dissatisfaction expressed by educators who felt disillusioned and discontent as they felt that their competency was being undermined.

5.4.1.3   Undermining educator competency

The ensuing discussion is a reinforcement and reverberation of evidence gleaned during the quantitative data analysis concerning educator competency where 71% of the educators felt that they were proficient and the IQMS was debasing and insulting their potential as educators. This reiteration of sentiments further strengthens the research and authenticates and verifies what was determined during the quantitative analysis stage. This is one of the benefits of employing a mixed-method approach for the study.

Certain educators expressed annoyance at the Department for undermining their potential as educators and felt that they were demeaned as educators know they are expected to teach and do not need an instrument to measure how well they teach. They felt that the

teaching profession seems to be increasingly deprofessionalised as the demand for bureaucratic accountability increases and educator autonomy is undermined. Furthermore, IQMS made educators feel inadequate and incompetent whereas educators were well trained and seasoned educators with a thorough knowledge of their learning area. In addition, educators were capable of ascertaining their strengths and weakness and felt that they were proficient enough for developing themselves. The aforementioned discussion is authenticated by one of the educators who said:

> *"IQMS undermines my capacity as an educator. I feel demoralized, discouraged and humiliated as the system tends to cast a slur on all educators"*

The aforementioned statement is a clear reflection of the diminishing regard for educators or the undermining of educator professionalism.

The ensuing statements from educators and SMT members accentuate their resentment for the IQMS process:

> *"IQMS nullifies what one has studied for – teaching degrees or diplomas and often educators further their education in this field by acquiring honours degrees, masters degrees, management courses etc. Does it mean then that it was a waste of time and effort." "IQMS tends to ignore the fact that educators have undergone training and are well equipped to enter any classroom and deliver. In addition educators constantly upgrade themselves and this they have been doing prior to the introduction of IQMS.*

The resistance of educators to the IQMS process is cogent as their training renders them ineffectual according to the principles underlying IQMS. Educators were in acquiescing with Reddy's (2005: 2) assertion that the IQMS did little to empower educators and it did not address the multitude of problems that were encountered.

Clearly educators saw the IQMS as punitive; they resisted it and discredited it (Patel 2001: 8). Samuel's (2004: 16) position was sanctioned by educators as they felt disempowered, deskilled and deprived of professional esteem and status by the pressure that they experienced to both manage the present and build the future resulting in them not having a positive image of themselves and the profession (Samuels, 2004: 16).

Apart from educators opposing the manner in which educators competency was viewed many eductors were disgruntled about the scoring and monetary incentives surrounding IQMS. Further details are provided in the following section.

5.4.1.4   Scoring and monetary incentives

The issue of salary increases received differing perspectives. One respondent affirmed that if a problem existed between him and his superior, his salary increase would be jeopodised. While another respondent attached importance to the 1% increase seeing it as an incentive. She also revealed that IQMS meant empowering the educator for her since it encouraged educators to join unions and attend workshops. She did not view scoring in a negative light either. Educators saw IQMS as serving a dual function of monitoring and support.

In terms of the scoring, the major concern raised was that if the DSG (Development Support Group) downgraded scores it could result in disputes implying that they were rejecting the 1% increase for the educator. The initiation of a monetary incentive thus was viewed as a drawback and would inevitably create hostility and resentment among staff members. An educator pointed the following out:

> *"IQMS does not serve its function. Nepotism, preferential treatment, bias cannot be overlooked. Remember one's colleagues are one's friends and friends do not let friends down. So a good score will not be denied. This clearly defeats the purpose of IQMS."*

This statement was echoed by an educator at another school: "*A jaundiced eye cannot be ignored especially when one is dealing with friends. It's a case of you scratch my back and I will scratch yours. Scores are therefore unrealistic and obviously the goal of IQMS is reduced to nothing.*" It is evident from many educators' responses that the spirit of transparency did not manifest itself during the implementation phase as they experienced favouritism, bias and inconsistent application of criteria during the appraisal. These malpractices militated against the discourse of accountability and efficiency promoted by the IQMS. What is discernible from the above quotes is that with the partiality prevalent among many educators in terms of scoring the entire IQMS process is distorted and the goal of the process is obliterated.

A valid point was raised by one of the SMT members who suggested the following: "*If IQMS was conducted by experts, specialists, authoritative figures like subject advisers, SEM's or even lecturers it would validate the process.*" I believe that in a fledging appraisal scheme such as the IQMS which is tied to performance incentives there is indisputably a need for external validation of educator evaluation to ensure fairness and quality assurance.

Principals and SMT members felt that while IQMS meant well , the incorporation of scores altered the focus from development to pay progression. This transpired from what was mentioned by one principal which echoed the sentiments of the other principals

and SMT members: *"Scores that educators receive are questionable and do not assist in the development of educators. Scores are inflated and not a genuine reflection of an educator's performance –these scores ,to me, are not justified. Educators are not worthy of these scores. Awarding a score of 4 implies that the educator is well developed. I reiterate that the monetary gain should have been eliminated since the whole purpose of IQMS is now off course, off target or should I say lost."*

Another principal mentioned that IQMS could have achieved its goal had the monetary issue been veiled by stating the following :*"Conflicts in schools arise as a result of scores allocated and if scores are not high educators feel that they are being disadvantaged. Therefore, the attachment of money to the process is a contentious one because educators want high scores not because they are competent and deserving of the score but because of the monetary reward. The underlying principle of IQMS is misplaced in the event."* My argument is not with the performance evaluation emphasis *per se,* but rather with the way in which the integrated nature of the process has allowed the developmental agenda to be completely subsumed by the acountability one.

Appraisals typically have two components: text and a number. The number is usually the basis for determining the employee's merit increase (i.e., the size of the pay raise for the subsequent year) (Milkovich & Boudrea in Rademan and Vos 2001: 54).

The purpose of performance appraisal is to evaluate individual educators for salary progression, affirmation of appointments and rewards and incentives (Department of Education, 2004:01).

Educators endorsed the sentiments expressed by Bohlander, Snel and Sherman (2001: 327) that "one advantage of peer appraisals is the belief that they furnish more accurate and valid information than appraisals by superiors". At the same time there is a natural conflict of interest inherent in peer review, which can result in either positive or negative bias, depending on the situation. Accordingly, peer review is prone to lacking fairness. The aforementioned is further accentuated by educators receiving inflated and unrealistic scores which is certainly not a true reflection of their performance but it is merely done to benefit from the pay progression. Scoring is still a challenge to the implementation of IQMS. The following statement is indicative of the fact that scoring is done unrealistically: *"Unscrupulous, unprincipled and immoral educators are giving colleagues exalted scores for their lesson observations."*

The developmental aspect of IQMS is tangential as educators principally focus on securing or attaining the one percent salary augmentation. The only appealing facet of IQMS for educators is the pecuniary stipend as they lack any intrinsic enthusiasm and impetus for the process. This is precisely why the IQMS is not succeeding. Some educator's views corresponded with that of Fitz-Gibbon (1996: 195) that performance related pay is a waste of public money. He further adds that if feedback alone produces improvements, why add performance-related pay? Professional development and Performance Measurement should be viewed as separate entities and should therefore have different time-frames and processes. Many educators found a one day activity in terms of class visits inadequate. The following section provides a vindication of this.

5.4.1.5   Ineffectiveness of a one day evaluation

Educators disclosed the fact that IQMS was ineffective and an exercise in futility since a one day activity does not develop an educator.   Educators generally go to extreme lengths to make an impression on the DSG members for that day only ensuring the use of audio visual aids and other resources which is otherwise non-existent in the normal lesson. A proposal forwarded by the educators was that class visits should be conducted throughout the year and that IQMS should be aborted.   To this end an educator mentioned: *My concern is that educators are only evaluated for one day- this is not a true reflection of their performance. Lessons ought not to be prepared for one day to merely satisfy the DSG. The targeted results of IQMS are therefore unlikely.*

From my own experience as an appraiser as well as from the experiences of educators interviewed, one lesson is not enough to appraise an educator effectively. Nolan and Hoover (2004: 30) purport the view that effective evaluation depends on observing the educator over time rather than just once or twice. The researcher believes that people often put on a good performance when they are observed for a limited time. However, when appraised more frequently a more comprehensive picture of the educator's classroom teaching performance can be obtained with a view to providing a positive developmental process.

The findings in this section revealed the fact that educators were generally amenable to Patel's (2001: 2) proclamation that the IQMS often was so perverse that good 'window dresses' often were rewarded for their showpersonship than for their contribution to the education system. This claim is legitimate as many educators revealed that a once off

lesson observation cannot provide one with a reasonable account of an educators performance.

The IQMS policy stipulates the observation of one lesson and most educators and evaluators are complying with this requirement to the letter of the law or of the policy. The observation of a single lesson is insufficient for effective appraisal. Nolan and Hoover's (2004: 30) view that effective evaluation depends on observing the educator over time rather than just once or twice is confirmed in the study. The study provides a corroboration of Nolan and Hoover's (2004: 30) line of reasoning that people often put their best foot forward when observed for a limited period of time. However, when the appraiser observes the educator more frequently, a more comprehensive picture of the educator's classroom teaching can be obtained.

According to Bipath (2008: 108) while there is compliance to the letter of the law (paperwork), there is no involvement in the spirit of the law (development). A value system has to be inculcated where educators apply themselves honestly in the classroom with the sole purpose of enhancing the quality of education and not for self interest. As educators enunciated previously, this is not taking place and the appraisal system is constructed as simply demanding surface level compliance.

Apart from educators' reproach of a one day activity, the inconsistent application of criteria posed yet another stumbling block for them. The next section explores reasons for educators' dissatisfaction regarding inconsistent application of criteria in terms of IQMS.

5.4.1.6   Inconsistent application of criteria

Compliance to criteria and its inconsistent application evoked negative responses from educators. They believe that the criteria are set for an ideal teaching situation. In the next excerpt an educator argues that the criteria are prescriptive as they do not take into account the local conditions of schools such as lack of adequate resources, socio-economic conditions as well as educator's allocation of workload. *" IQMS has grand expectations- parameters are very prescriptive and there are other problems too . We don't have the necessary resources, educators are teaching outside their specialisation, there are economic factors to be considered".*

Not all educators were unenthusiatic and censorious towards the IQMS process as the following section focuses on the positive effects of IQMS.

5.4.2   Positive responses to IQMS

For a fair amount of educators IQMS was not as daunting as some made it seem. Educators commended IQMS for its transparency which other policies lacked as an educator could now exercise autonomy over the whole process by calling up meetings and setting dates for assessments making him or her in charge of the process. One educator mentioned the following:

"For me IQMS provides me with the opportunity to reflect on my own development needs. I see it as an opportunity for self-reflection – a reflection of my strengths and weaknesses and possibly get the necessary professional development to improve." This assertion reiterates the view of many educators interviewed who believed that IQMS

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could make educators reflect on their practices and consider their development needs for the benefit of their learners.

What became apparent was that educators became more liable to account for their actions. This leads to accountability and quality improvement which will be elaborated on in the subsequent section.

5.4.2.1   Accountability and quality improvement

For some educators the formalized procedure of the IQMS was viewed as essential for accountability and quality improvement and deemed it valuable as it acted as 'checks and balances' for educators. An SMT member enunciated the following: *"The IQMS process in our school to a certain extent terminated procrastination- in other words – what needed to be done was done immediately and not left for a later date because one knew of the inspections and ensured that it was attended to. This guaranteed that even the so called 'shirkers' and educators who are generally ill-prepared for lessons to do their job."* The aforementioned is a clear indication that IQMS has brought about educator accountability. Because educators are now aware of supervision, they ensure that their work is up to date. Educators otherwise tend to underperform in their duties if they know that they are not going to be monitored. IQMS has compelled educators to become accountable in the sense that they now engage in better planning and preparation of lessons, keep meticulous educator portfolios, learner records and supervise learner portfolios. The IQMS has made it mandatory for educators to account to their appraisers and this has no doubt supported management in monitoring the work of educators and hence compels educators to be accountable for their teaching.

