

**THE INFLUENCE OF TEACHER UNIONS ON INTEGRATED  
QUALITY MANAGEMENT SYSTEM POLICY FORMULATION AND  
IMPLEMENTATION IN A PRIMARY SCHOOL IN THE  
JOHANNESBURG CENTRAL REGION**

by

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(ii)

**DECLARATION**

I declare that **THE INFLUENCE OF TEACHER UNIONS ON INTEGRATED QUALITY MANAGEMENT SYSTEM POLICY FORMULATION AND IMPLEMENTATION IN A PRIMARY SCHOOL IN JOHANNESBURG CENTRAL REGION** is my own work and that all sources that I have used or quoted have been indicated and acknowledged by means of complete reference.

.....

LINDA ANTOINETTE KHANYI

November 2013

**(iii)**

## **DEDICATION**

This study is dedicated first to God the Almighty who made it possible for me to embark on this journey. I give a special dedication to my adorable late father who had big dreams for me, my late father in-law who wanted me to be a Doctor.

To my loving mother who has always been by my side and gave me much needed support always. My family, your love and encouragement cannot be measured and friends, who supported me patiently throughout.

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May this study be an inspiration to all my children.

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**I take a bow towards your contributions.**



## **ABBREVIATIONS**

**African National Congress (ANC)**

**African Teachers' Association of South Africa (ATASA)**

**Alabama Education Association (AEA)**

**American Federation of Labour-Congress of Industrial Organization (AFL-CIO)**

**American Federation of Unions (AFT)**

**American Normal School Association (ANSA)**

**Australian Education Union (AEU)**

**Australian Teacher Education Association (ATEA)**

**British Standards Institution (BSI)**

**Cape African Teacher Union (CATU)**

**Cape African Teachers' Association (CATA)**

**Cape African Teachers' Union (CATU)**

**Church Missionary Society (CMS)**

**Congress of South African Students (COSAS)**

**Congress of South African Trade Unions (COSATU)**

**Consolidated Revenue Fund (CRF)**

**Democratic Educators Teachers' Union (DETU)**

**Department of Education (DoE)**

**Department of Education and Training (DET)**

**Development Appraisal (DA)**

**Development Appraisal System (DAS)**

**Development Support Group (DSG)**

**District Office (DO)**

**East London Progressive Teachers Union (ELPTU)**

**Education for an Aware South Africa (EDASA)**

**Education for an Aware South Africa for Whites (EASAW)**

**Education Labour Relations Council (ELRC)**

**Educational Research and Dissemination Programme (ERDP)**

**Egyptian Trade Union Federation (ETUF)**

**Employment of Educators Act (EEA)**

**Federation of Egyptian Trade Unions (FETU)**

**Federation of National Educators (FNE)**

**Federation of University Teachers' Association (FUTA)**

**Gauteng Department of Education (GDE)**

**Independent Teacher Syndicate (ITS)**

**Integrated Quality Management System (IQMS)**

**Internal Whole School Evaluation (IWSE)**

**Kentucky Education Association (KEA)**

**Legislative Assembly (LA)**

**Legislative Council (LC)**

**Liberal Democratic Party (LDP)**

**Madhyamik Shikshak Sangh (MMS)**

**Member of Executive Council (MEC)**

**Natal African Teachers' Union (NATU)**

**National Board for Professional Teaching Standard (NBPTS)**

**National Education Association (NEA)**

**National Education Crisis Committee (NECC)**

**National Education Union of South Africa (NEUSA)**

**National Party (NP)**

**National Professional Teacher Organisation of South Africa (NAPTOSA)**

**National Professional Teaching Standard (NPTS)**

**National Teacher Association (NTA)**

**National Teacher Unity Forum (NTUF)**

**National Union of Angolan Workers (UNTA)**

**National Union of General Workers (NUGW)**

**National Union of Teachers (NUT)**

**Native Educational Association (NEA)**

**New South Wales Teacher Federation (NSWTF)**

**No Child Left Behind Act (NCLBA)**

**Nyasaland Teachers Association (NTA)**

**Office for Standards in Education (OFSTED)**

**Participative Decision Making (PDM)**

**Peer Assistance Review (PAR)**

**Peer Review (PR)**

**Peer Review Approach (PRA)**

**Performance Management (PM)**

**Personal Development Programme (PDP)**

**Personal Growth Plan (PGP)**

**Prathmik Shikshak Sagh (PSS)**

**Professional Development Process (PDP)**

**Professional Teachers' Union (PTU)**

**Programme of Assistance to Primary Education (PAEP)**

**Progressive Teachers Union for Coloureds (PTUC)**

**Progressive Teachers' League (PTL)**

**Promoting Rights in Schools (PRS)**

**Public Service Coordinating Bargaining Council (PSCBC)**

**Quality Assurance Management System (QAMS)**

**Quality Management System (QMS)**

**Queensland Teacher Union (QTU)**

**Rajkiya Shikshak Sangh (RSS)**

**Rochester School System (RSS)**

**School Improvement Plan (SIP)**

**School Management Team (SMT)**

**South African (SA)**

**South African Communist Party (SACP)**

**South African Democratic Teachers Union (SADTU)**

**South African Teachers' Union (SATU)**

**Staff Development Teams (SDT)**

**State Schools Teacher Union of Wales (SSTUW)**

**Suid Afrikaanse Onderwysers Unie (SAOU)**

**Teacher Union Reform Network (TURN)**

**Teachers Association of Malawi (TAM)**

**Teachers Association of South Africa (TASA)**

**Teachers' Federal Council (TFC)**

**Teachers' Union of Malawi (TUM)**

**Total Quality Management (TQM)**

**Transvaal African Teachers' Association (TATA)**

**Transvaal African Teachers' Union (TATU)**

**Transvaal United African Teachers' Association (TUATA)**

**United Nations Children's Fund (UNICEF)**

**United States of America (USA)**

**United Teachers Association of South Africa (UTASA)**

**Uttar Pradesh (UP)**

**Vitt Viheen Shikshak Sagh (VVSS).**

**Voluntary Service Overseas (VSO)**

**Western Cape Teachers Union (WCTU)**

**Whole School Evaluation (WSE)**

**Witwatersrand Council of Education (WCE)**

## **ABSTRACT**

This study explores the influence of teacher unions on the formulation and implementation of the Integrated Quality Management System (IQMS) in the Johannesburg Central District. The involvement of unions in the signing of Collective Agreement Number 8 of 2003 and the failure of unions to fully support implementation at school level is a challenge. Unions are part of the bargaining council in the Education and Labour Relations Council as they are also part of the policy formulation process. The constitutional duty that teachers need to align themselves with is to provide quality education that will allow learners fair and better opportunities of succeeding. The use of IQMS as a quality measurement system is of outmost importance to stabilise the education environment and to benefit the nation. Unions therefore have a statutory obligation not only to their constituencies but also to their clients, the teachers.

The study was qualitative and exploratory in nature, based on grounded and social constructivism theory. It was conducted in the Johannesburg Central region that forms part of the Gauteng Education Department. The sample consisted of groups of five union representatives, two Gauteng Department of Education officials and 35 school-based unionised teachers. The researcher used observation, one on one interview as well as focus group interviews to collect data. The unions involved in the study were the Suid Afrikaanse Onderwyseris Unie the National Professional Teachers' Organisation of South Africa and the South African Democratic Teachers' Organisation. Findings showed a deficiency in processes such as advocacy, training and funding which are the main determinants of policy implementation. The unions were of the opinion that regardless of their role in the ELRC which some viewed as rubberstamping; their influence was not of much significance during the formulation of policies. They suggested a more rigorous and intense route that could give them the mandate to be hands on during the formulation of policies. They also reported that they needed qualified and competent people to spearhead training so as to ensure a better understanding by all stakeholders during the effective implementation of IQMS.

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# CHAPTER 1

## ORIENTATION AND BACKGROUND

### ○ INTRODUCTION

The National Education Policy Act 27 of 1996 provided the then Minister of Education Kader Asmal with powers to determine policy according to certain principles (South Africa Government 2013). The minister established certain bodies for consultation, publishing, policy implementation, education monitoring and evaluation. This study discussed policy that followed the same guidelines as stipulated in this Act, with the first chapter clarifying the influence that unions had on formulation and implementation of the Integrated Quality Management System (IQMS) policy.

Trade unions are a bridge that workers use to form relations with the employer in order to communicate their needs (Longman 1991:709). They serve as a mouthpiece to achieve workers' goals in the workplace. In South Africa, employees have a right to choose which trade union they want to belong to (Constitution of South Africa 1996: 18). Employers need to be fair to employees and not only consider their own interests. Unions work as employee watchdogs, to ensure that such fairness in the workplace prevails (Longman 1991: 710). South Africa is one of the countries with the largest number of trade unions in Africa (Kraus 2007:3). It was, therefore, inevitable that all employment sectors would formulate and join unions of their choice (Bill of Rights, South African Constitution 1994). Some merged with political parties in order to pursue the interests of the workers and influence the ruling party through the alliance. An example of this merger is the tripartite alliance between the African National Congress (ANC) , which is the ruling party in South Africa, the South African Communist party (SACP) and the Congress of South African Trade Unions (COSATU), to which the South African Democratic Teachers' Union (SADTU) is an affiliate. This alliance was formed to ensure that the ruling political party would receive votes from the working class in order to win elections. In return members of the trade unions were given positions of power in government. An example of such an exchange was evident in the case of former Secretary General of SADTU, Thulas Nxesi, who was sworn in as a member of parliament after the ANC won elections in 2009



(Zengele 2009). Other examples cited by Zengele (ibid) were the appointments of senior SADTU members like the former SADTU president Membathisi Mdladlana as Ambassador to Canada in November 2012 including his appointment as Minister of Labour from 1998 to 2010. Mr Duncan Hindle, another former SADTU president, became the Department of Education Director-General in 1994. Litho Suka an ANC member of parliament was also a member of SADTU and is currently serving as the whip in the Transport portfolio (Who's Who 2012). This study investigated the association within the tripartite alliance, in particular between trade unions in the education sector and their influence on policy formulation and implementation.

IQMS remains questionable in schools in that while its implementation is aimed at empowering teachers, there seems to be some challenges on scores. This emanated from comparing the quality of results or number of learners performing well with IQMS scores. The Education Labour Relations Council (ELRC) agreed and signed IQMS on the 27 August 2003 which is popularly known as the Collective Agreement Number 8 of 2003. Its purpose was to align the different quality management programmes and implement an IQMS that would include performance measurement, development appraisal and whole school development. Teacher trade unions that signed this agreement were the National Professional Teacher Organisation of South Africa (NAPTOSA), South African Teachers' Union (SATU) or Suid Afrikaanse Onderwysers Unie (SAOU) and the South African Democratic Teachers Union (SADTU). There was, however, a reaction to the agreement in Resolution 14, to be discussed later in the study.

## **1.2 BACKGROUND OF THE STUDY**

This section examines the origins of unions to the formation of teacher unions and the roles they play in IQMS policy formulation and implementation.

### **1.2.1. The origins of unions in general**

Trade unions can be traced back to 1894 in Europe (Myburg 1999:25). They were formed to protect skilled workers in the industry against exploitation by employers (ibid). They represented not only workers who were part of the workforce but also those who had retired (ibid). During that era, women, children, rural workers and immigrants were becoming part of the workforce. Myburg (1999:7) further states that unions were child-centred, professional and not work oriented. Children and women were often struggling

under unfavourable conditions while being ostracized by their employers. The Roman Catholic Church endorsed trade unions and demanded that workers be given certain rights, including putting safety regulations in place (ibid).

According to Myburg (1999:25), for many years unions were illegal in most countries such as the United States of America (USA), China, India and much of Europe. Severe punishment by employers and prosecution by the state was handed down to anyone who attempted to form a trade union (ibid). Nevertheless, trade unions continued to be formed and gradually acquired political influence in the workplace. They were slowly accepted and legalised with workers being allowed to join unions of their choice (ibid).

Relationships between employers and employees have taken many forms in the history of South Africa. This started when the Dutch settlers arrived in the Western Cape in 1652 and established a refreshment station for their Asian trade (SA History 2013). Slavery was introduced to assist the settlers with the production of crops and cattle farming. By 1660 the settlement had grown into a town which led to the introduction of more slaves (ibid).

Skilled workers from Europe and Australia were brought in to work in South African mines. The results were that skilled white workers formed the first documented union in 1881 (Fennimore 1996:22). Blacks were also drawn to mining after losing their land to settlers during the 19<sup>th</sup> Century. On the other hand, as Fennimore (1996:21) states, black labourers were left to do manual work for low wages. When labour was scarce blacks were trained and given better wages, a step which was reluctantly accepted by employers. The white employers then formed what was known as the Witwatersrand Chamber of Mines, which sought to bring down the wages of black labourers (ibid).

Fennimore (1996:21-22) reported that this move led to resistance by black workers through desertion and boycotts. In turn several laws were passed which forced black workers to leave their land of birth (ibid). They were forced to work for low wages and worked at specific areas within specified timeframes (Fennimore 1996:21-22). At first it was not easy for black workers to organise themselves into unions because of the compound system used in the mines. A compound system meant that people were confined to a specific space that was cordoned off and confined. They therefore organised themselves outside the mines and formed the Industrial and Commercial Workers Union in 1959 (Fennimore 1996:21-22). This was the beginning of trade unions for black workers in

South Africa. They played a significant role in the changing of labour and apartheid policies in the country (South Africa Info 2010).

Trade unions also included civil services such as teachers and the success of the formation of unions remained one of the most significant in the history of trade unions (South Africa Info 2010). The unions also succeeded in negotiating for better wages, retrenchment, restructuring and conditions of services. In the present day most problems in the workplace are solved through mediation, conciliation and arbitration (ibid).

### **1.2.2 The formation of Teacher Unions in South Africa**

In 1940 two unions were formed in South Africa namely: the Cape African Teachers' Association (CATA) and the Transvaal African Teachers' Association (TATA). They first started as associations and later became unions (Reeves 2000: 67). These unions organised teachers and parents to resist the repressive education system. The Act was unfavourable because black teachers had to teach large number of learners in classes and yet get paid low salaries. Sometimes they were not paid at all (Reeves 2000:67). At the time the unions were propagating a different education system for different race groups. These two organisations were not recognised by government, which led to their collapse. Thereafter two relatively moderate organisations, the Cape African Teacher Union (CATU) and the Transvaal United African Teachers' Association (TUATA) were formed (Reeves 2000:67). Reeves (ibid) further assert that these were said to be moderate because radical teachers were not allowed to join. The executive positions were held by principals and inspectors while other unions were formed across the racial spectrum and assisted in improving teachers' salaries.

In the 1980s, a group of teachers in Johannesburg launched the National Education Union of South Africa (NEUSA) (Reeves 2000:70). Members of the union protested against low wages, inferior education, poor working conditions, shortage of qualified teachers and lack of resources and facilities at schools. NEUSA was followed by other organisations that were formed in different provinces by different race groups. These were the East London Progressive Teachers Union, Western Cape Teachers Union, Progressive Teachers Union for coloureds, Education for an Aware South Africa for whites, and others (Reeves 2000:71).

There were riots and boycotts across the country. Although all teachers had common grievances, there was a lack of unity amongst the teacher organisations. A meeting was called in Soweto by parents to address what was perceived as various crises in education (Reeves 2000:75-86). After it was realised that the crisis was national, a conference was then organised in December 1985 and the aim was to ensure that learners returned to school. Certain demands emanating from their grievances were drawn up to be presented to the Department of Education and Training (DET). This led to the formation of the National Education Crisis Committee (NECC) and a second conference (ibid). The aim of which was to address learner absenteeism and the unity of all teachers. It was agreed that learners should return to school and stop boycotts (Reeves 2000:86). However, the issue of unity was not resolved because of the diversity of teachers and a multitude of differing political ideas (ibid).

In 1988 delegates at a conference held in Harare came out with an idea of formulating a non-racial teacher union (Sadtu Constitution.2003). Organisations present were the African Teachers' Association of South Africa (ATASA), United Teachers' Association of South Africa (UTASA), Teachers Association of South Africa (TASA), National Educators Union of South Africa (NEUSA), Democratic Educators Teachers' Union (DETU), Western Cape Teachers' Union (WETU), Education for an Aware South Africa (EDASA), Professional Teachers' Union (PTU) and the Progressive Teachers' League (PTL) (Sadtu Constitution 2003). These organisations also formed the National Teacher Unity Forum (NTUF) in 1989. Its core mandate was to continue with the attempt to unite teachers from different spectrums. This mandate was realised in October 6 1990 with the launch of the South African Democratic Teachers Union (SADTU) (Reeves 2000:87). The union managed to draw members from other unions. The National Professional Teachers' Organization of South Africa (NAPTOSA) was then registered with the Labour Relations ? as a union on the 1<sup>st</sup> November 2006 (Zengele 2009:70). However before registering as a union, it was formed in 1991 and consisted of the African Teachers' Association (ATASA), the Teachers' Federal Council (TFC) and the United Teachers Association of South Africa (UTASA) (ibid)

Teacher unions in South Africa became affiliated under a larger union, the Congress of South African Trade Unions (COSATU) that had already been formed in 1985. SADTU's affiliation was prompted by problems such as low salaries and lack of negotiating rights.

Teachers in South Africa are now represented by three main unions, namely SADTU, NAPTOSA and SAOU.

Unions such as the National Association of Teachers Union (NATU) are smaller and do not have a vote in the bargaining chamber. However they do play a major role in the shaping of education by merging with other unions to form the required number in the bargaining chamber. They are involved not only in salary and other benefit negotiations but also in formulating policies that affect the curriculum and conditions of employment. These conditions include, amongst others, the implementation of IQMS. The aim thereof is to assess teachers' performance, develop them and give out incentives (ELRC Collective Agreement 8 2003: A). It is important that teachers adhere to the conditions of employment so that they are not deemed to have committed misconduct (Sadtu Organisation 2010). For instance, a teacher is expected to render services that are in line with the performance standards as indicated in section four of the Employment of Educators Act (EEA).

The EEA further states in section 18(i) that teachers are deemed to have committed misconduct if they fail to perform their duties adequately for reasons other than incapacity. The IQMS is designed to help teachers perform their duties adequately through performance assessment, support and development. It is, therefore, necessary that all teachers be assessed and if development is required, be assisted through in-service training and other development interventions. This is done to ensure that quality education is rendered to learners.

According to Schedule one on incapacity, referring to the code of good practice contained in Schedule eight of the Labour Relations Act 66 of 1995, the relevant employer must assess the incapacity of a teacher:

- By considering the extent to which the incapacity impacts on the work of the public school.
- The extent to which the teacher fails to meet the required performance standards.
- The extent to which the teacher lacks the necessary skills to perform in accordance with his/her job description (Law and Policy Handbook, Employment of Educators Act 76 of 1998).