SMT members hastened to add that while IQMS has made most educators accountable, the concern was that in spite of the 'checks and balances' in the IQMS process, a minority of educators continue with their tardiness as expressed in the following assertion ."*A dedicated, committed educator will be able to perform and deliver in the classroom at any time – be accountable at all times. However, educators who lack motivation and focus and are apathetic will not be accountable. These are the educators who are like parasites and rely completely on their team for providing everything.*"

The complexity of IQMS is revealed where one of the purposes of IQMS is to promote accountability through checking and measuring educator performance while at the same time it lacks the capacity to deal with tardy educators.

Certain SMT members and principals believed that the IQMS has promoted accountability in terms of co-curricular and extra-curricular activities in schools and this has improved the quality of teaching and learning. The following declaration reinforces the aforementioned statement.

" *Co-curricular and extra-curricular activities now receive far more attention than previously. Educators showed reluctance previously when it came to extra-curricular activities but with the IQMS there seems to be a new found interest and enthusiasm as the IQMS process is compelling educators to become more accountable in aspects other than curricular activities".* What became conspicuous was that educators were previously disinclined to assume duties beyond their classrooms but with the introduction of the IQMS educators were cognizant of the fact that they would be rated for their contribution to the corporate life of the school and displayed zeal by engaging

themselves in co-curricular and extra-curricular activites entailing organisation and co-ordinating. The IQMS has through the power of legislation made educators accountable for these responsibilities. It is precisely this power of discourse which generates, limits, and restricts educators in many ways by constructing certain possibilities for thought and action through the use of certain propositions and words (Daniel 2005: 766). The IQMS looks at quality from a national and whole perspective (steering at a distance) but has also impacted on an individual educator basis, such as their participation in extra-curricular activities.

The analysis of educator interviews revealed that formalized procedures for the appraisal of educators' performance are viewed by them as essential for accountability and quality improvement. Many educators are of the belief that the IQMS acts as valuable "checks and balances" for educators.

Educators stated that the IQMS has forced educators to become accountable. I have observed that since educators are aware that they are going to be monitored, they engage in better planning and preparation of lessons, keep meticulous educator portfolios, learner records and supervise learner portfolios.

The IQMS has assisted educators to be more accountable in their core business as the criteria for the seven performance standards clearly spell out what is required of the educator. In a study of educator appraisal in Kenya, Odhiambo (2005: 43) concluded that one of the perceived benefits of appraisal is that it acts as a reminder for the educators of what they are expected to do and this is confirmed in the following assertion by an educator:

IQMS is important because it is only human nature to forget things sometimes and IQMS is there as a constant reminder that certain things need to be done and keeps educators on their toes – to ensure checks and balances.

Brennan, Frazer and Williams (1995: 5) support the notion that self-evaluation assists educators 'being accountable' and 'seeking improvement'. This notion is affirmed in the study.

In a Canadian study of educators' motivation to implement reform, Leithwood, Steinbach and Jantzi (2002: 114) concluded that accountability approaches by themselves were less than effective. Describing teacher commitment as a resource for change, they noted that

> *Reform governments would do well to consider what is to be lost by squandering such a resource through the heavy-handed use of control strategies and what the costs would be of finding an equally effective replacement* (Leithwood et al 2002: 115)

In line with accountability and quality improvement, shared decision making contributed to empowering educator. Shared decision making is reflected on in the succeeding subdivision.

5.4.2.2   Shared decision making

Shared decision making featured prominently among many principals and SMT members as a strategy for improving schools and empowering educators while educators embraced and welcomed the idea of shared decision making. Their reason for this was that people who know learners best should have the autonomy to create and implement educational

programmes and involving educators increases the probability of achieving real lasting school reform where decisions are more likely to achieve acceptance and implementation.

One principal in particular showed support for shared decision making and stated: *"Involving all stakeholders not only improves the quality of decisions but also strengthens staff morale which contributes to school effectiveness."* He also mentioned that at his school (a school that had obtained 100% pass rate in the senior certificate examinations for seven consecutive years) through shared decision making learner achievement was increased. He attributed this achievement to higher instructional quality. He stressed the following: *"The IQMS and WSE programmes can produce compelling results such as substantial gains in learner achievement BUT these designs must be well implemented - if not well implemented then schools run into problems"*.

Two secondary school principals announced with pleasure that their schools were meeting all expectations of the Department since IQMS had been implemented. At one of the secondary schools twelve level one educators were promoted to senior educators and four level one educators were promoted to master educators.

One SMT member maintained :*" As an SMT member I stimulate, encourage and motivate my educators to involve themselves in IQMS and I make them see it as an instrument to bring about improvement in their teaching. I urge them to see IQMS in a positive light as a tool to develop them and not sometrhing to torture them. Educators need to be made aware of the need of IQMS – not only for the submission of scores but throughout the year. Teamwork is constantly encouraged, to come up with innovations and develop an understanding between the educators in the school."*

The question regarding the extent to which principals regarded changes as beneficial received differing viewpoints but all principals interviewed considered the educational changes as extremely beneficial as they all alluded to the subject matter being more relevant to the workplace which fostered learner and educator self-development. Some of the factors that emerged to the question posed to principals regarding the impact that these changes have had on them was succinctly expressed by one principal in particular who covered all the points as follows: *" I had to familiarise myself with F.E.T. in all its manifestations. I had to change my mindset and adjust to the various changes in requirements, concepts and implementation"*.

These changes were communicated to staff by means of cascading information from the workshops that the principals had attended via handouts, holding staff meetings and involving staff development programmes.

Main duties of principals was outlined as ensuring sound discipline, creating a culture of learning and teaching, cascading information to learners, educators and parents. Ensuring that the school is in a sound financial position to sustain growth and development also featured in the responses of principals.

The general purpose of evaluation or staff appraisal was portrayed by principals ensuring educators are keeping abreast of the changes or trends in education and that they do not stagnate. Another purpose of evaluation was to capacitate educators to meet the new challenges and to ensure self-growth.

Principals' understanding of whole school evaluation was encapsulated in the following response: *"Whole school evaluation ensures that the school is functional in all its facets, that the infrastructure, academic aspects, financial aspects, sports etc. are all on track to ensure quality education"*.

All principals interviewed indicated that their training regarding whole school evaluation entailed attending a few workshops on it. Another strategy for improving schools focuses on empowering educators and administrators at the school level. The rationale is that the people who know learners best should have the autonomy to create and implement educational programs.

Shared decision making serves to empower educators and increase involvement of parents and the community. McGahn' (2002: 6) view that involving other stakeholders, such as educators increases the probability of achieving real, lasting school reform was supported by many principals in the study. In schools where shared decision making transpired it did indeed correspond with Brost's (2000: 14) assertion that shared decision making improves the quality of decisions, strengthens staff morale and increases school effectiveness. According to Brost (2000: 15) some studies have found that when administrators and educators share power, higher instructional quality and increased student learning can result. This was true of particularly one school in the study where learner improvement was evident.

In recent times there has been a consensus that the notion of the heroic leader is neither realistic nor desirable. In its place has been a strong emphasis on 'distributed' or 'dispersed leadership' through which a large group of staff can act together to accomplish

particular change tasks or projects (Spillane 2006: 43). This view received adoption in this study as educators were of the firm belief that sharing change leadership shifts the ownership to those who are intended to carry it out. It is ensures that change is designed incorporating the range of perspectives that exist in the school. It helps to create a 'learning community' (Coppletera 2005: 131). For managers to manage change effectively and beneficially, they need consciously to incorporate training and development into the very fabric of their managerial practice (Hamlin, Keep & Ash 2001: 29).

Certain aspects paved the way for the successful implementation of IQMS. These aspects are briefly addressed in the next section.

5.4.2.3   Aspects facilitating the success of IQMS

A vast majority of principals identified a highly dedicated and motivated staff as the very strong area in their schools regarding WSE.   One principal indicated the following:

> *"I have been blessed with a very hardworking set of educators who are always willing to try out anything new as long as it benefits the learners. They are committed to the IQMS policy and adhere to due dates and school policies. They often go beyond the call of duty sacrificing their time on weekends and holidays to hold classes for matriculants and that is why we have been so successful in the Senior Certificate Examinations for the past seven consecutive years obtaining 100% pass rate. This could not have been done without the commitment and dedication of our staff."*

 The weak areas included poor financial resources; sports equipment and facilities; poor infrastructure (some schools are extremely old and have received no refurbishment from

Department; security for many schools was unaffordable. It is clear from the aforementioned discussion that funding presents a significant impediment to the implementation of IQMS. Lack of resources can lead to loss of crucial staff, discourage educators and ultimately kill the reform.

Principals and SMT members are regarded as the powerhouse of schools. Their perspective on IQMS forms the basis of the following section.

5.4.3   Perspectives on implementation of IQMS

IQMS training at the level of the educator is vested in the principal of the school. Mestry and Grobler, Warnich, Carrel, Albert and Hatfield (2002: 21) assert that principals are " often not well prepared for tasks they must undertake and are not given sufficient training to perform these tasks". According to Smith and Ngoma-Maema (2003: 361) without the involvement and commitment of senior managers the "process is likely to collapse".

An SMT member expressed the following in terms of education reforms : *"Strong leadership is crucial to the implementation of whole school reform. At our school our principal keeps us aligned to the goals of IQMS and success is therefore enjoyed. Schools where IQMS fails is because principals are not knowledgeable about basic precepts of the IQMS process and therefore do not provide good leadership "*.

IQMS has high expectations and one principal asserted: *"Many of the reform programs do not live up to their high expectations. As a result many schools abandon whole school efforts because of disappointing results or difficulties in implementation."* On the other hand supporters argue that the apparent poor showing is attributable to poorly designed studies, faulty implementation, or lack of support. In addition, some principals note that

it may be four or five years before IQMS reforms take hold enough to make a difference in learner achievement.

The purposes of IQMS as outlined by the various principals' forms the basis of the following section.

5.4.3.1   Purposes of IQMS

The purpose of IQMS as outlined by principals was summarized as follows: to ensure that educators satisfy all the performance standards relevant to the respective levels such as Level One educators and HOD's; to monitor staff performance and to offer guidance or help to promote personal growth.

A common course of action governed the process of whole school evaluation for principals namely: Educators were briefed on WSE; educators were divided into task teams to accumulate data on the various facets such as finance, infrastructure and safety to mention a few. The forms were filled: WSE instruments: School Self-Evaluation forms, WSE rating form. The School Improvement Plan was then completed.

Educators on the other hand felt that the IQMS was a control mechanism undertaken by the department and resented the institution of such a policy. They revealed that even though they completed the process they merely did it as it was an expectation or requirement and they were compelled to do it.

Principals also encountered difficulties in effecting the IQMS process. These challenges are accentuated in the ensuing section.

5.4.3.2   Challenges faced during the implementation of IQMS at schools

Many elements can derail an evaluation plan. Principals as well as educators were confronted with similar challenges during the whole school evaluation process.   The prime challenge identified by principals was the problem of time or the lack thereof. The issue of time is accurately clarified by one of the principals: "*The time frame is problematic especially with large numbers that we have and planning and preparation required by educators. IQMS has become a paper chase. Educators spend a maximum of five to ten minutes when evaluating their peers because they also have classes which are left unattended*".

Principals indicated that although the educators were not averse to the principle of evaluation, the common concern raised was that of time constrictions which had an adverse effect on the process. The researcher avows that if classroom observation, which forms an integral part of the evaluation, is completed in five to ten minutes, it would not be possible to realistically determine an educator's strength and weaknesses and to pass a judgement on the educator's capability. Where the classroom observation is rushed and not done in the spirit of the policy, then the appraisal exercise becomes counterproductive. The IQMS process strives at augmenting educator competence, however this does not transpire in practice since the process is often accelerated ensuring compliance to departmental time-frames. One principal proclaimed the following :"*It must be borne in mind that appraisal has to be resourced in terms of time and expertise.*

Appraisal does not take place in a vacuum in a school. While appraisal is being conducted, educators are inundated simultaneously with various other issues such as curriculum transformation, co-curricular activities, disciplinary problems and a host of other activities. In view of the above the school has to establish and prioritize in terms of time and resources what appraisal objectives need to be targeted".

Principals indicated that if one wants to do justice to all aspects then time must be made available. In addition they cited ill-prepared personnel from School Governing Bodies (SGB's) and poor feedback from parents as yet another challenge that they faced.

The SMT member's response to challenges faced during the process of IQMS and WSE concurred with that of the principals. However an addition was made to the challenges faced by the SMT members as expressed in the following assertion: *"Educators are pressurized with work. Getting them to do a proper evaluation of themselves was a problem."*

Attention is drawn to suggestions offered by educators for the improvement of IQMS in the section hereafter.

5.4.3.3 Suggestions for improvement of IQMS

Suggestions offered by educators are as follows:

- **Funding**

A lack of funds was considered to seriously hamper adequate development and maintenance of infrastructure, teaching development and the provision of equipment and

support equipment. Educators suggested that it was necessary to revisit and review the Quintile Ranking and Norms and Standards used to determine allocations to schools.

- **Lack of Department support**

The district office and department do not have a clear plan for supporting its schools, a meaningful system of prioritizing and sharing the limited resources to enable its schools to have access to relevant officials, resources and facilities and proper follow up mechanisms. Both pressure and support by the district is essential for sustainable school improvement. This is encapsulated in the following quotation: *"Department support is **NIL** – It needs to move from theory to practice"* (Educator). The suggestion offered was that the district office be easily accessible and maintains regular contact with its schools.

- **Overrating of educators**

The IQMS process serves very little purpose because educators tend to overrate their colleagues and resist change suggested. The following statement reiterates the aforementioned: *"Educators tend to rate their colleagues highly leaving no room for development. No educator is developed absolutely."* The proposition forwarded regarding the overrating of educators was the review or re-evaluation of the manner of implementation of IQMS.

- **Allocation of resources**

Resources are not allocated to ensure successful strategy implementation. The proposal offered in terms of allocation of resources was that the allocation of resources must be aligned to the strategy to ensure successful strategy implementation. Adequate human

capital should be provided to ensure that heavy workloads of educators do not prevent educators from contributing effectively to DSG's thereby hampering the successful implementation of IQMS.

5.4.4   The impact of IQMS on whole school development

This section analyses the extent to which principals and SMT members believed IQMS contributed to developing their schools as a whole.

The foremost factor was the great change or alteration from former teaching practices which is elucidated in the next section.

5.4.4.1   Shift from old teaching practices

Educators generally reflect upon and assume responsibility for the learning of only those children whom they teach. There has now been a shift in practice. Educators shift from classroom survival to a consciousness of their impact on the learners and the school as a whole.   An educator added the following to this end: *'Previously it was educators working on their own, in isolation with the sole intention of completing the syllabus"*. Both accounts stress a shift from preoccupation with self to awareness of others.   A willingness to engage wholeheartedly in the formation of whole school development policies and more particularly to be concerned about their implementation was considered by many educators as a hallmark of professional maturity.   Therefore not all staff may be capable of it at all times.   It was found that though almost all educators in the selected schools valued learning, only a minority were actively concerned to foster the learning of their colleagues or to effect changes in other people's practice. The main reason for the aforementioned statement is elucidated in a contribution made by one of the educators: *''Trying to help other educators is seen very negatively, especially when*

educators feel that their ability is being undermined. Some educators feel demoralized and destabilized when you try to tell them what to do or how to do it. It's a case of 'I know what to do'."

The IQMS requires educators to radically alter the ways in which they conceptualize and carry out their responsibilities. They acknowledged, however, that they are not unused to change, since schools are in any case dynamic rather than static institutions. Tempo, rhythm and content of school life altered constantly. The feelings and the energy levels of educators rose and fell, following the dictates of their personal lives as well as the events of the school. More dramatically staff left, requiring the attention of those who remained to be focused upon replacing them, upon the subsequent socialization of newcomers and upon their own accommodation to new colleagues and fresh ideas. These constant modifications to the personnel, tasks, climate and feelings of the staff created an endemic potential for disequilibrium within each school.

Whole school development is viewed by many educators as something that they hoped to attain, a model of excellence. Further details are provided in the following section.

5.4.4.2 Whole school development as an Ideal

All staff spoke about a whole school as an ideal; an aspiration rather than an achievement. This is clearly expressed in the following statement made by a principal:

> *"Whole school development is what we are working towards. It is not something that is easy to achieve. It takes time and effort – sometimes it can take many years before a school can safely say that they are fully developed. It is not an*

overnight accomplishment. It is gradual. I think all schools are enroute to realizing this. No school has been developed wholly. Schools are constantly developing."

A 'whole school' was not something the staff of the selected schools felt they had realized. Rather in each school they were working towards accomplishing it. In other words, consideration cannot be given to how 'whole schools' were actually developed, since no one claimed that this could be done. Staff however developed to varying degrees in each school, a sense of 'whole school'. In all of them educational beliefs were more or less shared and greater and lesser degrees of social and professional interaction took place.

The SMT members as well as educators also acknowledged that developing a 'whole school' was a difficult enterprise. Working together certainly provided opportunities for closer social relations amongst the staff and greater mutual appreciation of strengths, but in the process fundamental differences in value and practice between educators might emerge. The aforementioned is confirmed in the following: *"At our school clash of personalities creates a major problem affecting progress. Some educators are so stubborn in their outlook that they refuse to accept alternatives when it comes to teaching."*

Learning about one another's work exposed staff to differences in practice which could stimulate not just discussion but also disagreement. When the latter occurred it was

doubly destructive- social relations were harmed which, in turn, showed to everyone else that the school was not a 'whole' institution.

The importance of context was the emphasis of this category. Thomson (2000: 158) declared that whole school policies are generally spoken about in terms of generalities, as if all schools are the same. This is clearly not the case. Each school has a particular history, a specific population and staff, and serves a distinct community/ies and localities and student population.

The study attests to Thomson's (2000: 158) aforementioned declaration as many schools in the study were in poor areas and this did affect the implementation of IQMS and the development of the school. Socio-economic backgrounds from which learners came, broken and unstable backgrounds, learners poverty-stricken, all play a role in the development of the school as indicated by many educators.

Curriculum development forms an essential part of development of the whole school. This aspect is discussed in greater detail in the next section.

5.4.4.3   Curriculum development for whole school development

The notions of 'curriculum development' emphasizing individual learning and personal endeavor and 'whole school' with its stress upon collaboration and consensus do not appear to have much in common. In fact they are in many ways in conflict with one another as the first emphasizes individual and the second corporate goals and activities. A salient point raised by an SMT member reinforces the aforementioned point – "*In terms*

of curriculum each educator can contribute their own particular stamp on the school and the curriculum. At our school the staff works together, jointly, collectively when it comes to a number of things and has the ability to work with other educators on staff. Conflicts, disagreements and disputes are bound to occur but even they are nipped in the bud".

At one secondary school educators who initiated curricular developments did not necessarily have a view of the curriculum offered to other learners than their own nor a desire to change the practice of their colleagues. Involvement in curriculum development was often a self-centred activity, in the sense that educators' main motives were the improvement of their own practice or the acquisition of more or better resources for their learners. The whole school concept at this school demonstrated the willingness of educators to centre much of their work on a common theme for a term did not indicate that they intended to shape their own plans by reference to what others were doing, nor did they seek to influence one another. Isolated cases of team work were noted at this school which meant that this did not occur in all matters. SMT members felt that it was the task of the department heads to impress upon educators the selfish instinct of educators. Educators tend to unwittingly work independently and the SMT members expressed that they have to constantly remind educators about the importance of working together as a team and attempt to work towards whole school development. Tensions are eased by beliefs and values and that of action. The staff embodies values which derive from these beliefs and the staff's shared adherence to these in turn helps secure agreement on educational goals, especially if these run counter to the rest of the staff. Achievement of whole school involves some degree of consensus, and normally therefore also of compromise over values and aspirations. If the compromise is

voluntarily espoused, the resulting sense of collective aspiration strengthens and enriches staff members by giving them a sense of common purpose.

The new curriculum reforms give some autonomy to educators when they construct their curriculum for their learners but, at the same time, they feel that the curriculum does burden them with administrative work. Educators also indicated that they cannot be held accountable for the learners' achievements because of the changing realities and burdens they face in the classrooms. As a result the kind of IQMS needs was not what the researcher expected to find, as the respondents did not see IQMS as the main vehicle to whole school development, or to instructional improvement.

Educators felt that new reforms impacted so seriously on issues of classroom discipline, management and overall educator administrative work that they felt that they needed, above all, support systems and resources to help with new issues of classroom management and administration. They therefore identified IQMS as a means to help them with these issues rather than the classical focus of professional development, which the literature focuses on, namely, the improvement of instruction and the development of the school in its entirety. Because these educators are so focused on the need for administration, discipline and classroom management, they do not seem to have the time or inclination to reflect on their teaching practices and how IQMS could improve those. Thus, the issue of promoting collegiality and professional peer support for the sake of instructional improvement, as noted in the US, Canadian and UK classrooms by Elmore (2004: 22), were not a consideration for these South African educators who did not see the improvement or development of the whole through IQMS as a key to assist them with

their changed schooling realities. The data collected from the ten schools does not support these premises or assumptions showing that reproducing this kind of research in South African schools is important as it might reveal a different trend which reflects the different context and different issues confronting more urgently educators.

With regard to the premise about educator's professional status and work, it is worth reiterating what the literature says. Elmore (2004 : 23) mentions that educators as professionals, who are expected to make decisions on curriculum, must reflect on their own practices and seek ways to improve and change their practice and maximize their learners' achievements in the context of the school, as they are expected to account somehow for their learners' results.

Thus, the literature's meaning of educator professionalism is very different from the narrow conception of professionalism, understood by many South African educators. The South African educator respondents explained that they were professionals but unfortunately were not treated as such. The second premise of the northern literature, that educator professional development should be directed at instructional improvement is based on the assumption that professional educators account for their learners' results. This was not completely confirmed in this research because educators challenged the idea that they should account for learners' results as there were many conditions over which they had no control.

Charlton (2002: 5) defines accountability as meaning something similar to 'responsible' with connotations of: being "answerable to". The inherent implication here is that

educators are accountable and answerable to various stakeholders from learners to parents, to the Department of Education regarding quality teaching and learning. The definition further implies that educators are required to give an account of their teaching through some form of verification. The technical aspect of accountability is emphasized in IQMS as it is essential for educators to show evidence when rated against the various performance standards in the IQMS checklist. Showing proof or evidence of work by no means implies that quality teaching is occurring. This was endorsed by an educator who added: *"Having records up to date and showing evidence of work does not mean that the educator is teaching effectively. It is a mere form of window dressing".*

It is clear from the discussion that IQMS when fully implemented has improved certain aspects of the school such as attendance rate, parental involvement and learner achievement. Some schools have not achieved the results they expected, and a few have not experienced any improvement after adopting the IQMS design.

A relation between policy and classroom practice is vital to ensure maximum benefit is derived for the school. This connection is addressed in the next section.