Incapacity means that a teacher is unable to perform the duties that they are employed to do. The teacher should then be given support and development to produce the desired outcomes as set out by the employer (EEA 76 of 1998). IQMS attempts to address challenges such as these through different performance standards and is therefore an essential tool to assess teacher performance. However, it is also one of the policies that brings conflict to schools as implementation is not done correctly. This is due to either a lack of proper information or the inadequate training of teachers and principals.

### **1.3 RATIONALE OF THE STUDY**

In order to negotiate on labour issues, the unions approach the bargaining chamber known as the Education Labour Relations Council (ELRC). The ELRC consists of representatives from the employer for instance the Department of Education (DoE) and other unions that make up the required number in terms of policy. The number of representatives is determined by the membership, a proportion known as the weighting representation. The union with the most members has the greatest representation (ELRC 2010). All parties involved have influence in these negotiations as they have the same number of representation as the employer (Law and Policy Handbook, Act 76 of 1998).

For a policy to be approved it is first discussed at the chamber then all parties must come to a consensus before it is taken out for public comments (ELRC 2010). Members are consulted before it becomes a policy and an Act of Parliament. If there is no consensus reached, the parties then vote to determine whether the document should be made policy or not. However, the employer has the executive power to declare a policy invalid if there is no consensus (ibid).

It is against this background that the rationale behind research into this topic is undertaken. During negotiations at the bargaining chamber an agreement on implementation of IQMS was reached by all parties involved. However to date, the implementation of this policy remains a problem at school level. Unions would at times inform their members to disregard IQMS policy or disengage in IQMS activities without returning to the bargaining chamber. This study aims to explore the influence that unions have on the formulation and implementation of IQMS in primary schools in the Johannesburg Central Region.

## 1.4 PROBLEM STATEMENT

In the light of the discussion above the problem statement to be studied states:

- That teacher unions seem to have difficulties in the formulation and implementation of policies including the Collective Agreement number 8 of 2003 (IQMS).
- Schools are still facing challenges with implementing IQMS ten years after its inception.

IQMS is implemented through assessment and development appraisal of teachers' performance measurement and whole school evaluation (Carlson 2009: 60). Again, in terms of Employment of Educators Act (EEA) chapter A, the duties and responsibilities of teachers are clearly indicated (Law and Policy Handbook, Act 76 of 1998). It states that if and when teachers are unable to perform their duties they will be deemed to have committed misconduct (Law and Policy Handbook, Act 76 of 1998). IQMS gives a step by step outline of what is expected from teachers to render them productive. Collective Agreement Number 8 of 2003 states that the philosophy underpinning IQMS is based on the following:

- To determine competence.
- To assess strength and areas of development.
- To provide support and opportunities for development.
- To ensure continued growth.
- To promote accountability.
- To monitor an institution's overall performance and effectiveness.

According to the SADTU official website, this agreement was signed in 2003 by SAOU, NAPTOSA and SADTU as a working document (Sadtu 2010). It is against this background that the problem statement is based. The following research questions were based on the problem statement:

- What influenced the formulation of IQM and what role do unions play in the formulation of this policy?
- What role did unions play during the advocacy and information sharing of the IQMS policy?

- To what extent is the development or training given to unionists to assist with the implementation of IQMS?
- What role do unions play during the implementation of IQMS?
- What can be done to ensure effective implementation of IQMS for quality education?

These questions addressed the influence that unions have on policy formulation and implementation in education, especially on the Collective Agreement Number 8 of 2003. The background information clearly explains the role that unions play in policy formulation and implementation which leads to the objective of the study.

### **1.5 OBJECTIVE OF THE STUDY**

The objective of this research was to explore why unions have difficulties in formulating and implementing policies especially Collective Agreement number eight of 2003. The study was also focused on challenges around implementation of IQMS ten years after its inception. The findings to this would help establish how much influence unions have on the formulation and implementation of Integrated Quality Management System in primary schools in the Johannesburg Central region.

### **1.6 DEFINITION OF TERMS**

The following terms will be used in the study and need to be clarified.

#### **❖ Trade union**

The term trade union is used differently in different contexts and countries (Wikipedia 2010). However, for the purposes of this study, union is defined as an organisation that forms relationships between employers and employees with the aim of ensuring that the interests of the latter are taken into consideration, such as remuneration and working conditions. According to Longman (1991:710), trade unions also have a right to canvass members in the workplace. Longman (1991:710) further defines a trade union as an organisation of workers set up to represent their interests and to deal, as a group, with the employers. The employers also play a role in trade union activities because they provide remuneration for work or services rendered by employees. Chisholm (1999: 268)



describes unions, especially teacher unions, as organisations that negotiate not only salaries but also difficult terrains of policy, especially where contestation over ownership and control of policy is concerned. Kerchner and Mitchell (1998:23) assert that unions are making in-roads in areas that were formerly for management only. This further indicates the purpose of unions in the work place. Fennimore (2002:61) defines a trade union as a continuous association of wage earners for the purpose of maintaining or improving conditions of working lives. Part of the conditions of work is to follow policies. For the purpose of this study reference will be made to teacher unions. As part of their role, they are expected to assist with formulation and implementation of policy. For Reeves (2000:91), unions as organisations help workers to obtain better salaries and improved working conditions. Working conditions include implementation of policy. In this study, trade unions will be regarded as a bridge between the employer and the employee to enable good negotiations, maintain good working relations and ensure that quality production of educational outcomes is attained.

#### ❖ **Employees**

The Education Law and Policy Handbook (Act 76 of 1998) refers to employees as people who have gained rightful employment in an organisation and are remunerated for the work done. This category includes permanent, temporary, casual and contract workers. Permanent employees whose membership is in various teacher unions are the subjects of this research. Their role in policy implementation will be investigated. The South African Oxford Dictionary of English defines an employee as a person employed by someone in return for monetary gain (Ed 2004:151). Employees are defined as persons who work for another in return for financial or other compensation (The Free Dictionary 2013). In this study employees will be regarded as people who render services for remuneration.

#### ❖ **Employer**

According to Bendix (2010:191), the term employer in the modern context is misleading because most businesses are not owned by a single person but rather companies and shareholders who are sometimes not directly involved in the day to day running of the business, but employ managers for that purpose. Managers are then referred to as employers, which they are not as they are also employed. The conclusion would be that a person standing in for an employer shall be referred to as an employer because of their

direct involvement with the workers or employees. The Employment of Educators Act 76 of 1998 EEA (**state section**) refers to the employer as a person who employs one or more people to render services to them or the organisation, with the aim of remunerating them for the work done. The business dictionary refers to an employer as “a legal entity that controls and directs a servant or worker under an implied contract of employment and pay a salary or wages in compensation (Business Dictionary 2013). In the case of this study, the employer will be the Department of Education. Therefore the employer is someone who is employed in the service of the department and assumes the role of the employer in implementing policies and systems that are put in place to ensure the smooth running of schools.

#### ❖ **Dispute**

Kinder (1979: 154) defines a trade dispute as one between an employer and the unions or employees in matters relating to conditions of work. It also refers to the freedom to strike if necessary. A trade dispute can also include disciplinary action against workers. As indicated above, as long as there are differences of opinions about the implementation of IQMS, there will be disputes. It is, therefore, necessary to understand this term as it will be used frequently. Readers Digest Word power Dictionary defines trade dispute as a disagreement between an employer and employee that leads to an industrial action (Trumble 2002: 275). The dispute is on issues of negotiation reaching a deadlock. For the purpose of the study a trade dispute is when negotiations reach a point of no consensus between two or more parties trying to resolve a problem.

#### ❖ **Industrial action**

Kinder (1979: 155) defines industrial action as action taken by workers to demonstrate their dissatisfaction with issues in the workplace, if negotiations do not yield desired outcomes. These actions can take different forms, for example pickets, go slows or strikes. All these must be within the framework of the law and unions must obtain legal documents that give them the right to do so. To achieve particular goals, trade unions may enforce strikes or resistance to lockouts. Industrial actions would then be defined as actions taken by employees to show their dissatisfaction when negotiations meet a stalemate through actions mentioned above. Industrial actions are steps such as strikes, work to rule that workers take to enforce their demands or grievances (Business Dictionary 2013).

## ❖ **Total Quality Management**

Total Quality Management (TQM) is defined as a philosophy that is used in industries and education sectors to improve quality in products, processes and services, and to enhance performance. It represents a fundamental change in the way the organisation conducts its business (Winn 1998:24), the most important element for its success is the involvement of all stakeholders in an organisation. TQM is a comprehensive and structured approach to organisational management that seeks to improve quality of products and services through continuous feedbacks (Techtarget 2013). For the purpose of this study TQM is regarded as a holistic system of acquiring total quality in an organisation through the involvement of all stakeholders through products or rendering services.

## ❖ **Integrated Quality Management System**

IQMS is an instrument designed to help teachers perform their duties adequately. IQMS included a Development Appraisal System, Whole School Evaluation and Performance Measurement System (Mestry, Hendricks & Bisschoff 2009: 479). The rationale behind its formulation was to provide continuous support for teachers, promote accountability, monitor schools' overall effectiveness, evaluate teacher performance and assist teachers with professional development (ELRC, 2003). For this study IQMS is regarded as the only instrument to measure quality of work rendered by teachers in schools.

## ❖ **Quality**

Quality is defined as the totality of features and characteristics of a product or service that bear on its ability to satisfy stated or implied needs (Harvey & Green 1993:93). It is also an on-going process of building sustainable relations by assessing and fulfilling stated and implied needs of excellence (Word Power Dictionary 2002). For Sallis (1996:1) it means excellent results as aimed for that make the difference between the success and failure of an organisation. The success is in line with the organisations objectives, vision and mission. On the other hand Parsons (1994:87) defines quality as the totality of features and characteristics of a product or service that bear on its ability to satisfy stated or implied needs. This latter definition implies the use of a yardstick or benchmark against which an organisation measures its performance and determines the quality. In this study quality will be referred to as a way of reaching a certain benchmark as determined by the organisation, in order to achieve its objectives.

## ❖ **Advocacy**

Advocacy is a form of gaining public support through the involvement of others in doing something, an idea or suggestion by other people (Gillard 2003:19). Advocacy should be the buy in of an idea or legislation (House & Howe 1998:2). In the case of IQMS the researcher was interested in finding out if public opinion was considered in its formulation. Advocacy also answers the question of what and why advocacy is necessary (ELRC Collective Agreement 8, 2003:6- Section A)

## ❖ **System**

A system may be an internal or external quality assessment process and structure within the education institution with systematic efforts for continual enhancement or improvement of quality. This is a task for the leadership structure of an education institution. Wilson (1989:245-258) defines system as strategies that bring together the business aims of the company, and an understanding of the information needed to support those aims. A system is also defined as a group of interacting, interrelated elements forming a complex whole (The Free Dictionary 2013). In this study the system will be understood as a plan for the development of ideas towards future vision in an organisation.

## **1.7 RESEARCH METHODOLOGY**

A detailed explanation of the methodology and research design will be provided in chapter four. This study adopted a qualitative research approach to investigate the phenomena of interest; this will also be adequately discussed in chapter four. A basic overview of the methodology is given in this chapter. However, a literature review of the unions nationally and internationally is undertaken in chapter two and three. It focuses on the underlying issue of the roles of unions during policy formulation. As Anderson (1990:45) states, the researcher is able to direct new investigation based on previous knowledge and experience. The researcher is obligated to read intensely so as to make new knowledge (ibid). Attention also focused on acts, policies and the legislative framework used in guiding union participation in policy formulation.

### 1.7.1 Qualitative Research

For the purpose of this study and to gain clear perspectives from different individuals and organisations, the qualitative research approach was selected (Vockell 1995: 192). Qualitative research investigates organisational functioning and behaviour (Strauss 1990:17). Union executive members, non-executive members such as union site members, government officials in education, principals and teachers were interviewed. This was done to gain first-hand information on how processes and procedures leading to the formulation of IQMS were conducted.

According to Vockell (1983:5) there are four levels of research that can be used to facilitate the gathering of data. Level one, which dealt with data collection, data was collected through literature review, observation and interviews. Level two, achieving internal validity, the researcher used triangulation to ensure that validity and reliability were achieved. Level three looked at external validity, that is will the same thing happen under different circumstances or can the results be generalised? Triangulation was again used to facilitate this. The question of reliability and validity of the study was addressed by the use of different types of triangulation. Triangulation was used to ensure that data and conclusions were crossed checked.

Level four is theoretical research which seeks to address underlying principles applicable to the problem at hand. Two theories were used namely the grounded and social constructivism theories. The choice of grounded theory was inspired by the need to explore the phenomena of interest which touches on quality education. The purpose of grounded theory was to develop a theory about phenomena of interest that is collected and analysed (ibid). The theory would give the researcher a chance to embark on a voyage of discovery with participants as pronounced by Denscombe (2007:90-91). The voyage assisted the researcher to eventually learn more about the influence that unions have on quality education. Social Constructivism is described as a theory that deals with the way people give the meaning of the world through a series of individual constructs (Von Glaserfeld 1989:160). Constructs are the different types of filters we choose to place over our realities to change our reality from chaos to order (Von Glaserfeld, 1989:160). This research was based on the influence that people have a particular variable which is IQMS. It was appropriate to use social constructivism to support the researcher's assumptions. These theories ensured that the researcher worked within a certain

framework and was able to build the research based on that. The two theories were combined to ensure that a theory about phenomenon of interest, which is IQMS, was developed. That theory was developed using the way people give meaning to the world through a series of constructs as required by the social constructivism theory.

### **1.7.2 Outline on data collection**

The study was carried out through following these processes:

A critical literature review of primary and secondary sources was undertaken. It included books, articles and publications on international perspective of unions' influence on the formulation and implementation of IQMS. Theoretical frameworks used in conducting the study namely grounded theory and social constructivism was also discussed. Empirical data was collected using one on one interview and focus group interviews. Structured interviews were used with different participants. Participant observation as well as non-participant observation was used to gain a better understanding of events as they unfolded. Field notes were also taken during this process. The researcher also included her personal experience as a further source of data.

## **1.8 ETHICAL CONSIDERATIONS OF THE STUDY**

Cohen and Manion (1994:359) state that ethics is a matter of principled sensitivity to others. The researcher can have ethical limits by not only pursuing the truth but also respecting human dignity. De Vos (1998: 240) defines ethics as a set of principles that are suggested and accepted by individuals or groups and offer rules and behavioural expectations about the most correct conducts towards participants and researchers. Ethical guidelines are standard and the bases upon which researchers evaluate their conduct. The researcher in this study was duty bound to follow ethical guidelines that included voluntary participation, informed consent, confidentiality, anonymity and rights to privacy.

## **1.9 LIMITATIONS OF THE RESEARCH**

The research was limited to Johannesburg Central District, with 13 primary schools in Soweto around Zola, Emndeni, Naledi, Tladi and Protea areas. The research focused primarily on the perceptions and experiences of union representatives, GDE representatives unionised teachers and principals who are also unionists and serve as either the SDT or DSG of the school. Data was collected during one on one interview with the union representatives and GDE representatives. Focus group interviews for unionists were also conducted. An important limitation is that only an available number of unionists that served as either SDT or DSG were interviewed regardless of how many members served in these groups.

The disadvantage of this research was that the researcher could not get people who were part of the formulation of collective agreement number 8 of 2003 who represent either unions or GDE. This posed a challenge of information from hearsay because it is now ten years since its inception. For this reason the researcher sought office-based union representatives and GDE officials who were directly working with IQMS. For focus group interviews, the sample comprised of post level one up to four teachers. The aim was to gather as much information as was possible coming from different perceptions and levels of teaching. The limitations did not have any influence on the research but gave guidance in outlining the scope of the research.

## **1.10 CHAPTER DIVISION**

### **Chapter One**

This chapter provides an orientation and background of the study, introduces the problem statement, its aims and objectives. The definition of terms and research method are outlined.

### **Chapter Two**

This chapter presents the literature review of the study based on international perspectives of union influence on formulation and implementation of quality management systems. It also shows recent trends in quality management.

### **Chapter Three**

This chapter presents literature review of South African (SA) perspectives on union influence on the formulation and implementation of IQMS. It also outlines the formulation of unions in SA as well as traces the historic background of the education system.

### **Chapter Four**

This chapter maps out the research methodology used for data collection when conducting this study. Qualitative approach was used to collect data.

### **Chapter Five**

This chapter provides the analyses and interpretation of data collected from all sources used.

### **Chapter six**

Presents the findings of the study, draws conclusions and makes recommendations for further research.

## **1.11 CONCLUSION**

Chapter one presented a brief overview of the main crux and focus of the research. It gave the reader an idea of what is entailed in the study and serves as a quick reference to navigate the research. It provided the aims and objectives, the research methodology and also outlined the chapters. The following chapter presents the international perspective of unions' influence on the formulation and implementation of quality management systems.



## **CHAPTER 2**

# **INTERNATIONAL PERSPECTIVES OF TEACHER UNIONS' INFLUENCE ON FORMULATION AND IMPLEMENTATION OF A QUALITY MANAGEMENT SYSTEM**

### **2.1 INTRODUCTION**

Integrated Quality Management System (IQMS) is a system that is used in South Africa to assess or appraise teachers' performances. It is therefore a quality management system used nationally for all public schools. Other countries use different forms of quality management systems in education. It is imperative to study these systems in order to understand how they assist in having quality education in schools and for the purposes of this study.

This chapter reviewed literature on quality management systems from an international perspective. It examined how they were formulated and how they function. Focus was on countries with unions, their involvement and influence in performance and quality management systems. Lastly, countries without unions were discussed to help determine how they manage performance and quality in education without union involvement or participation. This assisted in understanding international perspectives of teacher unions' influence on quality management system formulation and implementation. The research also highlighted how IQMS is not the only system that can be used to measure the quality and performance of teachers.

### **2.2 BACKGROUND INFORMATION**

In any given organisation, performance evaluation, quality control and management of processes are of utmost importance (Winn RC 1998:22-24). Employers want to know that personnel are performing to the best of their abilities. This includes whether the quality of the product meets their benchmark standard or not. Many organisations use performance evaluation and quality management to motivate employees to perform to their optimum

ability (ibid.). Education departments are no exception; they are also interested in worker performance.

The question arises as to why quality is important and what it means to an organisation. Sallis (1996:1) states that it means excellent results as aimed for and make the difference between the success and failure of an organisation. The success of the organisation should be in line with the organisation's objectives, vision and mission. Parsons (1994:87) defines quality as the totality of features and characteristics of a product or service that bear on its ability to satisfy stated or implied needs. The latter definition implies the use of a benchmark against which an organisation measures its performance. The benchmark also determines the quality of performance. Quality differs from organisation to organisation. In education, it should be in line with the philosophy of equality enshrined in the country's constitution. Unions, as guardians of the rights of the employees, should have strategies to ensure that both quality and equality are enforced.

Teacher unions play a very important role in the teaching profession, although not all countries have them. In some countries unions are legal and illegal in some. According to Kerchner (2004:2) teacher unionism was in many ways neglected in education research. Interest has only been shown in recent years. The interest is focused especially on their role in curricular achievements. The question of whether unions play an effective role in achieving quality through negotiation of academic policy has in recent years been more evident. This is pivotal in relationships between labour relations processes and school outcomes (Kerchner 2004:3). However, there is a belief that unions are only as strong as their membership, political and financial resources (Hays & Kearney 1995:178). This statement suggests that the greater the union's political and financial power, the better their negotiation results and influence.

Unions have moved from participating in human resource contracts to being fully engaged in school activities (Hays & Kearney 1995:178). This includes improvement of curriculum delivery through interventions that change the culture of the organisation. In South Africa, teacher unions play a very pivotal role in the workplace. They guard the rights of employees and politically they ensure that policies benefit both learners and teachers (Kerchner 2004:3). They are now also interested in how institutions operate and the quality of the services delivered. This is done through negotiations with employers at

different levels (ibid). The next sub-topic will look at different forms of quality management and union involvement in these systems in different countries.

## **2.3 QUALITY MANAGEMENT SYSTEMS INTERNATIONALLY**

This section describes the quality management system in place and union involvement in some international states. Countries that will be investigated are England in Great Britain, Japan, India in Asia and Australia, some states in the United States of America (USA) namely: Colorado, Chicago, Connecticut, Cincinnati and Seattle. Some identified African countries whose literature was also reviewed for this study include Egypt, Malawi and Angola. All countries used were randomly selected. Random sampling was chosen due to availability of data and the availability of unions in these countries. All countries researched were discussed under the following topics: Quality management systems, involvement of unions in quality development and implementation

## **2.4 ENGLAND**

Sergiovanni and Starratt (1993: 42-43) state that in England, schools as organisations were constantly supervised to achieve the goals set by bureaucratic authority. Two decades ago, the authorities aimed to control and manage what teachers taught in class. The argument as stated by Sergiovanni and Starratt (1993:43) entailed the following factors:

- The school was influenced by the need to specialise in different departments, such as Mathematics, Language and Music. This meant employing specialised teachers to offer quality education.
- There were general rules and practices to which all teachers had to adhere to in order to maintain standards set by the authority. These rules and regulations were put in the form of policy documents, handbooks and other circulars. They were distributed to teachers to ensure uniformity.
- Some of the schools had rigid and very formal rules and regulations. The rights of the organisation were above those of individuals. This meant that the private lives of employees did not interfere with the organisation's rights.

Employment was based on technical competency, qualification and ability. Promotions were determined by seniority in the institution. The individual candidate with more experience was most preferred for promotional posts. For one to be employed, they had to be competent according to set standards which also applied to promotions. This clearly indicates that there were instruments used to assess and maintain the standard of education. Examples of such instruments follow:

### **2.4.1 Total Quality Management Systems in England**

Total Quality Management (TQM) is defined as a philosophy that is used in industries and education sectors (Winn RC 1998:24). The aim of TQM is to improve quality in products, processes and services and to enhance performance. It represents a fundamental change in the way the organisation conducts its business (ibid). The most important element for the success of TQM is the involvement of all stakeholders in an organisation. Once all stakeholders are committed to the implementation then the first step of TQM can be initiated, namely to identify the customers. This also applies to the education sector, with learners and parents regarded as customers whose short-term and long-term needs should be satisfied. Once the customer has been identified, the next step will be to align TQM in relation to education. This involves teachers applying the fundamental elements effectively in ways that facilitate learner motivation and involvement (Babbar 1995:36). The aim of aligning TQM to education is to:

- Draw all stakeholders involved in public education.
- Address the role of teachers.
- Establish the difference between TQM applied in business and schools.
- Identify building blocks of applying TQM to teaching and apply them
- Define TQM in instructional context
- Establish what TQM can do for teachers and administrators in analysing data and giving feedback to learners.

Continuous quality improvement is one of the key aims introduced by the TQM movement. This holistic management system proposes that everyone in the organisation should be involved in the improvement of quality in all aspects of the organisation. Management holds the key to quality performance which can only occur when they ensure that all employees work to the best of their ability. The work should be of high standard and there should be continuous improvement (Murgatroyd & Morgan.1992:59-60). It is, therefore, imperative to have strong leadership. This is seen as a systematic basis for facilitating the work done by others so that they can achieve challenging goals that meet or exceed the expectation of stakeholders (ibid).

Key elements that identify TQM as identified by West-Burnham (1992:26) are:

- Quality is defined by the customer not the supplier.
- Quality must meet the needs, requirements and standards of the customer.
- Quality is achieved through continuous improvement.
- Quality is driven by senior management but those involved must also take equal responsibility.
- Quality is measured through statistics and outcomes must be visible.
- Human resources are the most valuable asset in achieving quality, therefore teamwork is imperative.
- Personal growth is necessary to achieve quality.
- Quality must be the criteria for reviewing all decisions in the institution.

These elements are intended to ensure that an organisation or persons using TQM know and understand what it aims to achieve. Total quality therefore means that every employee is involved in ensuring that quality is achieved. There is inspection and evaluation of work done and there are systems in place to achieve the vision of the organisation (Bush & West- Burnham 1994:171-173). The key elements identified above should provide a basis for quality improvement that is long-lasting, constantly growing and developing. Murgatroyd and Morgan (1994:61) give an account of the advantages and

disadvantages of using this system, indicating its strong points, loopholes and explaining how these would have been used to the advantage of an organisation.

There were high expectations in terms of quality improvement and assurance through the implementation of TQM. Organisations in England did not perform as well as expected. Owing to challenges within the system during implementation, the following points were identified:

- Teachers failed to embrace TQM and make it their own, and there was no buy in. It was seen as a top down method from senior management to staff. Unions specifically did not align themselves with this system.
- Unions perceived it as another system which would come and go and so refused to commit to it. They had little hope in the sustainability of this system and were unmotivated enough to want to know it well.
- TQM was also perceived as a method of downsizing the institutions and cost-cutting by the state. Organisations or institutions would remain with staff that the management was seen as contributing to continuous improvement and quality.
- Lack of teamwork and development also contributed to the demise of the system, while unwillingness of teachers and unions to commit led to its failure (Murgatroyd & Morgan 1994:189-201). Had unions been consulted during the first stages of TQM, it could have succeeded. Stakeholders would have known and understood what was expected of them. Involvement of teachers in the initial stages could have contributed positively towards implementation.

TQM is similar to the Development Appraisal System (DAS) which was previously used in South Africa. It was not well accepted thus was later rejected and replaced by the current Integrated Quality Management System (IQMS).

#### **2.4.2. Standard Quality Assurance System - BS5750**

The Standard Quality Assurance System, also known in England as the Quality Assurance Management System (QAMS) BS5750, is used to measure quality. Ribbins and Burrige (1994:186) wrote that: BS5750 sets out how an organisation can establish documents and

maintain effective quality systems. Procedures will be more soundly based and more efficient because they will have built-in quality at every stage.

This implies that an institution needed a system and a document or instrument. The instrument would work as a checklist to determine the system's effectiveness. Quality was also checked in all stages of production or service rendered. After assessing the quality of teaching and learning, certificates were issued. This indicated that a system to check quality was in place, known as the British Standards Institution (BSI) (Parsons 1994:2-3). According to Parsons (1994:3) there were 18 categories for measuring quality:

1. Quarterly system - to ensure systems are in place for reviewing quarterly activities.
2. Contract review - staff contracts must be reviewed and aligned to job specification so that staff members do not find themselves misplaced.
3. Design control - there must be strategies designed to ensure control of systems for implementation
4. Document control - documents must be controlled through systems or instruments to ensure compliance.
5. Purchasing - purchasing of resources for teaching and learning must be done in accordance with requirements of QAMS.
6. Product identification - the subject matter or knowledge taught, time allocation and the method must be clearly stated.
7. Process control - processes must be controlled by using continuous assessment, summative assessment, formal examinations and other forms of assessment
8. Inspection and testing - inspection by quality assurers' Office for Standards in Education (OFSTED) must be done using appropriate templates as control mechanisms.
  1. Inspection measuring and testing equipment - measuring tests or examinations given to learners to be done through moderation.
  2. Test status - the status of the test must be visible and indicate whether it is formal or informal, summative or formative. The learning outcomes must also be clearly indicated to match the standard required.
  3. Control and non-conformity status - supervisors or monitors must control conformity to standards or lack thereof.

4. Corrective action - measures to correct sub-standard work must be put in place to ensure standards are adhered to.
5. Storage and packaging - there must be space available for storing and packaging material in the schools for safety
6. Quality records - methods of recording assessments must be of required standards and indicate clearly the marks obtained.
7. Internal quality audit - an audit and summary of results after assessment to ensure that the marks allocated are authentic and also to indicate areas where learners did not perform well.
8. Training - follow up training in areas of need
9. Follow up - follow up on implementation after training to ensure that new knowledge is applied while still fresh in the mind.
10. Statistical techniques - are there statistics to prove or show progress on work done?

Some of the categories listed match those used in IQMS in South Africa. Examples of these are the quarterly reviews, documentation that needs to be filled by education institutions, internal and external audit, storing of records, corrective methods and training of teachers. These similarities show that it is necessary for education to set standards and strive towards achieving them. In addition, it shows South Africa needs to implement quality in her schools in line with international trends.

Parsons (1994:5) indicated that the BS5750 focused mainly on training of staff in order to maintain quality. However because the training was not implemented, it was ineffective. It is important that organisations implement systems that they have formulated in order to achieve their goals instead of depending on a tailor-made instrument. The acquisition of a BSI certificate only indicated that there was a system in place. It does not indicate that the standard of quality had been achieved or maintained (ibid.). IQMS in South Africa also has specific templates that are designed for smooth implementation. However, there is no certificate of compliance as is the case in England. The Department of Education (DoE) expects all schools to comply by using the standard documents to fulfil IQMS activities.



Schools are judged for compliance or non-compliance by how these documents are filled. Whole School Evaluation (WSE) is done in both countries and part of it is done by OFSTED. Below is a table that shows the difference between the South African model of WSE which is part of IQMS and the model used in England.

**Table: 2.1 The difference between England and South African model of WSE**

<b>England Model</b>	<b>South African Model</b>
WSE is aimed at inspecting schools especially poor performing schools. If there is no change the school might be closed or overhauled.	The aim of WSE is to develop the school and teachers. Findings are not used for punishment but to show where development is needed
The inspection report is published and all community members can access it. The purpose is to expose the quality of education rendered at the school. This normally discourages parents taking their children to an underperforming school.	The evaluation report is given to the school for them to improve on areas of weakness. Only the school and district office get the report.
The framework did not include schools' self-evaluation. It was only included after the education department realised the South African model	The framework starts with internal whole school evaluation before the external from OFSTED now called quality assurance.
The criteria for inspection is based on management, communication, governance and political priorities	WSE uses nine focus areas that will be discussed in chapter three where IQMS in South .Africa is discussed further.
WSE is controlled centrally and the standards are set and monitored nationally.	WSE is first done internally then provincially.

(OFSTED 2003: 1-28)

### **2.4.3 Involvement of unions in quality development and implementation**

England has a large number of legal teacher unions. Some represent certain groups in the teaching fraternity. An example is the National Association of Headmasters, the Union of Women Teachers and the Association of Teacher and Lecturers (Nasuwat 2013). South Africa has a similar scenario of representation by teacher unions.

The unions are involved in and informed about issues of quality education and the evaluation of teachers. This has been done at least since the issue of performance assessment was raised by James Callaghan in 1976. He criticised the system of curriculum and inspection of schools (Bell 1988:3-4). He called for a replacement that would include more stakeholder participation. It was not until 1986 after much scrutiny and criticism from other interested parties that an Education Act was passed. It focused on the national framework for the appraisal of educators. It was passed by the Secretary of State for Education (Bell 1988:3-4).

There was a great need for involvement of teacher unions because of their ability to provide not only material and social benefits but also psychological benefits (Hays & Kearney 1995:180). Unions were able to do this as they helped reduce stress levels of teachers, claims Hays and Kearney (1995:181). It was done when teachers faced problems such as lack or shrinkage of resources, demands for productivity, or issues of TQM. The role played by unions has since become much more accepted and respected by the state. Evidence of such acceptance is the mutual expectation of contracts at the bargaining chamber (ibid).

However, unions had more challenges in ensuring that their members were supportive and remained loyal (Hays & Kearney 1995: 183). With the state introducing systems such as TQM, it was the responsibility of unions to ensure that teachers, as key stakeholders, became involved. They should be involved in the decisions and policies that affect their institutions and their implementation (ibid). One of the initiatives of the National Union of Teachers (NUT) towards quality education, was an approach known as Schools Speak for Themselves. The initiative arose out of the union's Participative Decision Making (PDM). It aimed at involving teachers in programmes that affected them and were considered essential for the delivery of quality education in schools (MacBeath 1999:21).

### **2.4.3.1 Schools Speak for Themselves**

The NUT's Schools Speak for Themselves initiative of 1995 was considered a school-friendly approach to self-evaluation. It was piloted in different schools in England (MacBeath 1999:21-22). Ten categories that could be used for evaluation were:

1. School climate - the school climate should be friendly and conducive for learning.
2. Relationship - good teacher-learner relationship and good relations among staff members, support staff, management and parents should be maintained.
3. Organization and communication - there should be efficient communication among staff members to build a solid organisation.
4. Time and resources - the school should have equipment and material and make time to use them.
5. Recognition and achievement - learners should be recognised for their efforts, inclusively and not only for a select few. All learners should be given tokens of recognition, such as certificates and trophies, regardless of how small their achievements are. Teachers should also be recognised and acknowledged.
6. Equity - in this regard means inclusion of learners with barriers; physical, psychological or mental. The school should give fair treatment to all, regardless of race, gender or academic ability.
7. Home-school links - home and community background of learners should be considered. There should be parental involvement and support from parents in all activities in the school.
8. Support for teaching - staff development, parents supporting teachers, the maintenance of infrastructure and availability of teaching equipment is necessary for effective teaching.
9. Classroom climate - classrooms should be interesting and stimulating to capture the attention of learners and to create interest in learning. This category also entails teachers using methods that would make their lessons interesting and motivating for learners.

10. Support for learning - linking all aspects of the school that would make it a success, by helping learners learn and achieve, and helping teachers deliver learning. This would also contribute to its effectiveness in the school.

Under each category there are clusters of indicators that further explore other categories. Cluster indicators point to aspects such as school climate, discipline, arts and culture and different sporting codes (MacBeath 1999:36-58). These were intended to build up to the quality that the country and schools wished to achieve in line with their vision. This approach also looked at aspects of the Office For Standard in Education (OFSTED) that were successful. They included the educational standards of the school, quality of education provided, and effective management of resources. These aspects are dealt with in a way that indicated the individuality of the school and its environment (MacBeath 1999:21). This approach was more successful in that it was able to understand and address the central issues of teachers and learners. All the categories used were similar to the performance standards used in IQMS in South Africa. However terminology and the indicators are slightly different.

## **2.5 JAPAN**

In 1950, Japan adopted a TQM concept the USA had devised but was not using at the time (Kfmaas 2011). Edward Deming was the founder of TQM. He went to Japan to teach managers, scientists and manufacturers on how to implement TQM. The Japanese used this concept when their economy was in post-war crisis. The success of Deming's concept led to it being utilised in education (ibid).

### **2.5.1 Deming's version of Total Quality Management**

As defined previously, TQM is a management process. It can be used by organisations through continuous quality improvement plans to the fulfilment of the vision and mission of the organisations (Dahlgaard & Kristensen 1994:445). (Babbar 1995: 38) reiterates by stating that TQM represents the foundation for continuous learning improvement for learners and teachers. This shows that TQM applies to education as well as other industries. The aim is to achieve total quality through everyone's participation (ibid). Work was seen as a series of processes carried out by people in the organisation. The main

objective is to acquire quality production or services. These processes should be controlled to ensure quality at every stage.

Deming in Dahlgaard and Kristensen, (1994: 446) outline 14 steps to be considered in the quest to change schools and make quality a priority. The steps are as follows:

1. Create consistency of the purpose towards the improvement of products or services so as to be competitive. The product and service must be better in order to satisfy the needs of the consumer.
2. Adopt a new philosophy according to changing trends. As the world is changing an organisation should be in line with changing trends. This should be done to ensure sustainability of products and services.
3. Do not depend on inspection to achieve quality. Require evidence that quality is built in by making sure that employees understand what quality is.
4. Improve quality of material used by avoiding cheap material, and instead concentrate on measures of quality along with pricing. Cheap does not mean that customers will want to use the products or services. However, quality will ensure good, dependable and honest relations with customers.
5. Improve systems of production or service delivery constantly by reducing waste and improving quality.
6. Have in-service training by instituting modern methods of training and education for all. Ensure that employees adapt to the ever-changing systems in the workplace.
7. Have strong leadership skills to implement and control systems. Improvement of quality will automatically improve services or production. Leadership is the drive behind a strong and successful organisation, if the leadership understands and knows what they are doing. The leadership needs strong systems in place to monitor and control personnel, and then quality services and production are possible.
8. Drive out fear as a barrier to improvement or change. Fear is a force that paralyses people and impedes success. It is therefore important in the quest to

achieve success and quality to make employees understand and embrace change. This will enable them to work optimally.

9. Break down barriers within departments by promoting teamwork. For quality to be achieved, all employees must be made to feel important and contribute towards the success of the organisation. They must work as a team and not adversaries.
10. Eliminate the use of slogans without providing methods. Many organisations use slogans that they are unable to measure up to. Slogans such as “we’ll beat the best” or “we are number one” not only deceive about the organisation’s identity and image but also de-motivate employees. Employees become de-motivated when they are unable to measure up to certain standards set by organisations’ mottos.
11. Eliminate management-by-objectives or management-by-numerical goals by substituting this with helpful leadership.
12. Remove barriers that deprive workers of success and pride by doing away with merit or award systems. Although this is meant to motivate all employees to perform above average, in some instances it lowers their morale especially if employees are unable to achieve what the organisation expects.
13. Institute rigorous programmes of education and self-improvement for all employees by making education a fundamental right in the organisation. This stands to benefit the employer if employees are constantly studying and improving their knowledge and skills.
14. Ensure that transformation is everybody’s responsibility and top management commits to creating continuous action that leads to improving quality.