5.4.4.4   Connection between IQMS and classroom practice

The development of a sense of community was most telling when educational beliefs were put into action in classrooms. The department heads were assiduous in striving to see the beliefs which from discussions and agreement on school policies they thought that they shared with the staff put into operation in the classrooms. Two sectors of influence surfaced in primary schools: the first being the individual educator's classroom, the other,

occupied by the heads of departments which covered matters of general school policy and administration. Within 'whole schools' educators exercise a degree of autonomy in their classrooms. But, the heads did not perceive this to mean that educators' practice should be impervious to the prevailing educational beliefs in the school. SMT members agreed that individuals were at liberty to interpret policies in their own ways and the differences that arose were seen more as divergence rather than deviance. The SMT members revealed that this latitude and scope offered to educators in interpreting shared educational beliefs in their own ways averted the schools from becoming oppressive or authoritarian institutions. The SMT members were quick to add that this latitude was narrowed by the department heads authority and by the fact that they worked to turn beliefs into action in both zones of influence. Furthermore they disclosed that while allowances were made for individuals, 'individuality' and 'autonomy' did not in any way imply that staff could do as they pleased. They ensured that within 'whole school' educator independence and interdependence had to be balanced against one another. One SMT member made a valid point when he expressed the following: *Whole school development actually requires a degree of autonomy for it to be successful.*" To this statement another SMT member asserted: *"Staff members need to be made to feel that they have a valuable, useful, meaningful contribution to make to whole school development while at the same time enabling them to achieve an individual status for themselves in their classroom practice."*

The above viewpoint was endorsed by another SMT member: *Making staff feel worthwhile and them being able to accomplish individual status cannot be seen as detached from each other. If anything, they go hand in hand – the two go together. A*

blending of the two is, for me, the best way to work towards whole school development. The aforementioned quotes reveal that heads and other leaders devoted attention to individuals, valuing them as people and for the contributions each could make to others. At the same time they valued interdependence both for social reasons and for the professional teamwork it encouraged. An SMT member at another school expressed a similar sentiment by mentioning: *"At our school individual educators are encouraged to work together in both staffrooms and classrooms in an effort to exhibit that individuals and groups are valued. In this way teamwork and collaboration is encouraged"*.

Leitwood et al (2002: 116) conclude that department heads can do much to mediate accountability measures: they have a responsibility to help educators see the implications for teaching and learning of new reform initiatives.

Although the heads valued and respected individuals they also monitored the extent to which staff enacted agreed policies in their respective classrooms. They conceded that classrooms were difficult places to penetrate because of the capacity of educators to resist proposals and to react to change with apathy. It became evident from discussions with SMT members from the various schools that educators territorial instincts are strong and so too is their identification with 'their' children. Educators however agreed that they saw themselves as professionals but the IQMS did not allow educators to exercise their professionalism even though in reality the IQMS allows for greater educator autonomy in deciding on the curriculum and what is taught, thus educators at most of the schools do not agree that this is what the IQMS promotes.

The curriculum in the selected schools was in a constant state of development where learning was highly valued in all the schools and this favourable climate stimulated the development of appropriate motivation, opportunities, conditions and methods, aspects of the learning process which were interlinked and acted upon one another. What became apparent was that the curricular learning spoken about and identified by staff as taking place in their schools was not always directed towards the fulfillment of corporate or shared goals. In addition, even individual development was not always shared with others in ways which fostered collective growth.

Some development was explicitly embarked on for personal satisfaction or need and not because it contributed to colleagues' learning or to the spread or attainment of collective aims.

The question posed to SMT members on the contribution of IQMS towards the development of their schools was in almost all cases negative. The following statement summarizes the sentiments of the SMT members: *"IQMS has not taken us a step forward"*.

The concept of 'whole school' could be described by the staff and they saw this as an ideal towards which they wished to move. To them 'whole schools' meant communities with respected leaders whose members shared the same educational beliefs and intentions and in which the majority attempted to put these beliefs into action in broadly similar ways. Two out of the ten schools knew a good deal about the actions and purposes of others, and felt a sufficient degree of similar thinking to work well together. They also

felt free to make many individual decisions, were conscious of a considerable measure of classroom autonomy and of being valued for their particular contributions to the school community. As with staff learning, each of these characteristics interacted with, and was dependent on, all the others, so that the process of building a 'whole school' could begin with the development or encouragement of any one of them. Each was essential to a sense of 'wholeness', but growth which took place in any of them could stimulate or enhance the others.

Professional development is regarded as crucial in the development of the school in totality. The next section deals specifically with the concept of professional learning as significant in ensuring whole school progression.

5.4.4.5   Professional learning as key to whole school development

Both educators and SMT members saw professional learning as the key to whole school development and as the main way to improve the quality of children's education. Although they responded during the year to internal and external pressures for change the main impetus for their learning came from the shared belief that existed in all schools that practice could always be improved and hence that professional development was a never ending- process, a way of life. This generalized commitment to learning meant that all members of staff could initiate development in any area whether or not they were formally responsible for it. As individuals initiated and supported such developments they increased their own personal knowledge and practical skill, their understanding of issues involved, and their appreciation of how others might benefit. In all this the heads of department played a vital role, sometimes initiating developments themselves, but

more often encouraging interests among their staff, supporting them by responding positively to their concerns, providing advice and appreciating their work and commitment. There was historical evidence to suggest that learning had not always been as highly valued by the staff of the ten schools as it now was and that the attitudes and behavior of the department heads, principal and deputy principals had significantly contributed towards its growing importance as a key factor in the school's development.

It is the desire of heads and educators to improve children's educational experiences by increasing their 'ownership' of the curriculum and their commitment to professional learning as the key to whole school development. Factors that helped to increase the capacity of the educators in the selected schools to engage in effective professional learning were that they were highly motivated to learn, opportunities existed for them to learn both within and outside the schools, appropriate means of learning were used and learning often took place under favourable conditions. Educators who wanted to improve their practice were characterized by four attitudes: they accepted that it was possible to improve, were ready to be self-critical, and to recognize better practice than their own within the school or elsewhere, and they were willing to learn what had to be learned in order to be able to do what needed or had to be done.

Closely linked to professional learning was the personal commitment of educators. The whole school development initiative could not be seen as separate from the learning of the individual educator. Educators felt individually responsible for the learning and well-being of the children that they taught. They therefore felt the need to 'own' the curriculum, that is simultaneously to control and to internalize it. Educators also assumed

the right to make choices about the school and all other aspects of their practice for continuity and progression. Their deep sense of personal responsibility for the education of 'their' children and the belief that it was they who were in charge of it led them to seek ways of improving their own practice. Sometimes it meant acquiring fresh knowledge, for instance in subjects like science and technology or mastering new approaches to teaching of subjects such as reading and spelling. Educators' practice also changed in more fundamental ways. On occasions they were faced with the need to reassess their beliefs about the nature and purposes of education, to accept challenges to the values which shaped their perspectives and practice or to consider how far they wished to fall in line with the views and standards of their head of departments or colleagues.

The SMT members in the selected schools also felt responsible for the children in their charge and so for the curriculum. They all had strongly held beliefs about the social, moral and educational purposes of schooling and consequently about the nature of the curriculum and of practice within their schools to ensure whole school development. Furthermore, their appointment as SMT members had confirmed them in their beliefs. Consequently they had sought to ensure that staff in their schools shared their beliefs and values and acted in accordance with them. So they too were concerned that educators should learn in two respects. They wanted to ensure that all the staff in their schools understood and accepted the fundamental principles of the IQMS. They also sought to increase the educators' capacity to realize these principles in their practice and persevere to develop the school as a whole. Hence SMT members did all they could to encourage their staff in both these respects. They also demonstrated their personal commitment to learning by actively pursuing their own education, by talking to staff about what they

were learning and by showing their willingness to learn from others. At the same time their example carried two other messages for their schools: that the professional development of individuals could benefit everyone and that staff members could contribute to and assist one another's learning.

It is important to understand why South African educators think the way they do about their professional development needs, but it is also "difficult to talk about South African educators in universal terms [given their wide disparities]" (Harley & Parker 2000: 32). Educators indeed argued that IQMS was difficult to implement and created new problems in the classrooms. So the educators of this research identified their professional development needs in the area of discipline, classroom management and administrative or paperwork duties. They also identified the need for parental involvement as a key challenge and component which would assist in improving the achievements of their children, since they felt that their instruction was professional and not in need of improvement as such. In other words, educators saw little problems with their own teaching practices.

Authors such as Hargreaves (2006: 24) and Fullan (2005: 17) suggest that collegiality and on-site educator work collaboration are among the most effective ways for instructional improvement, which they understand to mean how educators can impact more effectively on learners. To sum up, although these arguments in the northern literature seem pertinent, they are premature for the majority of the educators. This is because they have to face the implementation challenges of new sophisticated management systems without much departmental support and they also have to be given

space and support to become professional in the true sense of the word. This notion is not widespread in South Africa as the majority was so discriminated against and poorly treated that they did not have the space nor could access the support and professional development to transform them into true professionals.

It is now generally recognized in professional and scholarly literatures that school change is neither quick nor easy. Reforms are begun; appear to take hold and then fade away, leaving little or no lasting benefit. Serial reform is required in order to try to keep momentum, and to recover lost ground. The constant push for reform creates what has come to be popularly known as 'reform fatigue' and is associated with disillusionment (Hargreaves & Goodson 2006: 7) although the literatures on the history of school reform indicate that resistance to change is an ongoing phenomenon.

Despite general agreement that "there is no such thing as a quick fix" (Stoll & Meyers 1998: 17) there is little agreement about what kind of timescales are important for whole school change. It seems that change must go not too fast, nor too slow, but at just the right pace in order to have any impact. Stoll and Meyers's (1998: 17) assertion is particularly apposite to the findings of this study as many educators felt that a school cannot boast being developed considering the various factors that impede progress in schools.

Hargreaves and Fink's (2006: 11) account that trying to change too much too fast mitigates against the development of 'slow knowing', a key characteristic of sustainable organizational reform practice, is pertinent to this study as educators believed that it takes

a vast amount of time to entrench something new into existing school practices. The aforementioned is endorsed by Hargreaves and Fink's (2006: 11) in their declaration that the vast majority of change programmes have very short lives and overestimate the actual time it takes to embed new practices in schools.

Senior staff can steer change using the management systems of the school – managing for example, ways in which the timetable and student groupings work, the kind of furniture used in the classrooms, the distribution of resources and allocation of funding. However, more effective in encouraging staff to take action are softer and more indirect measures such as senior management modeling new approaches, team teaching, leading conversations about change, using the school communication systems to spread the word, and distributing relevant research articles.

The ways in which we think about the school also impacts on what counts as change. Four major points that emerged will be discussed. If a school is a holistic web, where everything is interdependent and interconnected, then a change to one part of the school will not only rely on other parts of the school to support it, but it might also have an unanticipated, positive or negative, effect on the whole.

No educator is able to function alone, in a vacuum so to speak. Nothing of essence is achieved single-handedly. Joint efforts, assistance and aiding each other is the recipe for success in any institution. The following section examines the reciprocal relation between educators in the promotion of whole school development.

5.4.4.6   Interdependence fostering whole school development

Factors that emerged from the interviews with SMT members was that each member of the staff group felt a strong sense of community, staff shared the same educational beliefs and aims and interpreted them in similar ways in their actions, they each exercised autonomy within their own classrooms, felt able to play an individual role within the school and readily called upon one another's expertise, the members of the group related well to one another, they worked together, their knowledge of the school was not limited to matters of immediate concern to themselves or their own classes but encompassed the concerns, practice and classes of their colleagues, they valued the leadership of their heads of departments. Common to many of these characteristics is the idea of collaboration. Primary school educators' traditional emphasis upon individuality and autonomy is offset by their awareness that a school is potentially a community of adults and by their desire for mutual professional support. They were conscious that acting together and accepting interdependence were constraints which they had to accept if they wished to become participating members of educational communities, and these 'whole schools' when they existed would, in turn enhance and support their work as individuals. Staff and especially principals and SMT members regarded the process of developing a 'whole school' as gradual rather than rapid.

Some schools also turned the IQMS to some positive effect. In particular the IQMS gave principals and interested educators a reason to direct the staff's attention to aspects of the curriculum or pedagogy which they felt could be used to serve their schools' long-term educational purposes. In this respect, the IQMS gave an impetus school review and to the growth of structures and strategies appropriate for development

Educators in certain schools worked together in ways which offered a way forward to other school staffs who are struggling in response to IQMS to find ways of developing and implementing through-school policies. The ongoing debate about primary school curriculum containing insufficient coherence, breadth and balance and not enough attention is being paid to continuity and progression. The IQMS has urged educators to work together and to develop collegiality, collective involvement of educators in school-based review and development. In some instances educators undertook systematic reviews of their practice and worked collaboratively towards greater curriculum coherence and continuity.

The introduction of the IQMS, the requirements that schools produce development plans, and the move towards the production of whole school policies called for a fundamental change in the attitudes of many educators. This change is more radical because involvement in the formation and implementation of whole-school policies is relatively alien to most schools. Certain schools were not particularly conscious of the 'whole school' in which they worked. The traditions of individualism, self-reliance and curricular autonomy have been ingrained for many years and breaking out of that mould presents difficulty.

One answer to the conundrum of 'islands of innovation' and the obdurate difficulties of scaling up educational reforms effected in one school, is to find ways in which leading schools can work with others without decimating their own capacities. This might be a network. Networks have been a part of the educational reform process in many countries (eg Australia: Blackmore (1999: 59); Ladwig, Currie & Chadbourne (1994: 65) and the

USA: Smith & Wohlstetter 2001: 503). The basis of networking is the sharing of information. This can be done through regular face-to-face meetings or through regular online exchange of detailed information about what is happening across a number of sites. Many networks have a strong philosophy, a common language and narrative to 'glue' local initiative together. Networks rely on trusting relationships and a willingness to confront difficult issues which can threaten the individual schools. Some networks have external national and state support staff- sometimes called 'change agents' (Rust & Freidus 2001: 12), 'brokers' or 'design teams' (Datnow 2002: 57), who not only carry stories and experiences around the programme and put people in touch with each other, but also organize networking events.

It is evident from the discussion that in certain schools IQMS complicated the staff's purposes and increased the pressure upon them, by distracting their attention from plans which they had already made and taking them in directions which did not always fit comfortably with existing long-term aspirations and strategies while other schools tended to flourish slowly but surely.

Various factors influence or shape a system. The following section addresses the hurdles experienced by educators which had a detrimental effect on the development of the school as a whole.

5.4.4.7   Impediments affecting progress and development of whole school

The decisive factors that hampered the development of the schools as a whole were common among schools that felt that IQMS at their particular institutions had not resulted in advancement or growth of their schools.

Some schools in the selection faced constant interruptions which was independent of their own ongoing reviews. Individuals dealt with personal upheavals such as illnesses. Absence from school because of appointments, school excursions, courses and interviews also provided interruptions and disrupted the work of other educators. Loss of staff also presented a problem which implied replacement by temporary appointments. Often these changes had an effect on the school such as composition of teams or the frequency of meetings. Educators' roles and responsibilities altered in response to them. Cuts in staffing because of falling rolls warranted organizational modifications. This impacted directly on IQMS and whole school development.

It is evident from the results that whole school change is a complex and somewhat unstable notion. In keeping with the literature reviewed and especially that of Hargreaves and Fink (2006: 43) and Harris (2004: 13) there is widespread agreement that:

- There is no single recipe for change
- It requires action at the local level, but also support from outside,
- It takes time, usually longer than is anticipated and
- Change occurs gradually.

The categories and subcategories are diagrammatically represented as follows :

Negative Responses
- Added paper work
- Policing educator work
- Undermining competency
- Scoring/ monetary gain
- Ineffective one day activity
- Inconsistent application of criteria

Positive Responses
- Accountability and quality improvement
- Shared decision making
- Aspects fostering IQMS success

The impact of IQMS on whole school development

IQMS and Whole school development
- Shift from old teaching practice
- Whole school as an ideal
- Curriculum development and whole school development
- Connection between policy and practice
- Professional learning –key to whole school development
- Interdependence fostering whole school development
- Aspects impeding progress

Principals' role in IQMS implementation

- Purpose
- Challenges faced
- Suggestions for improvement

FIGURE 5.6: Diagrammatic representation of categories for quantitative analysis

Each of the categories and sub-categories has been discussed in detail earlier.

5.5   CONCLUSION

In time, more schools will gain experience with IQMS and whole school development and factors that contribute to its success. It is only then that we will be able to determine whether IQMS has become just another program that is turned on and off when convenient or whether it truly can develop schools comprehensively.

Certain school conditions facilitated the growth of IQMS and whole school development while in other schools, the absence and availability of resources, especially educator time and commitment and materials and equipment, socio-economic backgrounds and learners from broken homes impacted negatively on the whole process. In other words there was little development and changes which were already under way slowed down or disappeared. The absence of leadership and support development often faltered and initiatives were stillborn while in schools were leadership was strong schools benefitted from the IQMS and whole school development initiatives.

The introduction of any performance appraisal should not be rushed because if rushed the measures might be superficial and the intended purpose might not be met. Appraisal schemes must also be fine-tuned by individual organisations in order to accommodate contextual factors.

In the following chapter the conclusions from the study will be discussed accompanied by recommendations drawn from them.

CHAPTER 6

SUMMARY, CONCLUSION AND RECOMMENDATIONS

6.1 INTRODUCTION

The final chapter of this study serves a two-fold purpose. A synopsis of the foregoing chapters will be provided. In addition a synthesis of the key findings in this study will be delineated. Further some recommendations that follow from the investigation will be outlined from the exploration of the impact of IQMS on Whole School Development in ten schools in the Chatsworth region of Durban.

Allais's (2007: 3) assertion that the apartheid system was characterised by "extreme inequality, astonishing inefficiency, a lack of legitimacy in the eyes of both communities and industry, and highly authoritarian and ideologically loaded syllabuses" is veracity. This assertion is fortified by Chisholm (2003: 269) who contends that as a result of the apartheid system, education was "complex and collapsed" with "dysfunctional schools and universities, discredited curricular and illegitimate structures of governance".

The IQMS was one of the enterprises that transpired subsequent to the eradication of apartheid to counteract the autocratic school inspection systems that preceded them taking into cognizance the need for educator and school development. This study deliberated on the IQMS policy and processes against the backdrop of an emerging education system. This study argues that the current form of IQMS results in an emphasis on accountability over development which constrains and constricts the system's faculty to augment the quality of South African education.

Whilst the researcher ascribes this accent on accountability to the apartheid context from which it evolves, her disquiet is that the new system denotes a conflict and discord between accountability and developmental processes which could result in superficial conformity rather than authentic engagement and commitment.

6.2   SUMMARY

The main aim of this study was to ascertain the impact of IQMS on whole school development.   From the aim two objectives were formulated, namely to probe the perceptions of educators regarding IQMS for whole school development and to investigate the outcomes of IQMS on whole school development in ten schools in the Chatsworth region.

The study introduces the reader to the systems previously in place for the appraisal of educators and the flaws regarding these systems which resulted in their failure. (section 1.1) A research question was formulated, namely: How can the IQMS be effectively administered and what are the possible implications for whole school development? (Section 1.4). An overview of the research methodology, consisting of a mixed method research design is described in (section 1.6), the terminology is defined (section 1.7) and the chapter concludes with the chapter divisions as described in section 1.9.

The literature review is described in section 2. This chapter focuses on international and local literature on school development policies and educator evaluation. The integrated quality management system forms the nucleus of this section (section 2).   The section commences with an introduction to management systems (section 2.1). A brief overview

of the history of educational supervision is expounded in section 2.2. A shift from the old supervisory systems in South Africa to the integrated quality management programme is elaborated on (section 2.2.1) and the paradigm shift is also tabulated (Table 2.1). Section 2.3 is devoted to developmental appraisal and section 2.4 to performance appraisal. What performance appraisal entails is encapsulated in section 2.4.1. Figure 2.1 depicts a basic performance appraisal system. The purpose of performance appraisal is expanded on in section 2.4.2. The purpose of performance appraisal in performance management forms the mainstay of the next section (section 2.4.3). Table 2.2 illustrates the performance appraisal dissection. The aspect of educator appraisal receives attention in section 2.5 with Table 2.3 capturing the different views on appraisal. Section 2.6 explicates classroom observation in detail. The integrated quality management system is the focus of section 2.7. The purposes of the integrated quality management system are outlined (section 2.7.2) and the practicality of the integrated management system is explored (section 2.7.3).

Chapter three focuses on the whole school development policy. What is whole school evaluation is outlined (section 3.2) followed by the conceptualization of whole school evaluation (section 3.3). The evaluation criteria and descriptors together with the use of performance indicators form the basis of sections 3.4 and 3.5 respectively. The whole school evaluation process is addressed (section 3.6) followed by a detailed description of what whole school evaluation and whole school development entailed (sections 3.7 and 3.8). Section 3.9 is devoted to whole school improvement and was divided into six subsections, namely the implications of whole school improvement; school improvement policy; strategies for improving schools; school improvement in British schools; a whole

school approach to school improvement and the planning cycle for whole school improvement. Whole school evaluation in selected countries forms the focus of section 3.10 looking specifically at Ireland and Guyana in detail. Chapter 3 culminates with the focal point being school improvement initiatives and whole school development.

Chapter four outlines the methodology and data collection methods employed to investigate the research question. This chapter details how the study was undertaken, how educators were selected for interviews, the data collection procedures and instruments, and the method of data analysis, with discourses being the unit of analysis. Foremost attention is dedicated to the research questions and aims (section 4.2) with section 4.3 assigning detail to the research design, in particular the mixed-method research design. The aforementioned section was further apportioned into two phases, namely Phase 1 (The Quantitative Methodology) and Phase 2 (The Qualitative Methodology). Phase 1 includes minutiae on the design of the questionnaire, the population for the study, sampling methods employed, a description of respondents and the concept of validity and reliability. The section is concluded with the analysis of data. Phase 2 exemplifies the population selected for this phase and the means of selection; the method of sampling utilized and provides a brief description of the participants in this phase. The measures for ensuring trustworthiness focused on credibility, transferability, dependability, and confirmability as depicted in Lincoln and Cuba's model of trustworthiness of qualitative research (Table 4.1). Table 4.2 represents the strategies to enhance design validity (McMillan and Schumacher 2001: 407). This phase culminated with an analysis of the data acquired. Ethical measures were ventilated in section 4.4

with section 4.4.1 focusing on gaining access, section 4.4.2 scrutinizes the aspect of confidentiality.

Chapter five provides an analysis and interpretation of data.

6.3 CONCLUSION

Conclusions were drawn from the literature study and the findings of the research.

6.3.1 Conclusions from literature study

The following conclusions are derived from an examination of the literature related to the change process with respect to the IQMS, the characteristics of change agents and the potential and limitations of whole school development. They include:

- The initial hypothesis that by adopting IQMS a whole school could develop its performance was largely unproven. The researcher found specific positive examples of IQMS implementation and improvement under certain conditions (Section 5.4.2). The areas that received attention were accountability and quality improvement (Section 5.4.2 (a); shared decision making (Section 5.4.2); aspects facilitating the success of IQMS (Section 5.4.3).

- The general findings were of weak implementation and lack of strong improvements in school performance (5.4.1). In general the researcher was able to conclude that the theory of action was largely underdeveloped and underspecified (Table 5.5 and Table 5.6).