Through the steps used in the Deming procedure, schools are able to make improvements. However some points do not align with the South African school environment or context, especially because of shortage of resources.

Both Japan and England use TQM to measure quality although differences have been noted between the practices in the two countries, as depicted by Morrison (1998:51) in Table 2.2 below.

**Table 2.2: Differences between Japan and England in TQM**

<b>Japan</b>	<b>England</b>
Deals with quality of people	Deals with quality of products and services
Customer-oriented	Manufacturer-oriented
Upstream	Downstream
Process-oriented, aimed at improving performance and eliminating defective parts	The product is aimed at total detection
Company-wide, everybody's responsibility	Responsibility of quality control managers

The distinguished differences between the approaches in both countries indicate the different approaches to the same goal, namely quality. Therefore, quality cannot be compromised, regardless of which approach is used. It must always remain the core or focal point of the organisation.

The notion of TQM being the system of measuring total quality in an organisation is possible in a developed country. The economy and culture in such countries is relatively prosperous and companies or organisations are aiming at growth and development. It is, therefore, easy to adopt such a system. However, countries that are still developing have challenges in the form of cultural beliefs, cultural change, education; and lack of skills and resources. These challenges make it difficult for them to implement TQM. Significantly for this study, there is no clear evidence of participation of unions in the development and implementation of TQM. This raises a concern of acceptability and implementation by teachers. Another model introduced to implement and control quality in Japanese organisations is known as Kaizen (Morrison 1998:53).

## 2.5.2 Kaizen

Kaizen is widely used in Japan, and translates as continuous improvement, which applies to the organisation in its entirety, not just a part thereof. Holistically this includes the personnel, resources, departments and systems of working. It is the core principle of quality management within the system of TQM. Kaizen is loosely translated as a step by step improvement in an organisation (Sallis 1996:29). It is also defined as a way of thinking, working and behaving, embedded in the philosophy and values of organisations (Quality Management kaizen 2011). The main objective of Kaizen is to eliminate waste and be productive, innovative and be able to sustain a successful working ethos. This is done whilst improving systems before problems arise instead of correcting them afterwards. It is designed to create a harmonious and dynamic organisation in which everyone can work together, from senior management to juniors.

Kaizen also suggests the involvement of everyone in a total systematic and integrated effort towards improving performance at every level. This should start from top or senior management to the lowest worker in the company. Performance must lead to increased customer satisfaction. To achieve these organisational goals such as quality, human resource development and product or service development should be satisfied (Morrison 1998: 53).

Total Quality Management (TQM) is a movement aimed at managerial performance at all levels. It stresses the importance of management playing a role in driving quality. It emphasizes the importance of empowering management in order to ensure its implementation. Monitoring and control of quality, and everyone in the organisation are important (1000ventures 2011).

For an institution to produce quality, the notion of continuous improvement through participation and involvement of all stakeholders must be upheld. Morrison (1998: 53-55) states that the principle of kaizen indicates a distinct management and organisational philosophy that respects the professionalism and autonomy of workers. This clearly suggests that a person who is doing a specific job must be given an opportunity to do what they do best, with the advantage of familiarity (ibid).

Quality control in Japan is focused on the quality of people employed. Building quality in human resources and assisting the organisation to produce quality products and services



is important. Morrison (1998: 53-55) suggests that the key elements of kaizen are quality, effort, involvement of all employees, willingness to change and communication. For it to succeed it is important that all employees understand and support this system. However, teacher unions were not involved in the formulation of this system of quality assurance so its application to the education sector was challenging.

### **2.5.3 Involvement of unions in quality development and implementation**

Japan's first union was established in 1947 and functioned as a national federation of teacher unions (Morrison 1998: 55). It has been antagonist because of its stance against the Liberal Democratic Party (LDP) on issues of curriculum. This issue was predominantly the policy domain of the government, as well as training of new teachers and censoring of textbooks (Morrison 1998: 55). This stance caused tension between the union and government, leading to a fall-out in their relationship.

The National Union of General Workers (NUGW) represented primary and secondary school teachers. Its aim was to provide teachers with material, social and psychological benefits. Material benefits for which they have struggled for included better remuneration, pensions and psychological wellness programmes. Social interaction outside the workplace brought involvement in conferences, workshops and seminars, as well as a demand for quality productivity and TQM in education (ibid)

It is, therefore, the duty not only of unions but also of government to work closely in bringing together systems to strike a balance between the two parties. TQM, similar to IQMS, tries to ensure development of quality in different areas of education. This would eventually lead to total acquisition of quality in education. It is surprising though that the unions were not involved in TQM. It was viewed as an important process of sustaining quality in Japanese schools

## **2.6 INDIA**

In India, teachers are regarded as the most important component of the nation's economy and success (Panneer - Selvam 2009:59). Unions do not have much bargaining power

regarding the development of policies. They only serve the interests of their members on the level of representing them on labour issues. This has led to various unresolved issues that continue to undermine the quality of education (Ibid. 60). The challenges faced by India are that excellence or quality cannot be achieved because of the following contextual factors:

- Shortage of qualified teachers.
- Poor professional support for new and veteran teachers.
- Lack of professional development.
- Inability to recruit high quality individuals because of low payments.
- The difference between high poverty areas and suburban schools, in terms of resource and recruitment of teachers (Panneer - Selvam 2009: 60-61).

TQM was implemented in other industries but there was no evidence of such in the education fraternity for some time (ibid. 61). However, in 1988 TQM started surfacing in schools in India. It first emerged at Mt Egdecombe in Sitka when a teacher named David Langford applied TQM in his class. This was the beginning of the use of TQM in education which then became very popular in schools (Pour & Yeshodhara 2013). The same methods used on TQM implementation in other organisations were used in schools. The ISO certificate was emphasised among businesses or organisations that used it (ISO 2011). TQM has an influence on human improvement and can lead to high commitment and spirit in work environment (Pour & Yeshodhara 2013). There was interest to use TQM in schools to measure curriculum delivery and this assisted in identifying gaps in failures of quality management systems (ibid). Gaps such as poor inputs from teachers and unmotivated staff to mention a few, lead to the failure of the quality management system. These gaps were direct results of TQM's concentration on students' performance instead of the whole school. To solve this problem TQM should be built on set core values and concepts (ibid). There is very little information about assessment of quality on teacher performance in the education system by unions. The following sub topic discusses unions and their representation in education.

### **2.6.1 Involvement of unions in quality development and implementation**

Most government departments in India have legalised trade unions; there is also evidence of teacher unions. There are several unions representing different levels in education. Secondary schools that are aided by government are represented by the Madhyamik Shikshak Sangh (MMS), government school teachers are represented by the Rajkiya Shikshak Sangh (RSS) and the private school teachers are represented by the Vitt Viheen Shikshak Sangh (VVSS). Government primary schools are represented by Prathmik Shikshak Sangh (PSS (Kingdon & Muzammil 2012: 7-8). The recorded union in higher education is one representing university lecturers called the Federation of University Teachers' Association (FUTA) (Times of India 2011). Unions are an important stakeholder of teacher's rights. Unionists in India want their unions to be involved in assisting teachers with problems related to transfers, promotions, timely salary payment, getting extra teachers, facilities for learners; and teaching and learning material (Kingdon & Muzammil 2012: 7-8). The expectations of teachers result in them joining the unions in the majority (ibid). They are mostly aggrieved by the treatment of government officials who solicit bribes from them for services that they are supposed to render as part of their job to assist teachers (ibid). Kingdon and Muzammil (2012: 9) further state that: union members also benefit by accessing in matters such as averting disciplinary actions and resisting accountability pressures. This means that teachers join unions to protect themselves from disciplinary measures, either because they are doing wrong or simply to resist accountability. This statement is also true in some cases in South Africa, where teachers join unions because they do not want to account for misconduct and expect unions to fight on their behalf.

Unions in India are also able to oppose government reforms in education and have been doing so for the past 40 years (Kingdon & Muzammil 2012: 9). This contradicts the statement suggested by Panneer - Selvam (2009: 59) that unions do not have much bargaining power regarding the development of policies. Kingdon and Muzammil (2012: 2) suggest that they also have seats in the legislation hence they are able to influence decisions taken in legislation. They have also opposed performance related pay which is similar to the one percent that IQMS promotes when teachers are supposedly performing well. Although they have opposed some reforms, there are those that they upheld for example the accountability sanction such as suspension, teacher transfers and

withholding salary for different transgressions. However these sanctions were not well implemented because of resistance from teachers (ibid). Kingdon and Muzammil (2012: 11) further proclaim that: teacher unions and their political connections serve to avert the proper use of teacher accountability measures. This statement suggests that unions have influence in politics because they have positions as members of the Legislative Assembly (LA) and or Legislative Council (LC) especially in Uttar Pradesh (UP) which is the largest state in India (ibid: 2). The implication of this statement is that teacher unionist in India have an influence in legislation pertaining education.

Another very interesting fact about the involvement of unions in politics was that they were expected to solve problems related to low quality of schooling measured by student achievement levels (Kingdon & Muzammil 2012: 9). The acknowledgement that quality education also requires school infrastructure, development of teachers and teacher performance is a clear indication of quality measurement in India that is in line with what IQMS does in SA. However teacher incentives and professional development are not given too much effort yet they act as motivators of teachers (ibid). Unlike in India, SA teachers get one percent from IQMS for performing well. Its intention was to motivate teachers to implement it even though this is not done well.

The fact that unions are members of governance should not necessarily advantage union members. Khandewal and Biswal (2004) in Kingdon and Muzammil (2012: 9) noted that factors such as politicised teaching force and bureaucratic intervention are the main cause of unethical practice in education and hindered development of teachers because unions are members of the legislation. Pradesh and Ramachadran (2004) in Kingdon and Muzammil (2012: 9) are of the opinion that this system meant that teachers who are politically connected cannot be disciplined. Therefore measuring quality education still remains a problem because of all these challenges. Some of these challenges are also evident in S.A in case of more influential union members who are not disciplined due to connections in government. An example is the case of Moss Senye chairperson of SADTU central region when he hauled racial attacks on the Gauteng Member of Executive Council (MEC) Barbara Creecy (Equal Education 2012). He also attended a court case on corporal punishment of a learner at his school and teachers abandoned their posts in his support. The case has not been concluded three years after he was charged with misconduct in a legal court. Nothing was done by government even though there was an outcry by other

government officials (Daily Maverick 2013). This was due to the influence that SADTU, which is an affiliate of COSATU, has on governance. In turn, COSATU is a member of the tripartite alliance which consists of the ANC, the ruling party, and the SACP.

## **2.7 UNITED STATES OF AMERICA**

The United States of America (USA) consists of 50 states and two federal states (50states 2011). All of which have the competence to make their own laws and systems within specified fields (Ornstein 2006:400). One such area is that each state may establish a system that enables educators to account for their performance. They should also evaluate performance as well as quality of service rendered. Each state sets its own goals and aligns them to the national goals of education (Ornstein 2006:400). Different Acts, instruments, approaches and systems are used in the quest to attain quality education. Since the states are of a considerable number, the following are some of the approaches and instruments used to measure quality in some states.

### **2.7.1 Total Quality Management in the United States of America**

TQM gained the support of business leaders in the USA by receiving a financial boost that helped implement the principle in schools (Winn 1998: 24). To do so, the teachers had to use methods that represented a foundation for continuous learning and improvement by learners. The methods were related to instructions that would improve the quality of education and provide satisfaction of the needs of learners. The teachers not only rendered instructions that improved quality but also meaningful learning that would serve the future employer (Babbar 1995:38). Interestingly, this is the core of teaching and learning in SA.

Davies and West-Burnham (1997:193-194) have recorded that teachers in the USA have developed a management improvement process based on Deming's TQM principles. The process provides structure, flexibility guidelines, evaluation procedures and a systematic interactive network between principals, teachers, parents and community members (ibid). The fourteen principles used in Japan provided an invaluable yet highly contested restructuring template for school improvement in the USA. This allowed teachers to adopt proven practices and refine and expand to their full potential. These included decision

making, problem solving, training and staff development and new approaches to leadership. Teachers were encouraged to use these and share them with their peers in order to succeed.

### **2.7.2 No Child Left Behind Project**

The No Child Left Behind Act (NCLBA, 2002) was initiated by teachers in states such as Washington DC and New York. It advocated state standards in state-funded elementary and secondary schools (Ornstein 2006: 400). These standards were in the form of assessment for learners. The NCLBA stipulated the need for quality standards in education and the importance of yearly assessments of learners to check their progress. The NCLBA also required that methods of assessing achievement be set so that all teachers and learners could account for learning (Ornstein 2006: 400). However, unions were not informed nor involved in the formulation and implementation of this Act; it therefore became a problem (Ladd 1996:18-19). All schools were to be held accountable for their performance (ibid. 11-12). This meant all stakeholders in the school were accountable for effective or non-effective teaching and learning. This was to encourage them to work together as a team towards achieving goals set by the state. An accountability system was then introduced, but several questions arose from the initiative.

- Should performance of learners look at the socio-economic background of learners? If not, does it mean that children from a poor background should have their scores adjusted considering the factors that affect them?
- Regarding the ability of having authentic tests that would allow high-order thinking in learners with high performance ability, would the state have sufficient resources?
- Should tests focus on all grades and not just specific ones, and how is a balance struck between financial awards or rewards and fairness? This would mean no cheating to secure financial gains.
- Would teachers understand the system and know how incentives work, so that they could be motivated to do more work?

An accountability task team was formed in schools comprising the principal, teachers and business representatives. It assisted with linking the schools to the politicians so that they could give those with challenges the necessary support. For this approach to work development and support was of the utmost importance (Ladd 1996:14-16). Also of key importance was the support of the state and other stakeholders, especially unions. The support would ensure that learners from underprivileged backgrounds were given the necessary resources to enable them to perform. The success of this system laid heavily on a state's ability to follow through and give necessary support by involving unions. Recently, The Chronicle of Higher Education published an article on NCLB, this article warned universities about the type of learner that was coming in. It is titled Law Professors See the Damage done by 'No Child Left Behind. "He was right to warn us, except for one error: Very bright students come to college and even law school ill-prepared for critical thinking, rigorous reading, high-level writing, and working independently" (Good Winm 2012). It is sad to note that this act is criticised because of the quality of learners it produces whilst the emphasis is on quality education. The Act was expected to enhance quality education not to bring it down.

Attesting to an article read the Obama administration has been attacked on the No Child Left Behind Act. The attack was due to the administration giving waivers that exempted states from its strict test-based annual goals. The NCLB act tied states' school funding with results of standardised tests (resmovits 2013). This was the only Act that tied learner scores to teacher performance and funding by the state. If the states continued to bring down learner scores then this would lead to the state producing learners that are not of high quality as the article suggests

### **2.7.3 Involvement of unions in quality development and implementation**

The largest and most popular teacher union is the American Federation of Labour-Congress of Industrial Organization (AFL-CIO) (AFT 2011). This is an umbrella body of unions founded on a principle of collective representation. It means that all small unions are represented in collective bargaining or negotiations. Teacher unions such as the American Federation of Unions (AFT) are affiliated to the AFL-CIO. The AFT started in

Chicago in 1897 (ibid). It was then known as the Chicago Teachers' Federation. Their main goal is quality education and equality across the racial lines (Henderson 2004:27). Another large union is the National Education Association (NEA). It was formed in 1857 by organisations such as the American Normal School Association (ANSA), the National Teacher Association (NTA) and others (NEA 2011). Both unions have different approaches to policies regarding quality education in schools and its implementation.

In the early twenty-first century, both national and local unions were engaged in numerous programmes that sought to respond to member interests in school improvement (NEA 2011). It was to influence both public policy and opinion by demonstrating their commitment to learners' learning. The demand is that these activities placed on union resources have increased dramatically. In 2001, thousands of schools were involved in broadcasting of NEA-supported programmes. The programmes dealt with a broad range of concerns. These included changing school conditions to supporting effective teaching, organisational efficiency and accountability. They also included reforming low-performing schools, teacher education, and the implementation of charter schools (ibid).

The AFT placed organisational priority on toughening curriculum standards and pre-school education (AFT 2011). Both national organisations have initiatives aimed at improving the teaching of reading and promoting school safety. Both are actively involved in promoting teacher involvement in certification by the National Board for Professional Teaching Standards (NBPTS). Again the AFT and NEA made efforts to make available useful information about educational practice to their members (ibid). Published professional journals and specialised newsletters focused on particular segments of their membership as well as books and reports on dozens of topics. The AFT supports the Educational Research and Dissemination Programme (ERDP) that helps teachers apply research findings to their classroom practice (ibid). The efforts that influence their members' actions have grown substantially. They became more directive in the sense that explicit endorsement of particular strategies is now common. Both organisations, at the national level and in many states and districts, have elaborate websites that provide information and allow members to engage in professional discussions (AFT & NEA 2011).

During elections and with respect to specific policies under consideration, teacher unions have sought to influence public opinion through press releases, media events, and political advertising. The effort to shape popular thinking about best practice transcends these



overtly political actions. Teacher unions buy space in leading newspapers, support cable and public television programming that draws attention to the importance of good teaching and form partnerships with other educational organisations and advocate for research-based practices (ibid).

There is little research that systematically examines the effects of union actions on improving quality instruction and on school reform or policies more generally (Bascia & Osmond 2012: iii). However it is clear that certain policies frequently advocated by would-be reformers would not be as far along as they are now without teacher unions' cooperation and leadership. These steps include peer review of teacher competence, more robust induction programmes, job-embedded professional development, and performance-based pay.

It is also clear that the greater emphasis on school improvement and student achievement that has characterised teacher union priorities in the late twentieth century is unlikely to be reversed (Bascia & Osmond 2012: 9-12). This priority is based on organisational structures and new staff positions in state and national units. The priority is also in organisational initiatives such as the Teacher Union Reform Network (TURN). The development of quality teachers and quality teaching is part of the role played by unions as professed by Poole (1999:702). Unions should therefore ensure that implementation of quality education happens in schools.