- The causal chain of events leading to strong implementation and outcomes has proven to be far more complex than that originally considered by many and one that remained largely outside of their control and influence. These findings are in

keeping with the literature on implementation indicating the complexity of the change process.

- The notion believed is that the IQMS process may lead to the conclusion that the process of change is straightforward, perhaps even rational and linear, and can be planned for a series of logical steps and stages. Much of the research on actual school change suggests quite the reverse. Brooke Smith's (2003: 17) position received extensive concurrence in the study that school change tends to be messy, complex, has unforeseen and serendipitous effects and often lurches both forwards and backwards at the same time (Section 5.4.4).

- Ainscow and De Wet's (2006: 134) declare that if no change occurs in schools then, it is either because the intervention was faulty or there was an implementation problem. The latter holds true of this study as it became quite apparent that implementation problems had a detrimental effect on the progress of IQMS (Table 5.6).

- The study revealed widespread agreement that change across the board in schools and in classrooms takes time and cannot happen without considerable support and commitment from staff. Research also suggests that change is rarely sustained. Further, most formal change programmes underestimate the time needed to effect change and seek to measure effects too soon as revealed in section 5.4.4.

- Designs like the IQMS alone are not helpful to schools and schools need assistance in implementation was proven correct. Educators and school managers clearly reported higher levels of implementation associated with strong assistance from design teams. But, just as importantly and consistent with the implementation literature, conditions at the schools and within the districts and

the manner of selection also proved important to implementation and outcomes. IQMS was unable to successfully convert most of the schools in the study to high performing schools and promote whole school development (Section 5.4.6).

- External interventions need to address systemic issues that can hinder implementation. The relatively weak implementation of IQMS was associated with several systemic factors such as lack of educator capacity to undertake IQMS especially in terms of time and subject area expertise; lack of principal leadership; an incoherent district infrastructure that did not match the needs of IQMS implementation. Improved district support appears difficult to obtain. Districts need to provide a supportive environment as many negative comments from educators prove that this was not forthcoming. Without a supportive environment designs such as IQMS cannot flourish.

- Externally developed education reform interventions or policies cannot be "break the mould" and still be implementable in school contexts. Schools clearly did not have a ready place for IQMS. Schools were not by and large fertile ground for "break the mould" ideas, often because of a lack of capacity. Rather IQMS has to change to be suitable to school conditions or simply not be implemented. In order for IQMS to be well-implemented, the district and school contexts have to change to allow for "break the mould" school-level ideas to flourish.

6.3.2   Conclusions from findings of this study

The conclusions derived from the findings of results obtained in phase one and phase two of this study is discussed independently below.

6.3.2.1   Phase one

Conclusions from the findings of phase one of this study, namely, the impact of the IQMS on whole school development are as follows:

- Principals, SMT members and educators have the potential to fulfill the role of internal change agent in Chatsworth schools (Section 5.3.8.1.3 ,Table 5.5, Table 5.6)

- Staff members are in a state of readiness in order to activate action and to maintain action when implementing IQMS and Whole School Development but revealed a degree of indecision (Section 5.3.8.1.3 , Table 5.5, Table 5.6)

- Educators in the Chatsworth schools of the study have the required academic qualifications, educational experience, content knowledge to consider themselves competent rather than them being deprofessionalized with systems like the IQMS (Section 5.3.8.1.2, Table 5.5, Table 5.6)

- Insufficient funding hampered the successful implementation of IQMS (Section 5.3.8.1.1, Table 5.5, Table 5.6)

- Lack of support and feedback from certain principals, department officials and subject advisers was high on the agenda (Section 5.3.8.1.4, Table 5.5, Table 5.6, Table 5.7, Table 5.8).

- Inadequate and rushed training proved detrimental to the evolution of IQMS and the development of the school in its entirety (Section 5.3.5, Figure 5.5).

- The improvement of the quality of teaching since the introduction of IQMS is negligible (Section 5.3.8.4, Table 5.10)

- Time constraints impacted negatively on the implementation of IQMS and its contribution to whole school development (Section 5.3.7, Figure 5.6)

6.3.2.2   Phase Two

- IQMS is an intricate and complex instrument which has supplanted three fundamentally different processes, namely, Developmental Appraisal, Performance Measurement and Whole School Evaluation and has culminated in tensions and conflicts in schools as each of these programmes fulfills a discernible function. For the researcher these tensions between these approaches subvert the developmental aspects of IQMS.   The researcher contends that amalgamation of low stakes developmental processes with high stakes appraisal functions is intractable in a fledgling educational system that still battles with the qualms of the apartheid dispensation. It has been widely impugned in the study whether one instrument can perform these heterogeneous functions (Section 5.4.1).

- IQMS has impacted substantially on educators' work and challenges. Increase in administration or paper work was a major contributory factor to the educators' lack of enthusiasm for the IQMS implementation. (Section 5.4.1.1).

- IQMS is viewed as a bureaucratic control mechanism to police educators' work (5.4.1 .2).

- The IQMS was viewed by many educators as undermining their competency and was chagrin to them (5.4.1.3).

- Educators viewed IQMS as an instrument used to remunerate educators and deliver judgment on their capability as an affront (Section 5.4.1.4).   Further educators felt undermined and their capabilities underestimated by a 1% pay progression and regarded it as an insult (Section 5.4.1.3).   A fair amount of educators indicated that IQMS has its merits but that it needs to be reintroduced

from a perspective not entailing money. The study revealed a collective concord that IQMS should not be linked to educators' remuneration (Section 5.4.1.4).

- The ineffectiveness of a one day activity was contested (5.4.1.5). The IQMS is described as a process and not a 'once-off' event. What transpired in the study was that most appraisal activities were reserved for the end of the year when summative evaluations were due for submission to the districts (Section 5.4.1.5). Based on pragmatic raison d'être, the observation of educators in practice is conducted only once per annum. Educators accentuated the concern that most educators tend to aggrandize preparations for the lesson observed and this was not a bona fide illustration of an educator's competence (Section 5.4.1.5). The IQMS includes lesson observation as the main source of evidence for performance management purposes. The study revealed that unless an evaluator takes the time to acquire and develop an extensive view of educator performance, the ability to make a justifiable, unprejudiced, defensible judgment of educator effectiveness as necessitated by the IQMS is litigious (Section 5.4.1.5).

- Inconsistent application of criteria disregarding the local conditions of schools was a major concern. The criteria were considered to be prescriptive and feasible in an ideal situation (5.4.1.6).

- Educators in the study reinforced Smith and Ngoma-Maema's (2003: 348) accentuation of the need to contextualise quality processes to local conditions and criticised the importing of many of the OFSTED quality processes from the United Kingdom and warned against a 'one size fits all' approach (Section 5.4.4). The researcher contends that Nolan and Hoover's (2004: 42) assertion that educator supervision and evaluation "do not occur in a vacuum" is irrefutable.

They take place within school and district organisational contexts and they sometimes vary radically across districts. This is nowhere as true as in the case of this study as there was a great variance between the ten schools in the study. These variances were multiple and ranged from educator-learner ratios to educator qualifications and even the presence or absence of electricity and running water (Section 5.4.4).

- The crucial responsibilty for IQMS training at the educator level is entrusted to the school principal despite various regional workshops being conducted. In most instances principals were not appositely trained to execute their undertakings. Consequently the training and guidance accorded to educators was inadequate, once-off and often rather theoretical. Educators and appraisers alike revealed lack of perspicuity about the purposes of IQMS and how the single IQMS instrument could be used for three fundamentally different processes. Moreover, most appraisers and appraisees lacked training in aspects such as conducting interviews, gathering data, self-evaluation, and interpretation of criteria, giving feedback and coaching. This impacted diametrically on educators resulting in a lack of confidence and commitment in undertaking the appraisal process. Furthermore, it was also a contributory factor to conflict, subjectivity and collusion resulting in an inaccurate view of educator performance. This translated into one of the conditions that compromised the ability of evaluation to enhance teaching practice (Section 5.4.1.6). Limitations in supervisor competence were also alluded to in the study. The evaluator's aptitude to make a professional judgement concerning an educator's overall performance and competence raised concerns among educators. The study sustained Nolan and Hoover's (2004: 33)

view that an accurate judgement of poor teaching is possible without any knowledge of the content taught, for example, in an aspect such as classroom management. Educators shared the conviction of Nolan and Hoover (2004: 33) that making a defensible judgement that someone is a good educator is impossible without some understanding of the subject content taught.

- The most restraining factor attribute in the implementation of IQMS was the availability of time. Educators instituted that the modus operandi for the IQMS is too bureaucratically complicated and protracted (5.4.1.2). The underlying focus on quality teaching and learning was subverted owing to the administrative demands such as record keeping (Section 5.4.1.1). Logistical problems were conceived as time-tabling for class visitations presented disruptions as relief had to be taken into account to accommodate peer and senior appraisers. Pre-observation conferences and feedback sessions proved to be time-consuming. The problem was exacerbated as seniors and peers generally served on several development support groups making it difficult for them to cope with the IQMS process.

- The study disclosed, across the ten schools observed, that the IQMS had fractional efficacy as direct feedback to advance educator learning. Educator evaluation and feedback varied dramatically across the ten schools. Almost unanimously, educator learning did not occur for experienced educators through the feedback they received through the evaluation system. Of specific concern was the degree to which the IQMS provided meaningful and significant feedback for educators. It was revealed that feedback was literally non-existent. Evaluation can be useful if meaningful data is collected. Systematic attention to evaluation and review of

evaluation data occurred in only one out of the ten schools. In addition, most educators identified learners as the primary source of feedback, and colleagues as a secondary. Furthermore educators identified the inadequate time for feedback as yet another drawback.

- The formalized procedure of IQMS was viewed by some educators as crucial for accountability and quality improvement (Section 5.4.2.1)

- Shared decision making featured prominently among many principals and SMT members as a strategy for improving schools and empowering educators while educators embraced and welcomed the idea of shared decision making (Section 5.4.2.2)

- Challenges faced during the implementation of IQMS at schools included-time constraints, the limited time (generally 5-10 minutes) for classroom observation is not a true reflection of an educators performance (Section 5.4.2.3).

- Both the school management teams and educators of certain schools were in unanimous accord that the IQMS had made valuable contributions towards making their schools better (Section 5.4.6).

- IQMS was seen as a major shift from old practices (Section 5.4.4.1)

- Whole school development was perceived as an ideal (Section 5.4.4.2)

- The philosophy of 'curriculum development' accentuating individual learning and personal endeavour and 'whole school' with its emphasis upon teamwork and agreement do not appear to have much in common and were in conflict with each other (Section 5.4.4.3).

- The connection between IQMS and classroom practice was most effective when educational beliefs were put into practice in classrooms (Section 5.4.4.4).

- Professional learning was deemed as key to whole school development (Section 5.4.4.5).

- Interdependence fostered whole school development (Section 5.4.4.6).

The conclusions derived from the literature and from the findings reveal that the IQMS process is capable of converting schools into highly developed institutions if roles are clearly defined, educators are provided with sufficient training and time release to fulfill the tasks related to their roles. Consequently, this study concurs with literature findings that evaluation procedures do not easily translate into practice and are convoluted.

The conclusions derived from this study provide a platform for recommendations that could be used to capitalize on the potential of the IQMS as a change agent to transform schools holistically and to provide them with the opportunity to fulfill the ideal role expected by educators and administrators alike.

6.4 RECOMMENDATIONS

This section integrates prior research and theory reviewed in Chapters 2 and 3 with the significant themes uncovered in the investigation. The findings relate to the impact of IQMS on whole school development in the context of 5 primary schools and 5 secondary schools in the Chatsworth region.

6.4.1   Acquisition of new skills

Change implies acquisition of new skills to be able to implement those changes. All role players should be conversant with skills desired to manage these transformations. The

organization of workshops to endow principals with managerial skills is proposed at convenient times precluding principals leaving school during instruction time thus enabling principals more time in schools to support educators and other staff members.

6.4.2   Utilization of services of private providers

Every role player should be extensively capacitated for effectual performance of roles by engaging people possessing adeptness and expertise on IQMS implementation with the goal of improving the school as a whole. For this to be attained the researcher recommends that the Department of Education employ the services of private providers and form partnerships with reliable providers. This will dispel educator dissatisfaction with ineffective training. The researcher, however, echoes the warning of England (2004: 21) that these providers should not intrude when and where they are not really needed. Instead, the providers and the Department (Provincial/District/Circuit) need to commit themselves to real partnerships. The researcher supports Mazibuko's (2003: 115) suggestion that the Department should avoid the cascade model of training, as this model of training is not effective.

6.4.3   Times for workshops and training

It is imperative that training and workshops do not compromise the teaching and learning. To this end it is advocated by the researcher that these training sessions and workshops be conducted after school hours, during weekends and or during school holidays. School hours should be devoted solely to teaching and learning activities.

6.4.4 Re-evaluation of principal's role

The literature and findings reveal that the role of the principal in the implementation of IQMS is not clearly defined. It is advised to avert uncertainty regarding the principal's role ample guiding principles need to be formulated and instituted.

6.4.5 Interchange, collaboration and networking

Professional interchange, collaboration and networking is recommended as it provides schools with the opportunity to learn from each other and to solve problems collectively. This professional trust has been shown to be fundamentally important for schools to move forward.

6.4.6 District office support

The researcher believes that for schools to develop and improve productively there is a need for manifold innovations at the school level concurrently. The study revealed that support from district offices is not forthcoming. The recommendation is that the district office take on the responsibility of controlling and co-ordinating all development implemented in its schools. District offices need to have a certain measure of functionality and effectiveness: they should therefore possess systems, policies and procedures in place to uphold their schools expressively and in a manner capable of being sustained; devise clear plans to abet their schools – limited resources should be prioritized and shared; relevant officials, resources and facilities should be made accessible to their schools; proper follow up instruments should be ensured.

Furthermore, district offices must be easily reached and regular contact with its schools should be sustained. Currently district officials serve only as administrators and rule

enforcers. There needs to be a shift away from this and these officials need to comport themselves as instructional leaders.

6.4.7 Remuneration

IQMS should not be partnered with educators' remuneration. If this is to be maintained then the 1% remuneration should be re-evaluated as is it far too discouraging.

6.4.8 Departmental support

The Department should provide services if the expectations at school level in terms of IQMS are to be met and for IQMS to be a success.

6.4.9 External appraisers

To avoid partiality, nepotism and prejudice as is currently present when educators are assessed by colleagues, the researcher recommends that IQMS be conducted by the SEM, examiners and subject advisers.

6.4.10 Feedback

Feedback needs to be provided to foster teaching practice at schools. Educators need to know where their weaknesses lie so that appropriate measures can be taken to engender development.

6.5   RECOMMENDATIONS FOR FURTHER RESEARCH

- Research on a national level is necessary to develop programmes to facilitate the implementation of IQMS to ensure educators constantly strive to achieve the best learning outcomes and develop schools optimally.

- An unknown field to many which is often ignored is how do schools that are under-resourced manage change. To this end research needs to be conducted on the impact of IQMS in an under –resourced environment.

- The alignment of policy innovation to resource allocation

- A School Improvement Plan is an essential facet of whole school improvement.

- Innovation overload incites turbulence in whole school development.

6.6   LIMITATIONS OF STUDY

The researcher notes the following limitations with regard to this study:

- The research study was limited to five primary schools and five secondary schools in the Chatsworth South region out of four regions in Chatsworth. Reporting on all districts in Chatsworth and all schools would require more time.

- IQMS is a relatively new concept in South Africa considering it was only ushered in, in 2003 and in the said year cascaded to schools to implement. Training of educators on this modernism commenced in 2004 and in manifold cases extended into 2005. The IQMS in effect is operational for approximately five years in Kwa-Zulu Natal.   The possibility exists that the policy was not amply implemented.

- My personal experience as a senior educator may have predisposed the research. Being cognizant of the expectancies in the implementation of IQMS made it virtually impossible to preclude my personal subjectivity. Subsequently, I was continually sentient of my own values and assumptions and made an earnest and conscientious endeavor not to propel the responses given by the participants.

- High on the probability catalogue is the erroneous belief that the study is a government- funded project intended to localize schools falling short or failing to manage the IQMS successfully. Educators may have feared persecution and may have presented duplicitous and disingenuous accounts of their experiences to safeguard themselves.

- During transcribing of data from tape recordings it became apparent that certain participants showed signs of digressing quite often and diverged from the topic of discussion or answering questions unswervingly.

6.7   CONCLUSION

IQMS implementation is riddled with complexity and intricacy. In order for all schools to be developed optimally, these tribulations need to be urgently addressed.

Lodge and Reed's (2003: 54) suggestion is pertinent to the South African context and germane to this study that there is paradoxically no time on the improvement agenda for the improvement focus that is badly needed: good contextual analysis, a reconsideration of the purposes of schools, the needs of the future and the curriculum needed to serve the

emerging citizens in our schools. These lie at the heart of sustainable improvement capability and compression and disintegration result in damage to the culture of schools and to their school improvement endeavours.

Policies do not normally tell you what to do; they create circumstances in which the range of options available in deciding what to do are narrowed or changed, or particular goals or outcomes are set. A response must still be put together, constructed in context, offset against other expectations. All of this involves creative social action, not robotic activity. Researchers continue to provide evidence of the difficulties created for schools by tension between reform programmes, as well as the adverse effects on educators of the sheer volume of reforms introduced in a short space of time (Hargreaves 2003: 23, Troman & Woods 2000: 259).

Changing schools requires careful attention to the pacing of reform, as well as the provision of time for educators to engage with changing practices. External support and an aligned framework are also necessary. The difficulty with IQMS implementation was that it did not necessarily translate easily into a plan of action in majority of the schools. Certain schools also lack the apparent certainty on the process. This is where policy makers have incorrectly presupposed that each school will mix and match the characteristics to meet their particular circumstances.

The conclusion drawn from the study is analogous to Trupp's (2006: 113) submission that 'differentiated school improvement' is now on the agenda. Whole school change is a Gordian and somewhat volatile concept. It is evident that there is no distinct recipe or

formula for transformation. It dictates action at the local level, but also support from outside and takes time, usually longer than anticipated.

An ongoing challenge is presented to schools and school systems, as well as to those who seek to support and better understand the purposes and practices of change.

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8   APPENDICES

APPENDIX A: Request for conducting research and approval to conduct research

Motivational letter to District Senior Manager

27 July 2009

The Superintendent of Education (Management)

Dear Ms.S Mandraj

RE: REQUEST FOR PERMISSION TO DO A RESEARCH STUDY

I am an educator at Crossmoor Secondary School and currently doing my Doctoral Thesis in Education Management at UNISA. I want to involve educators from 5 primary schools and five secondary schools in the Chatsworth region in my research study and hereby request your permission to do the above.

- REGISTERED TITLE OF RESEARCH DISSERTATION
The Contribution of the Integrated Management System to Whole School Development.

- DETAILS OF STUDY LEADER
Professor Gertruida Maria Steyn. Contact number at work: 012-429-4598
e-mail: steyngm1@unisa.ac.za

- DURATION OF THE RESEARCH AND RESEARCH PARTICIPANTS
I have already completed the first three chapters of the research dissertation and would like to start interviewing educators at the selected schools and administer questionnaires as soon as possible. Educators will be interviewed after school hours. The interview will take approximately 30 minutes at a time and place convenient to them.

I will gladly provide any other information that may be required.

Regards,

_____
Miss S Rabichund

UNISA student no: 760-840-3

Private Bag X9137 Pietermaritzburg
DEPARTMENT OF EDUCATION 3200
UMNY ANGO WEMFUNDO
DEPARTEMENT VAN ONDERWYS 2~8 Pietermaritz Street

PROVINCE OF KWAZULU-NATAL ISIFUNDAZWE SAKWAZULU-NATAL
PROVINSIE KWAZULU.NATAL

TO MISS S RABICHUND
18 SALVIA AVENUE
KHARWASTAN

APPROVAL TO CONDUCT RESEARCH

Please be informed that your application to conduct research has been approved with the following terms and conditions:

That as a researcher, you must present a copy of the written permission from the Department to the Head of the Institution concerned before any research may be undertaken at a departmental institution bearing in mind that the institution is not obliged to participate if the research is not a departmental project.

Research should not be conducted during official contact time, as **education programmes should not be interrupted**, except in exceptional cases with special approval of the KZN DoE.

Should you wish to extend the period of research after approval has been granted, an application for extension must be directed to the Director: Research, Strategy Development and EMIS.

The research will be limited to the schools or institutions for which approval has been granted.

A copy of the completed report, dissertation or thesis must be provided to the RSPDE directorate.

SUPERINTENDENT GENERAL
KwaZulu-Natal Department of Education

APPENDIX B: INFORMATION - INTERVIEWEES

DEAR SIR MADAM

My name is Shalina Rabichund and I am currently employed by the Kwazulu Natal Department of Education. – . I am currently holding the position of Senior Educator at Crossmoor Secondary School. The Department of Education emphasizes quality service delivery, and to realize the vision to its fullest, it became imperative to conduct a study of all stakeholders associated with the IQMS and WSE. The study is performed as fulfillment of the requirement for my Doctorate degree (The contribution of IQMS to whole school development).

Your participation in this project will provide useful information on this topic. I can assure you that your responses will be completely anonymous and will not be used for any other purposes.

Your co-operation will be highly appreciated.

NAME OF RESEARCHER: SHALINA RABICHUND

SIGNED:

_____

ADDRESS: 19 Salvia Avenue
              Kharwastan
              4092

TELEPHONE: 4035604

APPENDIX C - QUESTIONNAIRE

Dear Sir/ Madam
The implementation of the Integrated Management System (IQMS) and Whole School Evaluation (WSE) is gaining momentum. Many schools have already been evaluated by a team.
The aim of the research is to explore the extent to which IQMS and WSE have contributed to whole school development.   It is against this background that a structured questionnaire was designed as it is one of the most effective ways of eliciting staff opinions. Your opinion is an important component of the school system since you are directly involved with what happens at school. We are aware of the fact that without your opinion the information is not credible.
Please note that you are at liberty to withdraw from this study at any time.

Kindly complete the questionnaire.
Please bear the following in mind when completing this questionnaire:
- Do not write your name on the questionnaire
- There are no correct or incorrect answers. We merely require your honest opinion.
- Your first spontaneous reaction is most valid.
- Please answer all questions.
- Please return the questionnaire to the person from whom it was received as soon as possible after completion.

Thank you for your kind cooperation.

_____
S Rabichund (Miss)

QUESTIONNAIRE

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1-2

Dear Sir/Madam

The aim of this questionnaire is to identify the factors that influence the effective implementation of IQMS and its contribution to whole school development. **Please indicate your response by writing the relevant number in the square provided** for in sections A - G.

SECTION A   BIOGRAPHICAL DATA

	Your response	OFFICIAL use only
Q1 I am currently 1 : A Level 1 educator 2 : An HOD 3: A Principal		3
Q2 My school is 1 an urban school (a city school) 2 a rural school		4
Q3 Number of students in my school 1 Less than 200 2 Between 201 and 400 3 Between 401 and 600 4 Between 601 and 800 5 Between 801 and 1000 6 More than thousand		5
Q4 Type of school 1 Primary school 2 Secondary school		6
Q5 Number of teaching staff in my school 1 Less than 20 2 Between 21 and 40 3 Between 41 and 60 4 More than 60		7

Do you have any other comments that will explain the above even more?