There are emerging trends in the way unions deal with professional matters currently as opposed to the past or industrial style unionism (Kerchner & Koppich: 1993). Industrial style was based on the division between managers and workers, the new professionals centred around interdependence between managers and workers (ibid). The table below illustrates the different ideologies between the two:

**Table: 2. 3 Different styles of unionism**

Old industrial style teacher unionism	The emerging union of professionals
Emphasise the separateness of labour and management:	Emphasise the collective aspect of work in schools:
Separation of managerial and teaching	Blurring the lines between teaching and

responsibilities Separation between job design and its execution. Strong hierarchical division	managerial responsibilities through joint committees and lead teacher positions Designing and carrying out school programmes in teams Minimising hierarchies, decentralisation
Emphasise adversarial relations: Organised around teacher discontent Mutual deprecation- lazy teachers, incompetent managers Limited scope contrast	Emphasise interdependency of workers and managers:  Organised around the need for educational improvement Mutual legitimacy of skills and capacity of management and union Interest based bargaining Broad scope contracts and other agreements
Emphasise protection of teachers:  Self interest External quality control	Emphasise protection of teaching  Combination of self-interest and public interest Internal quality control

**Kerchner and Koppich, 1993 in Kerchner, 2004: 23**

The differences in the new ideologies are very clear and saw both the AFT and NEA adopting the emerging union of professionalism. There are three types of union engagement in professional development as suggested by Bascia (2000: 388-389). These are traditional, new unionism and organisational involvement. Traditional professionals negotiate reforms and contracts and are more involved in conferences much more like NAPTOSA in SA. New unionism is ambitious and teacher driven, more like SADTU in SA. Lastly, the professional development is focused on the professional and intellectual of teachers through unions. Importantly all these unions should take a lead in strategies and programmes that propagate quality education (ibid). Below are some of the programs and strategies initiated and supported by unions in the quest to ensure quality education

#### **2.7.4 Peer approach or Review**

Education policies differ because of the sovereignty of each state. For instance in Connecticut the unions are fully involved in reform or policies. One reform similar to IQMS is Peer Assistance Review (PAR) (Panneer-Selvam: 2009: 99). It is a union-initiated teacher evaluation system aimed at assisting schools to achieve quality. Schools cannot improve without paying proper attention to the quality of teaching. Therefore teacher unions use PAR to influence how teachers view their work and conditions. PAR emphasises early intervention, peer assessment or review and recognition of exemplary teachers by other teachers in the profession (ibid). Peer review is as important as it is in IQMS. Within the first three years, teachers are assessed by their peers and senior teachers. Those who are not doing their job as expected are thoroughly assessed and face possible dismissal. Such actions may help improve the effectiveness of the system. However, this also brings about divisions among teachers and unions as teachers who are dismissed feel that they are not being protected by the unions (ibid).

Unions find themselves supporting an evaluation system that can lead to the termination of permanent teachers. In most cases it is motivated by non-compliance with or inability to respond to support and development attempts that are initiated (Panneer-Selvam: 2009: 100). This is a large step from a position that has typically privileged the protection of professional teachers' jobs. The AFT and NEA favour PAR because arguably it places teachers in charge of setting and enforcing the standards of the profession. The fact that they have large followings means they are able to fund a PAR programme and therefore enhance professional practice for their affiliates (AFT 2011).

On the other hand, small unions that are not AFL-CIO affiliates, such as the Alabama Education Association (AEA), Kentucky Education Association (KEA) and Federation of National Educators (FNE), need funding. The funds are used to assist underperforming and new teachers (2.ed 2011). These unions struggle to gather enough support or funding for PAR because of a low number of affiliates. Financial problems have prompted small unions to form partnerships with their districts and local universities. This assisted them to provide training and support for new teachers. As a result, they are limited regarding extended support compared to their larger counterparts (ibid).

Unions affiliated to AFL-CIO such as the AFT and NEA, have established peer assistance programs. These programmes provide mentoring to new or senior teachers expressing a need for development. They have the financial resources and capacity to do so. Mentors, who are high achieving permanent teachers, are jointly selected by unions and district representatives. They are then released from their classroom duties to assist beginning teachers or help improve the competence of poorly performing permanent teachers (Panneer -Selvam 2009:100). At the end of the year, mentors recommend the renewal or non-renewal of contracts for these teachers. Where development and mentoring is successful, experienced permanent teachers are given first preference of an option to move to schools with vacant positions. This often results in new teachers being assigned to schools with underperforming learners (ibid). Again, it leads to overall underperformance of schools and poor learner achievement and a decline in teachers' morale.

In light of the above, the success of the PAR programme lies in the accumulation of funds for development and support of teachers. It also impacts on the movement of teachers to schools that would assist in their development. However, PAR was not the only system that was created by unions with the aim of uplifting quality teaching and teachers in schools. There are several other systems in different states and cities which made a breakthrough in their aim of assisting the development of teachers.

### **2.7.5 Rochester School System**

The Rochester School System (RSS) was established in Cincinnati, Columbus and Seattle by unions in the mid-1980s (Panneer- Selvam 2009:99 & 2.ed 2011). It was an effort to create quality teaching through accountability and leadership by teachers. Its main purpose was to bargain for the increase of salaries of well performing teachers. Those who were unable to perform either received professional counselling or were dismissed (Panneer -Selvam 2009:99). RSS relies heavily on the assessment of peers and therefore leaves gaps where the relationships are not good. Peers are selected by evaluators and peer relations, good or bad, impact on the culture of the school. This impact often depends on the locality of the school. With good schools mainly being in affluent areas the impact was not much, whilst bad schools in poorer areas were most affected (ibid).

The school culture is normally informed by the external environment. This in turn is influenced by socio-economic factors such as the poverty index and economic factors brought about by unemployment levels (Panneer -Selvam 2009:99).

At first, recognition of teachers was carried out by communities, but after some time the National Board for Professional Teaching Standard (NBPTS) became involved and gave teachers who were doing well certificates of attendance and competence. These National Board certificates opened other opportunities of growth for performing teachers of which the Professional Development Process (PDP) is one (2.ed 2011).

### **2.7.6 Professional Development Process**

Amongst other systems tested over a number of years in different states was the Professional Development Process (PDP). It was piloted and adopted in 1989 in Cincinnati. After piloting for six years in different schools, it was made part of the teaching contract in 1997 (2.ed 2011). Teachers were involved in developing this instrument. The PDP placed special emphasis on the quality of education delivered to learners. It also ensured that different strategies were used in order to achieve the goals of the school. The assessment and reflection, an implementation plan and standards of curriculum content are widely used by teachers (Panneer-Selvam 2009:101). The PDP is carried out by the teacher being evaluated. The different bodies ensured that it was being well executed, including the National Professional Teaching Standard (NPTS) and the Interstate New Teacher Assessment (NTA) (ibid.).

The different methods of quality improvement, implementation and control, as used in different states, proved to be effective in some but not other states and cities (Panneer-Selvam 2009:101-102). This was due, in part, to the formulation and the implementation of the systems. Another notable fact is the involvement of role players in these systems. The more stakeholders are involved in the formulation of quality improvement and assurance systems, the better the system works towards the improvement of quality in schools.

Beyond using the agreements to provide time or compensation for teachers engaging in professional development, there are other activities happening: There are growing numbers of local unions that are using these agreements to define characteristics of

effective professional development (Kerchner 2004:11-12). They insist that their districts provide teachers with on-going opportunities for professional development. These should be connected to school and district learner achievement objectives. Union contracts also have negative effects on professional development by reducing flexibility in how time is used. It also affects how teachers are rewarded for their participation in learning new knowledge and skills (ibid).

Most union-district agreements provided for salary increases to teachers, based on their years of service or attainment of graduate credits (Kerchner 2004:11-12). A number of union affiliates are pushing for pay-for-performance compensation structures. This would provide higher compensation to teachers who are good and who choose to engage in leadership and professional development. Some affiliates also propose to cut the pay of teachers who fail to meet high standards (ibid). Whether or not student achievement is measured by standardised tests as one of the criteria used to determine teacher pay remains controversial. In South Africa, IQMS was meant to give pay progression for performing well in class. However with its implementation which will be clearly outlined in chapter five, this does not happen. South Africa is yet to engage in a programme that is totally initiated and run by unions.

## **2.8 AUSTRALIA**

Education in Australia is the responsibility of states and territories. Territories are land within the jurisdiction of a state but have their own parliament and administer themselves (Wikipedia 2013). Their responsibility includes funding and regulation but not setting the curriculum (Australian Education Union, 2007:1 in eunt 2011). Among 56 countries worldwide Australia is rated sixth in Reading, eighth in Science and 13<sup>th</sup> in Mathematics. This is the reflection of the quality of education and practices in the country (Australian Education Union, 2007:1 in eunt 2011). Quality education and teaching is of utmost importance, as indicated during the 27<sup>th</sup> Annual Federal Conference in Australia in 2007 (ibid). It contributes to the building of communities in urban and rural areas. It also contributes to the development of citizens who contribute towards the growth and development of the country (ibid).

In 2005, the Australian Education and Training minister devised a framework that would protect and promote the quality of education. In the past, the Australian government has debated the quality of teaching that enhanced learner performance (Australian Education Union, 2007:1 in aeunt 2011). It was believed that socio-economic status, family circumstances and innate ability determined learner achievement. The frame work was meant to address the debate ministers had on promotion of quality education and factors that impact on achievement of quality. However, in recent years the government has realised the importance of interventions such as in-service training of teachers. Increased financial support as well as territorial and state support in driving educational change and ensuring attainment of quality in education was then initiated. The ultimate aim of the education department in this country is to have quality teachers in each class (ibid). Certain strategies have been used to attain this, these are discussed below.

### **2.8.1 Quality Management System-ISO 9000 in Australia**

A quality Management System (QMS) is a set of interrelated elements that organisations use to direct and control how quality policies are formulated and implemented (ISO 2011).

These elements should also ensure that objectives are achieved. QMS is used in education as well as in private organisations. The aim of this system is to improve products, services, processes and quality in organisations. The product is anything that is offered to satisfy the needs of a client, in education it is in the form of services. The service implies teaching and other intangible things that teachers do to ensure that education is taking place. The process is the method of teaching. QMS is also known as a process-based quality management system. The system is designed to use good quality processes to yield good quality results (ISO 2011). Products that are referred to can either be tangible or intangible. In education an intangible product refers to services rendered to learners. It is in the form of teaching, counselling and coaching. Tangible products refer to books and other educational resources. The core business in education is rendering of service such as teaching, support and resource allocation. The final product or output is a successful, responsible learner who is also a model citizen. According to De Arrascaeta (2007:15) education is the construction of sustainable integration process based on the individual needs and capacity. It is therefore a vehicle for success. Education must suit individual needs and abilities. It should enable the learner to choose a career or profession that suits their specific needs (ISO 2011). QMS ISO 9000 purports a generic management system for any organisation. Generic in this

research refers to standards that can be applied to any organisation and to any product (ibid). ISO 9000 sets minimum standards or requirements that need to be implemented in QMS. There are several steps to be taken in the management of this system as suggested by De Arrascaeta (2007:16 & ISO 2011), namely:

- Ensure commitment from top management. The senior management of the institution must be committed and willing to uphold standards.
- Establish an implementation team to ensure that the process of QMS ISO9000 is implemented.
- Conducting awareness programmes ensures that all employees know and understand the system, benefits, advantages, disadvantages, roles and responsibilities of different role players in the organisation.
- Train all employees who will undergo quality management system so that they understand all it entails.
- Conduct status survey – check systems of quality that exist in the organisation and try to incorporate them into ISO 9000 so that they complement each other.
- Create an action plan and document it – make a step-by-step plan of how to implement and document ISO.
- Develop a quality management system manual that entails policy, planning, operations and control, to make the system more manageable and controllable and ensure that all employees have a document to refer to.
- Control documents through a system that would be simple - make them easily understandable to all to avoid complications and non-conformity by employees.
- Implementation – the best and most effective way of implementing this system is during the process of development. Throughout the process it is necessary to monitor and control implementation.
- Conduct an internal quality audit to ensure that quality is adhered to and that implementation is maintained. The audit must be carried out by members of staff.



- Management to constantly review this system to avoid redundancy and ensure that correct procedures are still adhered to.
- A pre-assessment audit must be conducted before a certificate is issued. This must be done by an independent auditor and all employees must understand what is required to obtain a certificate so as to eliminate problems during the last stages of assessment.
- Certification and registration is awarded by the certification body after assessment by the independent body. Most important is the ability of the organisation to maintain and adhere to quality standards.

An organisation needs to follow these steps in order to succeed in implementing the QMS. In addition, of utmost importance is that the ISO 9000 has been reviewed by many organisations in order to suit the particular needs of that organisation. This led to different improved versions, for example ISO9001 being implemented. ISO 9001 assists organisations to reach certain standards prescribed, that are in line with requirements that the organisations wish to fulfil as defined below (ISO 2011).

### **2.8.2 Improved ISO 9001**

ISO 9001 is one of a series of quality management systems that can help bring out the best in an organisation. It can be done by enabling employees to understand processes for delivering products and services to customers (ISO 2011).

Services and products are assessed in all stages, with a series of standards consisting of:

- ISO 9000 – Fundamentals and Vocabulary: this introduces the user to the concepts behind management systems and specifies the terminology used.
- ISO 9001 – Requirements: this sets out the criteria needed to be met to operate in accordance with the standard and gain certification.
- ISO 9004 – Guidelines for performance improvement: based upon the eight quality management principles. Designed to be used by senior management as a framework to guide their organisations towards improved performance. When using these

principles they should consider the needs of all interested parties, not just customers. (ISO 2011)

- ISO 9001 is suitable for any organisation looking to improve the way it is operated and managed, regardless of size or sector. However, the best returns on investment come from those companies that are prepared to implement it throughout their organisation: rather than at particular sites, departments or divisions. ISO9001 is believed to be much simpler than ISO9000. Its main aim is to identify the gaps in the organisation and then narrow them by devising a system that ensures application of quality (ISO 2011). There are ten steps to be followed in implementing ISO9001, designed to emphasise the importance of having a strong leadership or management in the organisation.

Step1: Decision - The top management needs to decide if there is a need for this programme. Once the decision is made there should be good understanding of the programme by management.

Step 2: Management representation - The organisation must appoint one member of the management team who will learn about ISO9001 from an educational point of view.

Step 3: Implementation plan - Perform gap analysis to narrow any gaps identified. Plan by setting milestones for taking the process forward and a date when the programme will be commenced, to suit the organisation.

Step 4: Inform employees about all plans to start the programme and also the date planned to acquire the certificate. It is imperative at this stage to gain the support of employees.

Step 5: Prepare all required documentation to be used in assisting with the implementation of ISO9001.

Step 6: Realisation - Notify staff about changed work processes and request them to write out their own processes and description of doing work.

Step 7: Internal audit - Carry out internal audit of all processes conducted in the organisation.

Step 8: Registrar - Select and appoint an independent ISO9001 registrar to audit the organisation's ISO9001 QMS.

Step 9: Certification - Prepare employees for the audit and take them through the whole process that the auditor on Step 8 will carry out to ensure that no one spoils the chance of certification.

Step10: Maintaining ISO9001 certificate - the most important step is to keep the standard of quality in the organisation, and all processes of ISO9001 must be implemented on a daily basis so the organisation shows constant improvement in terms of quality (ISO 2011).

The difference between TQM and QMS is that the latter has a set of guidelines and procedures and can operate independently, whereas the former is a process and philosophy that includes on-going processes aimed at addressing continuous improvement and assessment of quality. In addition, TQM looks at the whole process of quality management with emphasis on management while QMS can be described as the formal record of the way an organisation manages the quality of its various services and products. The ISO 9001 quality standards are internationally accepted for QMS. It entails a systematic and orderly approach to it rather than the quality of services or products (Bishop 2010:1). Based on this understanding, it becomes simpler for an organisation to choose which system will work for it.

IQMS also relies heavily on management as TQM to ensure successful implementation, and is similarly structured. It looks at the environment and where each school is situated and assesses the standard in relation to the external and internal environments. This is integrated with external and internal school evaluation. Some of the steps used in ISO9001 are also used in IQMS. Examination of the involvement of unions in implementation of ISO9001 or other strategies that promote quality in Australian schools is mentioned in the following discussion.

### **2.8.3 Union involvement in quality development and implementation**

There are several education unions in Australia, for example the Australian Education Union (AEU), Australian Teacher Education Association (ATEA), Queensland Teacher Union (QTU), New South Wales Teacher Federation (NSWTF), and State Schools

Teacher Union of Wales (SSTUW). The AEU is the most prominent and largest union with 180,000 members, while all the others are its associates. They are registered under the provision of Fair Work Australia Act of 2009 governed by the Federal Conference (eau federal 2011). This union represents teachers, principals and administrators in early childhood centres, primary and secondary schools and also colleges. The aim of the AEU is to ensure that its members receive professional advice. They do not only receive professional advice but also pensioned benefits and health insurance. It also ensures that teachers enjoy better working conditions and professional development and growth (ibid).

The AEU is involved in programmes that seek to address quality education in Australia, one of which is discussed in this research.

### **2.8.3.1 Quality at a Glance**

As a union programme to implement quality in schools, Quality at a Glance was introduced in 2003 in Australia. The programme was not favoured by all Australian teachers. Some of them viewed it as a threat and felt that it might lead to a punitive approach to development. Instead it lead to a corrective measure for the development and implementation of quality education (eau federal 2011). A taskforce was established in July 2001 on Teacher Quality and Education Leadership by the federal, state and territorial Ministers for Education (ibid). The three terms of reference specific to issues of teacher quality standards are listed below:

1. Teacher preparation and development aimed at improving quality of teaching and learning. It is important that teachers are well prepared when going to class to ensure quality education is implemented.
2. Establish a fully integrated professional development programme to support quality teaching. There must be on-going teacher development to assist teachers with knowledge, methods and skills for teaching.
3. Professional standard for teachers and principals must be set for entry into the profession so as to meet on-going needs of learners over time. This will also help teachers to keep abreast with new developments in education.

The taskforce endorsed the National Framework for teaching standards. The aim of the endorsement was to put more focus on the teaching of Science, Mathematics and Technology (eau federal 2011). The initiative was supported by unions amidst fears by teachers that it did not put them in a good position with the state. However, with the emphasis on the importance of this subjects which were key to strengthening the country's resources, teachers accepted the initiative.

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## **2.9 COUNTRIES WITH TEACHER UNIONS IN AFRICA**

### **2.9.1 Introduction**

The African continent has more than 50 countries. They each have an education system. There is uncertainty whether they all have teacher unions. However, the countries whose teacher unions are discussed in this section were randomly identified and selected. They are Malawi, Egypt and Angola.

#### **2.9.1.1 Malawi**

Malawi is a third world country because it is developing in areas such as the economy, education, and healthcare. The economic and political status of the country drew much attention and aid, especially in education. The Ministry of Education embarked on several initiatives and partnerships. They were aimed at improving the quality of teaching and learning in schools. The following are some of the strategies that the government used to implement and maintain quality (Tudor-Craig 2002:8).