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SECTION B: CIRCUMSTANCES WHEN YOU IMPLEMENTED IQMS

In the following part of the questionnaire, **please rate to which extent the following statements applied to circumstances at your school at the time of IQMS and WSE implementation.** Do the **rating** on a five-point scale **where the rating scale implies the following**:

1 no, definitely not	2	3	4	5 yes, definitely

Q6 Commitment of staff to teaching is crucial for effective implementation of IQMS.		8
Q7 Individual staff members have a clear **vision** of their future in teaching.		9
Q8 Staff members regard themselves as competent.		10
Q9 Staff members **are** in a state of readiness in order to activate action and to maintain action when implementing IQMS and Whole School Development.		11
Q10 The principal has a clear vision of the future in terms of IQMS.		12
Q11 The principal sets high expectations for staff.		13
Q12 The principal provides individualized support.		14
Q13 The principal stimulates staff intellectually.		15
Q14 The principal **acts as** an appropriate **role model** for Whole School Development.		16
Q15 The principal strengthens the Whole School Development culture in the school.		17
Q16 A humane school culture is a prerequisite **for** implementing IQMS.		18
Q17 Joint decision-making is important when implementing IQMS.		19
Q18 The success of IQMS depends on regular professional development programmes or related programmes		20
Q19 Educators work closely together when implementing IQMS.		21
Q20 Sufficient funding is required when implementing IQMS.		22
Q21 The principal provides constant feedback to staff when implementing IQMS / WSE in the school.		23
Q22 The effective implementation of IQMS requires a lot of human resources		24

Other (please specify)

SECTION C: FACTORS IMPACTING ON IQMS

In this part of the questionnaire, indicate to what extent you think the following had an impact on the effective implementation of the Integrated Management System in your school. Rate your response on a five point scale **where the rating scale implies the following**:

1 no, definitely not	2	3	4	5 yes, definitely

Q23 Education policies (mandates) influence the effective implementation of IQMS.		25
Q24 It is easier for a small school (less than 1 000 students) to implement IQMS effectively.		26
Q25 A shared professional culture among staff that has the same goals and values is important.		27
Q26The type of training (staff meetings/formal professional development programmes/informal discussions) influences the effective implementation of IQMS.		28
Q27 Both management and staff should support the IQMS philosophy strongly.		29
Q 28 The principal and staff should work closely together.		30

Other (please specify)

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SECTION D: STAFF DEVELOPMENT PROGRAMMES ON IQMS

In the following part of the questionnaire, indicate to what extent you find that each of these aspects was important when you had staff development programmes (awareness programmes and other development programmes) on IQMS for your school. Rate your response on a five point scale **where the rating scale implies the following**:

1 no, definitely not	2	3	4	5 yes, definitely

Q29 The form (focus and content) of staff development programmes on IQMS is important.		31
Q30 The time of day when presenting IQMS staff development programmes was considered.		32
Q31 We used well-equipped venues for our staff development programmes on IQMS.		33
Q32 Individual educators were actively involved in their own learning during staff development programmes.		34
Q33 Staff interaction through small-group discussions occurred in staff development programmes.		35
Q34 The time of year when presenting an awareness programme on IQMS was considered carefully.		36
Q 35 Staff development programmes IQMS were presented over an extended period of time.		37

Other (please specify)

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SECTION E: TYPES OF STAFF DEVELOPMENT PROGRAMMES

In the following part of the questionnaire, indicate the type of staff development programmes (awareness programmes and other development programmes) you had on IQMS for your school. **Please indicate your response by writing the relevant number in the square provided** for sections E.

Q36 A one day workshop introducing the IQMS philosophy. Yes = 1 No = 2		38
Q37 Two to three day workshop introducing the IQMS philosophy. Yes = 1 No = 2		39
Q38 Weekly staff meetings discussing IQMS implementation. Yes = 1 No = 2		40
Q39 Constant feedback from the principal to staff on their effective implementation of IQMS. Yes = 1 No = 2		41
Q40 Visiting another school that successfully implemented IQMS. Yes = 1 No = 2		42
Q41 Consulting another school or schools that successfully implemented IQMS. Yes = 1 No = 2		43
Q42 Attending national/international conferences on IQMS. Yes = 1 No = 2		44

Other (please specify)

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SECTION F: IMPACT OF IQMS ON SCHOOL

In the following part of the questionnaire, indicate to what extent you find that IQMS has had an impact on each of the following aspects in your school. Rate your response according to a five point scale where **the rating scale implies the following**:

1 no, definitely not	2	3	4	5 yes, definitely

Q43 The quality of the teaching has improved since the introduction of IQMS		45
Q44 The quality of learning among learners has improved since the introduction of IQMS.		46
Q45 Relationships among staff members have improved since the introduction of IQMS.		47
Q46 The relationship among teaching staff and learners has improved since the introduction of IQMS.		48
Q47 The relationship between staff and parents has improved since the introduction of IQMS.		49

Other (Please specify)

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SECTION G: EXPERIENCE TO COMPLY WITH CRITERIA OF IQMS
In the following section of the questionnaire, please rate how you experienced IQMS implementation at your school. Rate your response according to a five point scale where the rating scale implies the following:

1 no, definitely not	2	3	4	5 yes, definitely

Q48 Meeting the criteria of IQMS was time consuming		50
Q49 Meeting the criteria of IQMS has been difficult for the school		51
Q50 The implementation of IQMS was very challenging for the school.		52
Q51 It was worthwhile for our school to participate in implementing the IQMS philosophy.		53
Q52 It was worthwhile for my own professional development to participate in implementing the IQMS philosophy in my school.		54

Other (Please specify)

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APPENDIX D

INTERVIEW GUIDE: PRINCIPALS

PRINCIPAL

- With an array of changes in the educational sphere in South Africa, to what extent do you regard these changes as beneficial to our country?

- As principal, what impact have these changes had on you?

- How are these changes communicated to the staff?

- In terms of management and leadership, what do you regard as your main duties/responsibilities as the school principal?

- What do you consider the general purpose of evaluation /staff appraisal to be?

- What is your understanding of the whole-school evaluation concept?

- What training did you undergo as principal on whole-school evaluation?

- As principal what do you consider the purpose of the integrated quality management system (IQMS) to be?

- Explain how the process of whole-school evaluation was conducted at your school.

- What were some of the challenges that you were faced with during the whole-school evaluation process?

- Outline the areas in this school regarding WSE that were considered very strong and weak.

- In terms of the weaknesses identified, what plans are in place to attend to these?

- What improvement strategies have been adopted to focus on areas that require attention in your school?

- What suggestions will you offer regarding the IQMS process, WSE and Whole School Development?

APPENDIX E - INTERVIEW GUIDE: EDUCATORS (Focus Group Interviews)

This guide will be used only to ensure that important issues are included in the discussion. At no time will the interview guide be used to dictate the course of the discussion and all participants will be allowed to raise issues that are of concern to them.

- How do you feel about the innovations in terms of education in South Africa?

- How are education policies communicated to educators in your school?

- What assistance is received from the principal to understand and cope with the educational changes that we are currently faced with?

- Describe the purpose of staff evaluation.

- What do you understand by the concept of the integrated management system (IQMS)?

- How do IQMS and WSE differ from one another?

- Were there any challenges that you experienced during the process of
    (i)   IQMS and
    (ii)   WSE?
    Elaborate.

  - As an educator, what role did you play in both internal and external evaluation of WSE?

  - What problems were encountered in the implementation of WSE at your school?

  - What support was obtained from the principal to overcome the problems that were experienced during IQMS implementation?

  - How has IQMS contributed towards the development of your school in its entirety?

  - In terms of WSE how were you supported by the principal to address areas that require improvement?

  - What support has been received from department/superintendents/subject advisers to address areas that require improvement?

  - What have you learnt from the IQMS and WSE?

APPENDIX F – TRANSCRIBED INTERVIEW

Interviewer: How do you feel about the innovations in terms of education in South Africa?

Educator : *Change or innovations are good. Hum, but in terms of education, well there seems to be too many innovations or improvements that are being tried to be made. I'm not in any way suggesting that they are not good BUT we need to introduce one thing at a time. What happens is something is introduced and before it takes hold something else is introduced and then you find a whole lot of confusions and unhappy individuals. So what I am saying is – while innovations are good they must be reasonable and they should not overpower or overawe educators. Another thing is that these policy makers are not in the classroom- they are far removed from what is happening in the classroom and what we actually have to deal with –so…basically my point is some of these innovations are a bit far reaching especially for schools like ours.*

Interviewer: How are education policies communicated to educators in your school?

Educator : *Well, the principal or one of the members of management who attend these workshops hold staff meetings with the staff to discuss new policies.*

Interviewer: What assistance is received from the principal to understand and cope

with the educational changes that we are currently faced with?

Educator   :   *To be quite honest, very little assistance has been received. Whatever we*

are told is not something we don't already know. Mmm so it like makes no

difference. Principal attends a number of meetings but we still find

assistance or help wanting.

Interviewer: Describe the purpose of staff evaluation.

Educator   :   *It is an appraisal of educators, assessing them according to criteria, to*

see where an educator needs assistance

Interviewer: Explain your views on the IQMS.

Educator   :   *To me it is a system very cleverly created or designed under a very fancy*

name to control educators. It's like going back to the days of inspection

you know…where everything was so oppressive – you have a dominating

force like we have the department who want to have this hold over

educators.

Interviewer: How do IQMS and WSE differ from one another?

Educator   :   *IQMS looks at an individual while WSE looks at the school*

Interviewer: Were there any challenges that you experienced during the process of

(i)IQMS and

(ii)WSE?

Elaborate

Educator : *Well during both there were definitely challenges that we experienced. If we look at IQMS –here educators were burdened with a lot of filling in of forms which was quite daunting and confusing sometimes. Not fully understanding the expectations of IQMS was also a challenge. Every school seemed to be doing their own thing. Time for doing IQMS was a problem –you know if you look at the other duties that one has to normally fulfil – it takes time and IQMS just added to what we were already finding difficult to cope with.*

Interviewer: As an educator, what role did you play in both internal and external evaluation of WSE?

Educator : *Moral support, workshops, assisting educators in terms of reducing work to make time available to focus on relevant documentation and so on.*

Interviewer: What support was obtained from the principal to overcome the problems that were experienced during IQMS implementation?

Educator : *The principal tried his level best to assist the educators in whatever way possible. However he, himself found difficulty with implementing the policy because of the limited knowledge that he possessed.*

Interviewer: What problems were encountered in the implementation of WSE at your school?

Educator : *Lack of resources, large class sizes, poor infrastructure, limited time, additional paper work, learner from disadvantaged backgrounds, socio-economic conditions(our school serves a very poor community).*

Interviewer: How has IQMS contributed towards the development of your school in its entirety?

Educator : *I cannot say that our school has developed yet. It will take time before our school can actually speak of any positive change.*

Interviewer: In terms of WSE how were you supported by the principal to address areas that require improvement?

Educator : *Yes. Principal is always willing to assist and even if he is not certain about certain issues, he makes every effort to find out and help the educators.*

Interviewer: What support has been received from department/superintendents/subject advisers to address areas that require improvement?

Educator : *That is a question to which the answer is very obvious. We have received*

no support from any of them. Whatever way we tried communicating with

them failed. Their telephones simply ring when you try to contact them

telephonically. If messages are left – calls are not returned. Everyone

seems to be so busy but the question is, is what are they so busy doing? If

anything they should be making every effort to help schools and educators

with difficulties they are having with IQMS and WSE.

Interviewer : What have you learnt from the IQMS and WSE ?

Educator : *The concept of accountability, team-teaching, collaborating, networking*

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