#### **2.9.1.2 Voluntary Service Overseas**

Voluntary Service Overseas (VSO) is a programme aimed at improving access to equal quality education for all young people. It was established in Malawi in response to the goals set by Education for All in June 2002 (Tudor-Craig 2002:8). The principle behind this organisation was that teacher morale and motivation directly affects the quality of education. The programme therefore sought to identify weaknesses and work on those areas identified. As a priority, training of teachers was selected which aligned well with the areas of education they wanted to improve (Tudor-Craig 2002:4). This programme worked well in certain areas, especially rural areas. It addressed specific aspects of education that

were identified as important. The programme introduced free primary education and trained sufficient teachers. It provided facilities to cope with the expanding demands of primary education. It also tried to redress disparities caused by the socio-political status of the country (vso 2011). Disparities included boys and girls who were unable to access formal education because of their locality. It trained teachers who were previously unqualified or under-qualified. The aim was to capacitate them to cope with the growing demand for quality education (ibid).

VSO also works with the Ministry of Education; and Science and Technology Ministry to provide pre-service teacher training for primary school teachers. It also supports teacher development through a partnership with the Department of Teacher Education and Development in seven districts of Malawi. The three key objectives of VSO are to:

1. Improve quality of teaching to ensure delivery of quality education through developing knowledge, skills and methods of teachers.
2. Increase capacity of partners to offer non-formal education to children who cannot go to school. This was done to ensure that they gain basic life and literacy skills to help them cope with demands of adult life.
3. Influence development, implementation and dissemination of policies by the Ministry of Education that advocates better education for all citizens, in both rural and urban areas (Tudor-Craig 2002:4).

This programme succeeded in identifying problem areas in education. If the problems were not addressed this would impede the implementation of quality education. Teachers who attended in-service training courses improved their methodology and knowledge of subject matter. They also improved the use of teaching and learning materials. Teachers felt confident in teaching, thus imparting quality education in the classroom. Primary education is the ground-breaking area in education. If a country succeeded in initiating excellent programmes it would become easy to achieve quality education in higher classes up to tertiary level (vso 2011).

## **2.9.2 Involvement of unions in quality development and implementation**

The government of Malawi allows unions in the country and they are active in education matters. The most recent and active union is the Teachers' Union of Malawi (TUM) (TUM 2011). The first union was called the Nyasaland Teachers Association (NTA). It was formed in 1945 after the formation of the first Department of Education. It was inspired by the need to meet and discuss problems faced in education. Before this, education had been under the leadership of missionaries who controlled the curriculum, the teachers and their salaries (ibid). When education was handed over to the government, teachers started to identify common problems with which they were faced, and therefore decided to form a union (ibid).

After Malawi gained its independence in 1964 the name of the union was changed to Teachers Association of Malawi (TAM), thereafter Malawi was declared a republic (Wikipedia 2011). The name again changed to the Teacher Union of Malawi (TUM). The Department of Education in Malawi did not have good relations with the union and was suspicious of their operations. It therefore took a decision to stop their operation and form a committee that would look into operations of teacher unions in 1974 (TUM 2011). In 1982, the Ministry modified the constitution of the union. He chose members and renamed the organisation; Teachers' Association of Malawi (TAM) (bid). However, because of the nature of the formation of this union the name changed again in 1993, to Teacher Union of Malawi (TUM).

The change was inspired by the political changes in the country. There was a need to form an independent union with members who voluntarily joined. These members were not chosen by the department as in the past (TUM 2011). Some of the objectives of this organisation that are in line with quality education are improving education standards of its members by conducting academic courses; working with the department of education in developing the syllabi; promoting the profession and qualifications of teachers; and improving methods of teaching (ibid).

TUM is very active and involved in matters of teacher development and training. It is also concerned with other benefits such as housing subsidies and better salaries for teachers. This is aimed as a motivation to implement quality education (TUM 2011).

### **2.9.2.1 Action Aid**

Action Aid is one of the initiatives introduced by the government and a group called Right to Education (Action Aid 2011). The two established core rights-based campaigns with indicators on quality education. This is another initiative aimed at improving quality standards in education. It involves parents, teachers, children, unions, communities and local civil society organisations. Its main objective included monitoring and improving public education and promoting rights in schools (PRS) (Action Aid 2011). To improve and achieve quality education, the state has to account to citizens. This is done by providing quality education through securing funds for education, allocating resources, and empowering women through literacy. The PRS clearly states what quality education is, including the improvement of learning outcomes in primary schools to enable the learners to cope with higher education (ibid). This programme was well implemented in Malawi.

## **2.10 EGYPT**

Quality assurance was officially introduced in 2001 in Egypt by the government as a priority. In 2007, a body that would deal with quality assurance was established. The main objective of which was to set educational standards, support self-assessment studies, and raise awareness on quality (Wikipedia 2011). Its vision and mission was to ensure that quality was implemented in all government schools, including primary school environments. The government of Egypt recently established a National Agency for Quality Assurance and Accreditation as part of its strategy to improve quality education in schools (ibid). To support this programme, the United Nations Children's Fund (UNICEF) implemented school improvement projects in two governorates in Upper Egypt, reaching 195 primary schools. This was aimed at improving the quality of teaching and learning in preparation for accreditation.

### **2.10.1 Union involvement in quality development and implementation**

The Egyptian Trade Union Federation (ETUF) was Egypt's only trade union until 30<sup>th</sup> January 2011, with 2.5 million workers and controlled by the state (tandf online 2011). It



was affiliated to other unions outside Egypt, such as the International Confederation of the Arab Union (ICAU). Teachers and other workers protested against the role of the state in union business and in January 2011 a Federation of Egyptian Trade Unions (FETU) was formed (ibid). The aim was to end state control of union matters. Other unions were also formed, and in the education sector the Independent Teacher Syndicate (ITS) was formed. It represented teachers and listing among their demands on 14<sup>th</sup> April 2011 laws such as:

1. Amending the legislative structure for some education policies should be abolished.
2. Those materials that distract teachers from the constitutionality of civil education, transforming it into an instrument of social discrimination were also to be abolished.
3. All laws that have violated the rights of teachers and ruined education such as the Kader law and law of quality staff, the article 139 and the Educational Jobs Syndicate Law were also to be abolished.
4. Laws that affected basic conditions of teacher employment (bing 2011).

## **2.11 ANGOLA**

Angola had one union prior to 1975, which operated more as a welfare service. The then Portuguese colonial government banned strike action and collective bargaining (disa 2011). Independent African trade unions were also illegal, but there were underground unions that were operational. After the *Movimento Popular Libertecao de Angola* came into power post 1975, the National Union of Angolan Workers (UNTA) became the sole union in Angola. It was formed in exile in Kinshasa in 1960 under the guidance of Pascoal Luvuala .The government consulted the union on wage rates but there were no negotiations. Angola has a high unemployment rate, therefore trade unions were only limited to a small scale economic sector. The main aim of the union was to create wealth through improving productivity in oil and diamonds to be able to have money for schools. UNTA now boasts ten other trade unions with 655 000 members in different sectors. The Government of Angola is the largest employer in the country and wages within the government are set annually, with consultation from unions but without direct negotiations. Teachers form part of the employment pool paid by government and are poorly paid. With the collection of huge taxes form oil and diamond extraction after the 2002 civil war, the government budget increased. The government introduced the Cuban teaching method in

March 2009 and was able to increase the number of teachers with the aim of improving the education system (unisef 2013). The lack of trained teachers is still a problem. Anyone with grade 10 is eligible to write exams and become a teacher (unisef 2013). The UNISEF through a programme called Programme of Assistance to Primary Education (PAEP) funded and trained teachers across the country in 2012. One teacher trainer commented about the importance of teacher training and stated that teacher training should be the first priority in education to improve quality teaching (ibid). In January 2013 the Minister of Higher Education announced the introduction of the National Staff Training Plan to train teachers and researchers in higher education (Angola Today 2013). This is what IQMS is trying to address through the development of teachers.

The national teacher union in Angola is a teacher union that has been in the news recently fighting for better working conditions and payment of backdated salaries. Little is mentioned in terms of teachers having their own union or their involvement in issues of quality education in the country.

## **2.12 CONCLUSION**

This chapter reviewed different literatures with information that clarified quality management systems in education and union involvement from international perspectives. Countries were randomly selected from first to third world countries. Focus was given to programmes of quality measure that are used by different countries which involved unions in their formation. These programmes were formulated, totally supported by unions or not supported by unions. It is evident that those formulated and supported by unions had more impact than those without union support. The implementation of these programmes depended highly on the acceptance by teachers and their unions. The researcher concludes by stating that unions have an influence in the implementation of quality in schools especially when they are directly involved in the formulation of policies and programmes.

Different programmes such as the TQM used in Japan, Britain and the USA indicated a lot of similarities with IQMS in SA. Programmes such a Peer Review (PR) emphasised the role of peers in ensuring that teachers perform optimally. This has similar bearings with IQMS as will be indicated in the next chapter. The No Child Left Behind Act (NCLB) also

stressed the importance of learner achievement in line with teacher performance tying that to pay progression. IQMS's aim is to give teachers pay progression when they perform better which is similar to NCLB.

QMS, TQM and ISO9000/1 emphasised the use of records to ensure that implementation was recorded. This would be evidence enough that there is implementation. The same evidence is required in IQMS especially for facilitation of pay progression. It can be concluded that the tying of pay progression to implementation works because there is evidence. How much impact implementation has on quality education is yet to be seen.

It can also be concluded that unions are an important stakeholder in education. This is evident in countries such as the USA and Japan where unions are involved in their programmes. Unions in England and the USA are engaged in matters of policy formulation, especially focusing on quality delivery in schools. This does not necessarily imply that their efforts are advancing quality, but it does indicate a fact that if governments work together with unions some progress will be attainable.

In contrast to countries especially in Africa where unions are not supported by the employer, there is evidence of challenges between government and unions. The lack of evidence on participation of unions in policy formulation in African countries does not come as a surprise, given the state of economic and political environment in the continent. However, it is of concern that there is little participation in such matters when most African countries have gained independence and are supposed to be moving towards the development of education in their countries. Among other concerns is that many African countries do not have unions that are powerful and are fully involved in educational reform initiatives. The following chapter is going to investigate the South African perception on the influence of unions on IQMS.

## CHAPTER 3

# **SOUTH AFRICA'S PERSPECTIVE ON TEACHER UNIONS' INFLUENCE ON INTERGRATED QUALITY MANAGEMENT SYSTEM FORMULATION AND IMPLEMENTATION.**

### **3.1 INTRODUCTION**

Following the presentation of an international perspective of teacher unions on Integrated Quality Management Systems (IQMS) formulation and implementation in the previous chapter, this chapter provides an overview of the South African (SA) perspective. IQMS is currently used as an attempt to render quality education in S.A. It was formulated in 2003 and became operational in 2004 following the failure of the Development Appraisal System (DAS) (Thurlow & Ramnarain 2000:14). DAS was initiated in 1995 as a replacement for the inspection systems used during the apartheid era. On the particular issue of evaluation of teachers, IQMS was seen as a clear reaction to former autocratic modes (ibid). It was also the country's democratisation in 1994 giving unions power to represent their members. To provide clear understanding of the unions, it is necessary to examine their history, composition and influence on specific policy formulation and implementation issues.

In 1998, the Department of Education (DoE) devised an instrument called the Development Appraisal System (DAS). DAS was intended to serve the same purpose as IQMS. This instrument was meant to facilitate the personal and professional development of educators in order to improve the quality of teaching practice and education management (ELRC 1998:1). DAS was to be implemented in January 1999 but this did not happen because not all stakeholders were involved in its formulation. The unions disregarded the policy and it was abandoned by the department. After four years, a new collective agreement was reached. It was signed by the Education Labour Relations Council (ELRC), unions such as the National Professional Teachers' Organization of South Africa (NAPTOSA) and the South African Democratic Teachers' Union (SADTU). It is specifically known as Collective Agreement number 8 of 2003, and more generally as the Integrated Quality Management System (IQMS).

### **3.2 THE RATIONALE BEHIND INTEGRATED QUALITY MANAGEMENT SYSTEM**

Integrated Quality Management System (IQMS) serves as a yardstick to (1) assess or evaluate the quality of education rendered to learners (2) assess the educators' performance and quality of teaching. It evaluates this against the environment in which the school is situated. It also provides valuable feedback to the employer on the correlation between learner achievement and teacher's scores. The development of educators in response to the scores they receive from the outcome of the evaluation is addressed. The intention is to enhance performance to a point where learners are able to achieve the maximum standard of education set by the DoE through Collective Agreement number eight of 2003. All these objectives must be implemented by including development appraisal, performance measurement and whole school evaluation.

In any given organisation performance evaluation, quality control and management of processes are of utmost importance (Antony 1999:365). Employers want to know that personnel are performing to the best of their ability. Not only that but also to know if the quality of the product meets their benchmark. Many organisations use performance evaluation and quality management to motivate employees to perform to their optimum ability (ibid.). The DoE is no exception; they are interested in worker performance. Unlike the private sector, production in education is not tangible and measurable on a daily basis. The product being measured is in the form of learners and service rendered by teachers in formal schools. Measuring quality in a human being is not an easy task. One is measuring not only the intellect and mind but also the skills and knowledge attained. This cannot be done in one day, thus a benchmark or yardstick was set in the form of IQMS. This is to ensure that set standards of quality are achieved and goals of the DoE are accomplished.

The IQMS is intended to serve two purposes, namely internal accountability and external accountability. However, whilst the former is conducted by staff members in the school, the idea of the latter being carried out by DoE appraisers became a matter of contention between unions and government. To understand the challenges, it is necessary to break down the components of IQMS:

- Development appraisal (DA).

- Performance measurement (PM).
- Whole school evaluation (WSE).

Whole school evaluation has nine focus areas. It is further divided into internal and external whole school evaluation. External whole school evaluation is done by the Office of Standards in Education (OFSTED) and internally by the school. The intention of this office is sometimes queried where unions refuse them entrance into schools. The performance measurement tool consists of seven performance standards for post-level one teacher, ten for post-level two, twelve for post-levels three and four. Lastly, development appraisal looks at the teacher's growth plan and career path. These standards are set out in a way that is in line with the job description of educators and according to their levels (Collective Agreement number 8 of 2003), to be discussed in this chapter. As unions are custodians of this agreement it is necessary to investigate their origins so as to understand their influence.

### **3.3 ORIGINS OF TEACHER UNIONS**

In South Africa the origin of teacher unions is dated back to 1879 and was known as the Native Educational Association (NEA) (Govender 1996:27) (Heystek & Lethoko 2001:223). The aim was to deal with black teachers' educational, social and political issues. This was the reflection of the change in the socio-political landscape in SA. Examples of such issues were the effects of pass laws on education, the salaries of black teachers as compared to those of other races, and teachers' rights to better education (Burrows 1996:14; Maile 1999:1 & Moll 1989:63). This is made evident in Hartshorne's (1988:3) statement where he mentions that the government of the day dismissed anyone who criticised their policies, mostly if the policies were discriminatory and as Dekker and Lemmer (1993:362) clearly argue this was unique to S.A. This is a further indication of the political landscape of the day.

Some of the unions formed during the twentieth century were the Transvaal African Teachers' Association (TATA) in July 1926, the Transvaal African Teachers' Union (TATU) in 1950, the Cape African Teachers' Union (CATU) in 1954 and the Natal African Teachers' Union (NATU) the same year (Sono 1999:12-13,27) . Transvaal United African Teachers' Association (TUATA) was formed in 1957 by the amalgamation of TATA and TATU.

Teacher unions have continued to be formed across the country throughout the 20<sup>th</sup> and 21<sup>st</sup> centuries. Their common objective was improving working conditions of teachers, especially salaries. In 1983, a group of teachers in Soweto established the National Education Union of South Africa (NEUSA) with a membership primarily consisting of teachers and school principals (Reeves 2000, 70). The union members protested against low wages, inferior education, working conditions, shortage of qualified teachers and lack of resources and facilities at schools (ibid).

Other organisations formed in different provinces by different race groups included: the East London Progressive Teachers Union (ELPTU), the Western Cape Teachers Union (WCTU), the Progressive Teachers Union for Coloureds (PTUC), and Education for an Aware South Africa for Whites (EASAW) (Reeves 2000:71). The Cape African Teachers' Association (CATA) and the Transvaal African Teachers' Association (TATA) met and organised teachers and parents to resist the National Policy for General Education Affairs Act (No.76). This Act was passed by the Department of Education and Training (DET) in 1984. It promoted different education systems for various races. It maintained the racial segregation of former Bantu Education that was designed for blacks only. Other race groups were left under the control of the Department of Education and Culture (ibid).

The Bantu Education Act did not benefit Black teachers; they continued to be paid lower salaries, often not on time (Reeves 2000:67). Resistance from teachers manifested itself in strike actions in the late 1980's and early 1990's through their unions. The status quo still applies to date with unions taking a lead in strike actions with the aim of ensuring that their members get better salaries. There was a temporary halt of education for black learners. Hartshorne (1992:304) further reiterates by stating that unions felt the need to confront government by resorting to military action. This would ensure that their demands were met (ibid). However, the unions could not break the impasse because of lack of unity even though they all voiced common grievances (ibid).

The period between 1984 and 1985 saw the banning of the Congress of South African Students (COSAS) and the end to the Department of Education and Training's (DET) matriculation examination. These examinations were meant for black learners since the department was only in charge of black education (Kruss 1996). There were boycotts everywhere which were coordinated by black learners, forcing the government to declare a State of Emergency in all black townships during this period (ibid). The violence caused

by the boycotts led to parents calling in meetings to address the education crisis as the education system came to a total halt. Learners were desperate for change in the education system and adopted a slogan of liberation before education (Muller 1989: 108). The slogan was based on the notion that liberation was nigh and therefore learners should continue fighting. They believed that once they had the liberation then they would concentrate on education.

A meeting was called in Soweto by concerned teachers who wanted parents to address the crisis. Upon realising it was a national crisis, they organised a conference in December 1985. The conference was to present the DET with certain demands emanating from their grievances. This led to the formation of the National Education Crisis Committee (NECC) in 1986 (Nelson Mandela 2013). Another conference in Durban was held in 1986. At the conference, teachers and other stakeholders agreed that learners should return to school and stop the boycotts (Reeves 2000:86). The issue of teacher unity was also addressed. However it was not resolved because of a diversity of teachers' political ideologies. Further talks resulted in the formation of the National Teachers' Unity Forum (NTUF) in March 1989 after the Harare Conference in 1988. The aim of the conference was to build a non-racial union that would represent all teachers in South Africa (Sadtu 2010). Their main task was to continue trying to unite teachers from different spectrums (Kruger 1995:244). The talks resulted in the formation of the South African Democratic Teachers' Union (SADTU). This union was meant to be a single unitary body that would merge all unions and dissolve all teacher associations (ibid: 244). In October 6 1990 the South African Democratic Teachers' Union (SADTU) was launched, and managed to draw members from different unions (Reeves 2000:87) (Sadtu 2010). In 1992 in Broederstroom a National Education Conference was convened by the education delegation (Sciolo 2013). This conference called on the peoples' power which translated to education policies being governed by the principle of democracy. The policies were also to prepare all stakeholders for full participation in people schools (ibid).

The National Professional Teachers Organisation of South Africa (NAPTOSA) was also formed in 1991 (Naptosa 2011). This organisation had sixteen affiliates from smaller unions in different racial spectrums. Such unions were the African Teachers' Association of South Africa (ATASA), Teachers' Federal Council (TFC) which consisted of white teachers and United Teachers' Association of South Africa (UTASA) which had coloured representation to mention a few (Chisholm 2004:273). Government on their part passed



the Labour Relations Act (No: 66 of 1995). This Act enabled professional organisations and staff members to convert into trade unions. It also stressed teacher unions' legitimacy and legality status (Education Law and Policy Handbook). NAPTOSA then registered with the Labour Relations as a union on the 1<sup>st</sup> November 2006 heeding the call by the LRA. (Naptosa 2013).

SADTU is affiliated to a federation of unions under the umbrella of the Congress of South African Trade Union (COSATU) formed in 1985. This is the largest trade union in South Africa, with smaller unions affiliated to it (ibid). The affiliation of SADTU to COSATU was prompted by problems of low salaries and lack of negotiating rights encountered by teachers, amongst other issues (SADTU 2010). To date the teachers in South Africa are represented by three main unions, namely SADTU, NAPTOSA and the Suid Afrikaanse Onderwysers Unie (SAOU) or South African Teachers' Union. The latter was originally formed in 1905 and was then part of NAPTOSA (Kruger 1992:231). It merged and broke away from NAPTOSA because Afrikaans speaking teachers wanted their language to be acknowledged (ibid).

These unions are actively involved in the shaping of education in South Africa, not only in salary negotiations but also the formulation of policies that affect the curriculum (SADTU 2010). Arguably the reason for current challenges in the education system and the involvement in the formulation of educational policies stems from an apartheid system. The system itself grossly violated the rights of black teachers and learners and is the culmination of many years of injustice (Sadtu 2011). To date, the situation still persists with the formulation of many systems and policies that try to improve education in SA. In order to understand apartheid policies, it is therefore necessary to outline the background of education in SA.

### **3.4 BACKGROUND OF THE EDUCATION SYSTEM IN SOUTH AFRICA**

Portuguese sailors arrived in the Cape in 1488, followed by the Dutch and then British settlers. The Dutch formed a company called the Dutch East India Company to bolster their colonial trading ambitions. As part of their establishment of control over the indigenous population, they made attempts to educate them. In 1658 a school was formed to teach and promote the Calvinist faith to slaves from the West and East Indies. It was

also meant to do something for their intellect and moral, as Jan van Riebeeck stated (Kallaway 1984:44-45). The school failed because of lack of support from the community.

A second school was formed in 1663 to educate children of the colonialists, slaves and Khoi- Khoi. The segregation of children of different races was initiated in 1676 (Kallaway 1984:44-45). There were special schools for slaves and further separation of boys and girls to give them instruction in their separate duties (ibid: 46). These schools received more support from members of the community and operated for the next 35 years until they declined. Little formal schooling took place from this time until the eighteenth century. A few schools were opened in Cape Town and the public put pressure on the School Commission (SC) to improve standards of education (ibid: 46). In 1791 the School Commission drew up plans to improve education but they were neither specific nor effective. During this era education was inclusive of all races in the Cape, under the leadership of missionaries. In 1779 the first school specifically for Blacks was formed in King Williams Town and in 1869 financial aid was given to the schools by the government (ibid: 49-52).

In Natal, missionaries from Britain formally set up education of blacks, followed by missionaries from other countries. An example of this is the Church Missionary Society (CMS) in 1836 and the American Board Mission which founded Adams College in 1836 (Behr 1988:95). The aim of opening the schools was to inculcate literacy and new social and religious values to Blacks. It was also to preserve the values of the missionaries. The missionary schools received state aid in 1841 (Behr 1994:173). The aim of funding the schools was to train Blacks in industrial occupations. In 1877 a Council of Education was created to establish and maintain schools, appoint teachers and authorise their payment (ibid: 174). The Council was given control and management of Black schools. It was therefore able to formulate a curriculum for Blacks. The curriculum included English, Zulu, Arithmetic, and Industrial Training for boys and Needlework for girls.

During the time of the Great Trek, Dutch settlers were known as *Voortrekkers*. They travelled inland and settled in the Transvaal and Orange Free State. The Trek was instigated by clashes between the British and Dutch during the 1840s and 1850s. The clashes lead to communities forming around present-day Gauteng because of the discovery of gold around the area.

Education at the time was controlled by the church or missionaries. The first school was started in the Transvaal in 1842 (Behr 1984:21-22). The state involved itself increasingly in education, even though it remained under the leadership of missionaries (ibid: 175). In 1859 a committee to supervise education was formed. This committee drew up a document detailing the duties and responsibilities of teachers (ZAR Education Ordinance 1859:22). The document stipulated that teachers were expected to be members of the Dutch Reform Church. They were further expected to be declared competent by the committee. The committee concentrated on the education of Dutch children and neglected others. During the Boer Republic 1899 to 1902, an Act was passed. This Act included having English medium schools accommodating British learners. However, there was yet another change which forced the English children to be taught Dutch. This action resulted in English private schools being established and fewer children enrolling in public schools (Behr 1984:14-23).

During the Anglo Boer War between the periods of 11 October 1899 to 31 May 1902, formal school education ceased for Dutch children. Some Dutch parents taught their children at home or in concentration camps (Behr 1984 14). Teachers were also brought in from Britain to assist with teaching. After the war many teachers were scattered around as they returned to their farms in the Transvaal province. It was not until 1945 that there was an attempt to bring them together, under the newly established Witwatersrand Council of Education (WCE) (ibid).

The education of Africans was provided by missionaries up until 1910 when Native Education was established under the Union of South Africa. The Union had four colonies with each one operating independently in education matters (Behr 1984: 20). There was no coordination in terms of policies (ibid). During this era either Afrikaans or English was used as a medium of instruction depending on the policy of the colony. Therefore colonies had a right to decide on the language of instruction in schools. The education of Blacks which was referred to as an afterthought was placed under the four colonies (Hartshorne (1992:25). A colony like Natal preferred that primary education of Blacks must be left with missionaries. Government was expected to assist financially (ibid).

Education in other colonies was totally controlled by government. This meant that government controlled their funding, the curriculum, and the language of instruction, teachers' salaries and all other policies affecting education. In 1915 a new curriculum was

introduced in the Transvaal. The curriculum provided moral and religious education which aimed at the cultivation of habits of cleanliness obedience and punctuality (Behr 1984: 176). This was a clear illustration of the inferior education given to blacks and disregard shown towards them.

The curriculum in Black schools was confined to teaching them to be efficient workers placing much emphasis on manual work (ibid). Schools used English as a language of learning, with religious education being compulsory (Hartshorne 1992:24-26). From 1925 until 1945 the education of Blacks was funded exclusively by Blacks through direct tax (ibid: 27). The state did not contribute any money over and above what it collected from these taxes. This law was later abandoned because it could not carry all the Black learners coming into the system. All budgets were controlled by the Consolidated Revenue Fund (CRF) under the Union Department of Education. Curriculum was also changed and all provinces were merged (ibid: 30-31).

In 1947 the Eiselen Commission recommended that an education department for Blacks be established (Behr 1984: 180- 181). The commission was led by Werner Wili Max Eiselen a South African anthropologist and linguist and Hendrik Verwoerd who was the then minister of Native Affairs. The commission moved to take education of blacks from the missionary and establish a separate system for them. This was the beginning of segregation which led to Bantu education. The National Party came into power in 1948 and the Bantu Education Act no.47 of 1953 was passed in September 1953 and was effective from January 1954 (SA history 2012). It was controlled by the Department of Native Affairs under the leadership of Dr. H.F. Verwoerd (Hartshorne 1992: 36-37). Bantu Education brought about drastic changes in the education of African children. These changes included the reduction in subsidies for Blacks' education, poor training and employment of teachers, low salaries determined by government, and structuring of the curriculum for Blacks on a low level of education (ibid:37). Bantu Education promoted the notion of Bantus serving their own community and guided to do so in all respects by Dr H.F. Verwoerd. There were no black teacher unions to question such actions. Dr H.F. Verwoerd strongly believed that Black teachers must learn not to live above his community with subsequent desire to become integrated into the life of the White community. (Behr 1984: 183)

The government believed that there was no place for blacks in the European world. It therefore gave black learners education of inferior quality compared to that afforded to other races. The aim was to keep them subservient to whites forever (Macgregor 2008:1) McKay (1995:7) reiterated by stating Bantu education generally succeeded only too well in limiting the educational advancement of the Black people and in blocking the acquisition of basic skills such as numeracy, literacy and so forth. The statement is clear in that the purpose of Bantu education was not to bring quality and equality in the education of Blacks.

The intention was to confine Blacks to manual and low status jobs in the country with little pay, to ensure that they stayed poor. The impact of Bantu education is still felt today in an era where the country is free and independent. There is still shortage of skilled workers and learners are unable to pass critical subjects. Black learners in particular are not making it in critical careers such as actuary and science research. According to this Act, government was to establish Black schools and ban all schools that did not comply with the act (McKay 1995:2). The Bantu Education Act of 1953 also stated that native education must be controlled in such a way that it should be in accordance with the policy of the state, namely the apartheid system.

This system did not only suppress learners but also the teachers who were teaching it. Some of the teachers were unqualified and under qualified and were paid low salaries under poor working conditions (Samuel 1990). This impeded the delivery of quality education in many ways. Teachers found it challenging to work under such suppression. They, therefore, decided to form organisations that would assist them in addressing their challenges (McKay 1995:2). One such organisation was the Black Consciousness Movement (ibid)

In 1980, the apartheid government implemented the Education and Training Act of 1979 to replace the Bantu Education Act no.47 of 1953 and the Bantu Special Education Act no. 24 of 1964 (Behr 1988:32) .

According to Behr (1988:33) the Education and Training Act of 1979 stated the following:

- That Bantu be dropped and replaced with black.
- Education be free and compulsory.

- The Home language used as a medium of instruction until grade 4.
- Building and maintenance of schools becoming the responsibility of the Department of Education and Training (DET).
- To involve parents and communities in the education system.
- The Department had the power to appoint and dismiss teachers.

The Act was not well accepted by stakeholders, for instance teachers in education. They were of the opinion that it was imposed by government and was not well communicated to all parties involved (Lemmer 1991). In 1983 a White Paper on the Provision of Education was announced. It was recommended by the Working Group and was based on the research made by the Human Science Research Council in South Africa (Behr 1988:35). The White Paper stated that all matters relating to the education of a specific group was to be handled by that group. This statement excluded all financial responsibilities such as salaries of teachers and conditions of employment. All these would be handled by government. The curriculum would still be different according to race and would be developed by government (ibid: 36). There were protests against this Act. Teachers were involved in the protests because of their deplorable conditions of employment. The next paragraph looks at some of the conditions that teachers were subjected to during different eras in South Africa.

### **3.4.1 Historical view of teacher appraisal in South Africa**

High quality education is of vital importance to any country towards providing good opportunities for learners and development for teachers. The government at the time of the apartheid education was involved in drawing the syllabi, examinations, building schools and appointing teachers (Hartshorne 1992: 36-37). During the National Party (NP) government teachers were appraised. This process was complicated by the legacy of apartheid and beyond. It is imperative to look at this era in trying to understand IQMS as it currently stands. Cognisance must be taken of the fragmented nature of educational administration. The different levels of resource allocation between the various departments according to racial lines should also be acknowledged. Important again is the relationship between teachers in that era and the inspectors (Thurlow & Ramnarain 2003:92). Before

1994 Black teachers rejected any form of appraisal due to many factors that impeded the smooth operation of this process. Due to the fragmented departments, different systems of appraisal were used. Below are some of the programmes and systems used.

### **3.4.2 Inspection pre and during the Union government**

Before the Union government, almost all schooling for Blacks was provided by the missionaries. They inspected and supervised these schools. Their knowledge and experience of educational matters was believed to be limited (Hartshorne 1992:24). This contributed to low standards of education in some missionary schools. According to Behr (1984:176) state controlled inspectors brought improvement in the standard of education of Blacks during the era of the Union government. The researcher agrees with Behr (1984:176) on the state inspectors ensuring delivery of quality education in schools because they were qualified in the field of education and understood education policies. This is evidenced by the fact that the calibre of teachers and students produced during the union government schools was high hence their ability to have professional blacks amidst poverty and segregation. The need for inspectors is also emphasised by Jansen (2007) as the need to prioritise the reinstatement of the inspector system in order to hold every principal and teacher accountable and further stated that there was no accountability without provincial authority

Jansen (ibid) further states that the biggest mistake of teacher unions in SA, particularly SADTU, were that they protected jobs at all costs. He further stated that in New York unions marched demanding quality education and that was not happening in SA (ibid). In an argument to reinstate inspectors during policy making, Jansen was ousted for the use of the word inspectors because unions did not agree with the use of the word (ibid).

Qualified inspectors were appointed to inspect and supervise White schools in the republic. The results were that high standards of education were achieved in these schools. Their responsibilities included guiding and advising teachers and principals in the management of schools and classrooms. They also conducted in service training programmes for staff members (Baloyi 2002:72). The inspectors also had a duty to upgrade the curriculum of schools and formulate the syllabi. They also recommended the establishment of additional schools, if required (ibid). The diligence that the schools were afforded indicated the kind of

quality education rendered in White schools. This was also enhanced and supported by authorities. Unfortunately Black schools were not afforded the same opportunities.

### **3.4.3 Inspection during the Apartheid era**

There were fifteen education departments during this era. Different education systems were utilised in supervising and inspecting these departments (Education Workload Report 2005: 10). The departments were also divided according to race namely Blacks, Coloureds, Indians and Whites. They were further divided according to urban or rural areas with some areas falling under Homelands (ibid). The curriculum for Blacks emphasised memorization, rote learning and examination as compared to critical thinking and understanding (Pillay 1990). There was minimum participation of stakeholders and development of teachers in curriculum issues (Nasson 1990). Inspectors were utilised to supervise and inspect without necessarily developing teachers. This was in total contrast to what was happening in White schools. This form of inspection was rejected by teachers who viewed it as a form of control.

The relation between inspectors and teachers was a top down management style. The inspector gave instructions and teachers were expected to act on them (Education Workload Report 2005: 10). There was no mutual communication or sharing of ideas, everything was talked down to teachers. The results of such action were fear, dissatisfaction and animosity from teachers. They felt that they were judged and oppressed by the system. Swartz (1994:36) states that teachers lived in fear of the inspector or subject advisor's visits. Their visits were characterised by control and autocracy rather than quality assurance, teacher support and development.

The top down approach also restricted participation in policy formulation and ensured political control by top level officials (Centre for Education Policy Development 2000). The dissatisfaction of teachers led to resistance against the Apartheid regime around the end of the 1980's. Inspectors were chased out of schools and teachers refused to be appraised (Education Workload Report 2005: 11). Unions were in the forefront of the resistance. They viewed the appraisal system as a control mechanism which was aimed at disrespecting them. It was also punitive for incompetently performing teachers.



In the White and Indian schools, the experience of appraisals and the relationship between the inspectors and the teachers were more functional and positive. This was because supervision was lighter, constructive and they were given support (Thurlow & Ramnarian 2001:93). There were no problems and teachers in those schools continued being appraised and supported by the inspectors. Their appraisal system was shaped by values such as negotiation, consultation and participation. This particularly indicated the mutual respect between the two parties. All White teachers from different provinces used the same type of evaluation and enjoyed the same support. Blacks had different systems in different provinces, urban areas and rural areas. Different evaluation systems or assessments were used in order to appraise them (Thurlow & Ramnarian, 2001:93).

The beginning of the African National Congress (ANC) government in 1994 saw the merging of all education departments into one. There was robust involvement of unions in addressing injustices of the past. The following paragraph looks at the nature of unions in South Africa in order to understand how they came about and the role they played in resisting policies and systems of education.

### **3.5 THE NATURE OF TEACHER UNIONS IN SOUTH AFRICA**

The main role of teacher unions was seen as being to uphold the rights of teachers (Heystek & Lethoko 2001:222). Unions were influential in overturning the Bantu Education Act, which limited blacks to learning how to be servants to whites (ibid). Table 3.1 below shows the composition of membership in the main unions in 2001:

**Table 3.1: Representation of teacher unions (in percentages).**

	<b>SAOU</b>	<b>NAPTOSA</b>	<b>SADTU</b>
Blacks	7	75	75
Whites	90	20	4
Indians	1	3	15
Coloureds	2	2	6

**Heystek and Lethoko (2001:224)**

The composition of unions depends on a personal preference rather than racial, cultural and social differences. As was the case in the past, the table indicates that Black teachers prefer either NAPTOSA or SADTU and White teachers prefer SAOU. Representation of Indian teachers in the three organisations is generally low, more so with Coloured teachers. It must also be noted that the percentages stated above might have changed over the years. Unions are characterised by different ideologies and shifting opinions of teachers on a number of issues. This can either increase or decrease the membership of each union.

During the era between 1970 and 1980, younger teachers felt that the unions had to confront the government in order to facilitate change (Heystek & Lethoko 2001: 223). Much as this stance was taken, learners were affected by the action of teachers as indicated by Zengele (2009: 69). Some of the actions taken were go slows, picketing and strike actions which saw learners being unable to attend schools. SADTU was formed and was known to have a more radical approach in dealing with issues. Hartshorne (1992:307) believed that these teachers were politicised by the 1976 uprisings, when many of them were still students. As students, they were fighting the government of the day. The approach was therefore similar. Black unions were established to fight the white government, hence the different ideologies between different unions. As Hindle (1991:72) wrote, SADTU's ideology is influenced by the politics of its black membership and it sees no inherent contradiction in being a strong organisation, able to defend and promote the rights and interest of teachers.

The aims and objectives of SADTU were:

- To ensure transformation, development, equality and equity in education.
- The transformation of the education that will ensure equality and equity among all citizens of the country regardless of colour or creed. The education system should also develop according to the changes happening globally to enable competitiveness and global participation.
- To ensure an education system that is accessible to all regardless of race, colour, gender or creed and free of the apartheid legacy. The education system must be designed such that it favours all citizens and there should be no trace of the apartheid system.

- To use bargaining power to influence what happens in the classrooms. Bargaining power is used to negotiate and vote for or against issues that are discussed that influence the work of teachers.

SAOU has a strong following amongst white teachers. It is dominated by Afrikaans speaking teachers. Its approach is based on teacher professionalism and improvement of learner performance and working conditions of teachers. Its aim is to:

- Empower teachers professionally by sharing information or training their members in different aspects of education.
- Assist teachers to guide learners in utilising their maximum potential and abilities.
- Use home language as a language of teaching and learning and ensure that learners understand what they are taught and make learning easier.

NAPTOSA is a federation of unions with an ideology to teach with dignity. This union was in the past perceived as collaborating with the old government in the implementation of educational systems (Heystek & Lethoko 2001:225).The aim of NAPTOSA is to:

- Have a non-discriminatory and equitable system of education, a system that does not discriminate according to race, colour or creed.
- Effect compulsory education in order to give all children a chance in education.
- Encourage and enforce professional responsibility of educators to enforce proper conduct of educators as the profession is perceived as noble.
- Ensure gender parity and eliminate salary backlogs; people should be equally paid for the work that they do regardless of gender.
- Serve the interests of the child who must always be a priority.
- Promote cooperation with parents and communities.
- Develop teachers professionally so that they keep abreast of all the changes in their profession.

The statistics of these unions as per Collective Agreement number three of 2011 taken from the Persal system, which is a system used for the salary payment of teachers on December 2010 were as follows:

**Table: 3.2 Union statistics (see appendix)**

<b>Name of union</b>	<b>Number of affiliated members</b>
SADTU	247 651
SAOU	24 858
NAPTOSA	44 679

### **3.6 THE GENERAL OPERATION OF UNIONS**

Unions normally perform their professional duties through a council, such as the Public Service Coordinating Bargaining Council (PSCBC). The vision of the PSCBC is to advance and influence change in the labour environment (PSCBC 2010). The teacher unions that normally engage in this council are the main three mentioned above. Another council, the Education Labour Relations Council (ELRC) deals with education issues. It was established by the Education Labour Relations Act of 1993. Its aim is to maintain peace within public education. The difference is that the latter concentrates on education issues only. Disputes are normally resolved through conciliation and bargaining. The framework governing the ELRC is the Labour Relations Act, Basic conditions of Employment and the South African Schools Act. It also has a constitution that guides it.

#### **3.6.1 Constitution of the Council**

The constitution of the council that represents teachers in the Employment Labour Relations council is:

- Employer – representing the employer is the collective made up of the Provincial Department of Education and National Department of Education.
- Trade Unions – represented in the ELRC are:
  - SADTU- South African Democratic Teachers Union
  - NAPTOSA- National Professional Teachers Association Of South Africa
  - SAOU- Suid Afrikaanse Onderwyser Unie

The core services of the ELRC are to:

- Negotiation and support service –to facilitate negotiations between unions and the Department of Education.

- Dispute resolution –to resolve disputes between aggrieved parties.
- Conciliation –to invite a third party to assist in resolving a dispute amicably.
- Arbitration- when conciliation fails panellists are invited to adjudicate on the matter.
- Arbitration- when an unfair dispute has been declared, a panellist is appointed immediately thereafter to arbitrate on disputes with similar features (ELRC 2003).

### **3.7 PARTICIPATION OF TEACHER UNIONS IN IQMS**

The need for teacher union participation in IQMS is great .It is regarded as the cornerstone for growth and development in schools. The DoE had previously introduced systems of teacher appraisal and evaluation. These were meant to assess teachers and ensure the effective running of schools. Evaluation of schools was carried out by inspectors. According to Carlson (2009:79), inspectors hover on the fringes of the school and intrude into them from time to time to evaluate and pass judgment. The system was thus seen as hostile and unacceptable to many teachers. It was associated with bureaucracy that governed according to laws (Carlson 2009:79). The inspectors were also seen as powerful officials employed by government to intimidate teachers (de Clercq 2007: 97).

The culture of professional development had been severely affected by the legacy of Bantu Education. The DoE encountered political resistance to the evaluation and appraisal of teachers. This coupled with resistance against inspectors, spelled disaster in schools. The poor results, especially in Black schools, were an indication that there was a lack of performance in schools (Chisholm 2004:20). There was a strong need for change especially in the appraisal of teachers.

After the advent of universal suffrage in 1994, the DoE encountered resistance from teachers on the use of inspectors. One of the wishes voiced by representatives of blacks was to democratise education (Zengele 2009:18). Democratisation of education had to be based on the constitution. A need for a more broadly conceptualised system was suggested by unions and other stakeholders in education. This process also included the combination of all education departments into one big department. Chisholm (2004: 197) proclaimed that there should be one curriculum for all learners regardless of race, colour

or creed. This kind of inclusiveness should ensure equality and equity across the education spectrum.

Sergiovanni (2001) suggested that evaluation be less about measuring and more about describing and explaining teaching and learning events. It should therefore understand specific teaching situations and events emerging from teaching. This was one approach that could be considered in appraising teachers. A multi-dimensional approach that would look at different facets of the school was also suggested. This included teacher evaluation, development for accountability and whole school evaluation. The suggested approaches clearly indicate how the Integrated Quality Management System (IQMS) was inspired. The next logical step therefore was the formulation of IQMS.

### **3.7.1 The formulation of the Integrated Quality Management System**

The current system of teacher appraisal or evaluation is the Integrated Quality Management System (IQMS) .A system of evaluation deliberated and formulated by the DoE and teacher unions in the ELRC. All registered and legal unions were represented. The final agreement was reached on the 27 August 2003 by the ELRC and termed Resolution 8. IQMS included a Development Appraisal System, Whole School Evaluation and Performance Measurement System (Mestry, Hendricks & Bisschoff 2009:479). The rationale behind its formulation was to:

- provide continuous support for teachers.
- promote accountability.
- monitor schools' overall effectiveness.
- evaluate teacher performance.
- assist teachers with professional development (ELRC 2003)

IQMS is a tool to assess educators' performance that moved away from the top-down approach. It was based on a belief that expert opinion was needed in order to evaluate teachers. IQMS is similar to the Peer Review Approach (PRA) and Professional Development Process (PDP) used in the United States of America (USA). These approaches use the idea of colleagues assessing and developing each other. They are also supported and endorsed by unions. It is disappointing to perceive that amongst this

rationale none is addressing quality education. This, in the author's view, should be the fundamental responsibility of education. It is also a contradiction of its name, Integrated Quality Management System.

### **3.7.2 Professional development and school improvement**

The formulation of IQMS is guided by policy as stated by the National Education Act 27 of 1996, subsection 3(4) as follows:

The minister shall be responsible for the formation of policy regarding planning, provisioning, financing, staffing, coordination, management, governance, programmes, monitoring and wellbeing of the education system.

Section 8 of the Act further suggests that the minister shall be responsible for monitoring and evaluation. Subsection (8)1 states that:

1. The minister shall direct that standards of education provision, delivery and performance be monitored and evaluated by the department annually with the aim of assessing progress in complying with the provision of the constitution and with national education policy.

Therefore it is clear that the evaluation and monitoring of standards of quality lies with the DoE. Standards of quality education can only be implemented by teachers, therefore monitoring of these will include teacher performance, which also has legislative implications in terms of the Employment of Educators Acts 76 of 1998 chapter 5:

Teachers must be evaluated according to the performance standards which may be presented by the minister. The Development Appraisal System (DAS) presents these standards in the form of core criteria.

If a teacher is unfit for duties attached to the post, the employer must assess the capacity of the teacher and may take action against the teacher in accordance with the incapacity code and procedure for poor work performance as provided in Schedule one.

Schedule one on incapacity cites the code of good practice contained in schedule eight of the Labour Relations Act 66 of 1995 which states that the relevant employer must assess the incapacity of a teacher by considering the extent:

- To which the incapacity impacts on the work of the public school.
- To which the teacher fails to meet the required performance standard.
- To which the teacher lacks the necessary skills to perform in accordance with his or her job description (Employment of Educators Act 76 of 1998).

A teacher is expected to render services that are in line with the performance standard indicated in section 4 of the Employment of Educators Act (EEA).

The Act further states in section 18(l) that:

1. A teacher is deemed to have committed misconduct if he or she fails to perform his or her duties adequately for reasons other than incapacity. Integrated Quality Management Systems (IQMS) is designed to assist teachers perform their duties adequately through performance assessment, support and development. It is therefore necessary that all teachers be assessed and if development is required, be assisted through in-service training and other development interventions. This is done to ensure that quality education is rendered to learners.

Incapacity refers to a teacher's inability to perform the duties that they are employed for. If the teacher is given support and development but is still unable to produce the desired outcomes as set out by the employer, IQMS will address this through different performance standards.

The South African Code for Educators states that teachers registered with them should acknowledge that the attitude, dedication, self-discipline, ideals, training and conduct of the teaching profession determine the quality of education. This means that the teacher shall impart quality education in order to uplift and develop learners to be successful citizens. Also emphasised is the importance of quality education through development and monitoring of systems. This also implies that there are consequences if such expectations are not met. The role and duties of the ELRC then come in to ensure that policies are implemented as expected.



The above-mentioned legislation has attempted to bring about transformation of the quality of the education system in line with the democratic dispensation that has been formulated (ELRC 2003).

### **3.8 INTEGRATED QUALITY MANAGEMENT SYSTEM IMPLEMENTATION**

IQMS implementation in schools was approved by unions when they signed the agreement as indicated above. Advocacy on IQMS implementation was conducted by unions in their constituencies and the GDE to all employees (Collective Agreement 8 of 2003). Advocacy included consultative meetings, workshops and intensive training of different levels of teachers in education. The following paragraph outlines the three levels of IQMS.

The Development Appraisal System (DAS) indicates a shift from DoE-driven appraisal to a more user-friendly system .It is transparent and identifies areas of weakness and strength in the individual. Teachers also assist in the drawing up of a Personal Development Programme (PDP) to address their needs (Mestry, Hendricks & Bisschoff 2009:479). The development programme makes the teacher aware of their weak point and is motivated to do better. The PDP is carried out by the teacher being evaluated, and different structures ensure that it is being well executed. Teachers are also encouraged to use their strong points to develop others based on the fundamental principle of lifelong learning and development. Being a lifelong learner also implies that career development and growth must be prioritised to keep abreast of new developments in one's career (**Personnel Administrative Measure South Africa, 1998c**).

Performance Management (PM) is a tool that encourages communication with teachers to establish how teachers are performing in their duties whilst developing a plan of improvement (Mestry, Hendricks & Bisschoff, 2009:479).This is pursued by establishing a performance culture to improve teachers' awareness and understanding of their work objectives. They also become aware of the performance standard expected of them. It also helps provide opportunities and make plans to address their needs (ELRC 2002). Through communication the teachers are able to indicate their need for development; professionally or academically (Carlson 2009:78).This is similar with other approaches in

other countries. For example: teacher unions in the USA use Peer Assistance Review (PAR) to influence how teachers view their work and conditions. PAR emphasises early intervention, peer assessment or review and recognition of exemplary teachers by other teachers in the profession (Panneer -Selvam 2009:99).

Whole School Evaluation (WSE) is aimed at bringing effective monitoring and evaluating the overall effectiveness of the school as well as quality learning and teaching (ibid 78). It includes internal and external whole school evaluation. Internal being done by the school and external being done by the Office for Standards in Education; presently known as quality assurance (ELRC 2003:3). England also engages the expertise of the Office for Standards in doing external evaluation. Two key components of WSE are self-evaluation of the individual teacher and self-evaluation of the school (Carlson 2009:78). This is important because they move away from the use of inspectors which was intimidating, to the use of a colleague in evaluating individual performance and that of the school. The use of colleagues has also been noted in the USA, in the Peer Review Approach (PRA) programme which also encourages colleagues to evaluate each other's performance. Whether much advocacy was done and how far it has helped with the implementation of IQMS, will be deliberated in chapter five where the presentation of results and analysis of data is discussed.

### **3.8.1 Guiding principles for the development appraisal system**

The following guiding principles must be taken into consideration when implementing the process of appraisal:

- The process must be open, transparent and developmental. There should not be any hidden agenda or information. All parties must be able to trust each other. Transparency will ensure that the person to be appraised understands exactly what is expected of them, as well as the different performance standards and criteria to be used when scoring.
- The process must involve relevant academic and management staff in order to assist with the designing of a development programme. The School Management Team (SMT) working directly with the person to be appraised must form part of the Development Support Group (DSG) in order to develop and assist the individual in areas of need.

The appraisal is a developmental process that depends on continuous support. It is designed to entrench strength, develop potential and overcome weaknesses, therefore it is necessary for the School Development Team (SDT) to formulate a School Improvement Plan (SIP) based on the Personal Growth Plans (PGPs) designed by individual teachers. This is done to facilitate development of all teachers according to their PGPs.

- The process must include all stakeholders, who must be trained so that they are able to implement the process correctly. Stakeholders include educators, school management teams and district officials.
- Teachers should be informed of all aspects of the appraisal process, so that they can take initiatives of the appraisal process. Teachers should be able to identify when they want to be appraised, in which learning area and by whom. They should also know what is expected of them. It is therefore imperative that they have all the relevant documents and go through them before being appraised.
- Prompt feedback through discussions and written communication to those appraised is indispensable. There should be pre and post-evaluation discussions so that all parties establish the ground rules. Evaluation scores and other ratings of performance standards that transpired during the evaluation session must be discussed.
- The appraised teacher has a right to access and respond to the appraisal report. A copy of the score sheet must be made available to them.
- The instrument used in the appraisal should include appropriate criteria to appraise the nature and level of work performed (Prinsloo 2003:211 & ELRC 1999:60).

It is imperative that this principle be upheld and the school must establish developmental programs with the first point of departure being the election of Staff Development Teams (SDTs).

### **3.8.2 Training and establishment of Staff Development Plan**

According to IQMS (DoE 2003:12), schools must elect SDTs that consist of the principal as a mandatory member, school management team and elected members of staff. The SDT together with the SMT are given a mandate to ensure the fairness of the process of

Development Appraisal (DA). The role of the SDT is outlined as planning and monitoring the management plan for development appraisal through:

- Identifying educators to be appraised in each phase.
- Facilitating the establishment of appraisal panels and preparing schedule of panel members.
- Linking appraisal to the development of the whole staff.
- Liaising with the DoE on in-service training of teachers and educational development on high frequency needs.
- Monitoring effectiveness of the appraisal system and reporting to staff and school governing body members.
- Ensuring that all appraisal records are filled.

It is important to train the SDT of the school to enable and empower them to work effectively and efficiently. This will also ensure that the appraiser and the appraised understand the use of instruments in IQMS (ELRC 2003:20).The DoE at district level is responsible for the training of SDTs but the main responsibility lies with the principal.

### **3.8.3 Performance Measurement**

Performance Measurement (PM) forms another integral part of IQMS and contributes towards the development of individuals through identification of strengths and weaknesses. It consists of the following on-going processes:

- Reflective practice-teachers are required to reflect on their performance in line with the different performance standards. The intention is to enable the teacher to identify areas of weakness and strength and work towards improving and enhancing them.
- Self-appraisal- after training on the appraisal process. The appraised are expected to appraise themselves using the same instruments used in order to become familiar with the Developmental Appraisal and Performance Measurement instrument. The process is supposed to make the actual process easy and run smoothly.
- Peer appraisal is designed to assist the appraised to go through the process. It should bear in mind that honesty is the key for enabling the individual to grow professionally. Peer appraisal has influence on the summative score, which is

linked to an incentive by the DoE. It is therefore important to remain objective and fair even if this is a challenge.

- Collaboration- requires the DSG and the teacher to collect data from the baseline evaluation, which is the previous year's summative score on established teachers. For new teachers, baseline evaluation is required to take place at the beginning of the year. This should be combined with the lesson observation that takes place once a year. Collaboration determines the progress of the performance of the teacher.
- Interaction with the panel- requires that a panel be chosen by each appraisee. This panel is called the Development Support Group (DSG) and must consist of the teacher's immediate senior and a peer chosen on the basis of appropriate learning phase and area of expertise. The panel must be able to provide support and mentor the appraisee (ELRC, 2003:22), which is in line with the notion of professional development. It should also be fostered through mentoring as is the case in some programmes initiated in other countries such as Schools Speak for Themselves in England, Peer Assistance Review, No Child Left Behind in the USA and Quality at a Glance in Australia.
- The DSG is also expected to assist the teacher who is appraised in the development of their Personal Growth Plan (PGP) (ibid.). The PGP of all teachers in the school must form the School Improvement Plan (SIP). Evaluation of baseline knowledge and summative development is also important so that the teacher does not lose out on development opportunities and the DSG must know the areas of need of the teacher appraised. Lastly, the panel must verify the accuracy of all scores and other information on Performance Measurement (PM).

Before the panel institutes their duty, the teacher must go through a self-evaluation process, using all performance standards in accordance with their post level. The first four performance standards are for observation and the last three fall outside the classroom perimeter:

- Creation of positive learning environment.
- Knowledge of curriculum and learning programmes.
- Lesson planning, preparation and presentation.
- Learner assessment.

- Professional development in the field of work and participation in professional bodies.
- Human relations and contribution to school development.
- Extra- and co-curricular participation.

Each performance standard has criteria and four descriptors that are derived from the four-point rating scale. These ratings indicate areas of strength and weakness as previously indicated. The appraiser and the DSG must be able to agree on these areas. If there is disagreement the matter must be directed to the principal as the mandatory member of the SDT (ELRC 1999:3-4).

The performance standards as well as the descriptors assert that if well instituted, the teaching and learning processes should lead to quality education. Evaluation of the performance standards indicate the need to move from an inferior type of education to a high quality type of education that will enable the learners to succeed in the global market. The school management team has more performance standards that deal with their areas of management.

### **3.8.4 Whole School Evaluation**

Whole School Evaluation (WSE) is divided into External and Internal, the former carried out by the Office of Standards once in a three-year or five-year cycle. WSE uses nine focus areas to evaluate performance of the school. The focus areas are similar to those used in England's School Speak for Themselves programme. The WSE evaluation team usually uses the DA and PM of randomly chosen teachers to evaluate a school's performance. They go through different documents, ranging from learner performance to effective tools in the school and also interview some staff members (DoE 2001:5). After each evaluation, feedback should be provided to individual teachers, heads of department and the principal. A recommendation based on the findings must also be forwarded to the district development team (DoE 2001:7). The recommendation must indicate areas of development and good practices. Internal Whole School Evaluation (IWSE) is done internally by the school and led by the principal. This is a process that the school needs to embark on annually. The product of the process leads to the generation of the school improvement plan. The whole programme of IQMS was initiated in different stages. Below is a table that indicates when different programmes were initiated. All the programmes are currently integrated into one for easy IQMS implementation.

**Table: 3.3 Programmes forming IQMS. (see appendix)**

Programme	Year initiated	Resolution number
Development Appraisal	28 July 1998	Resolution 4 of 1998
Whole School Evaluation	July 2001	Government Gazette Volume 433 no.22512
Performance Measurement	10 April 2003	Collective Agreement no.1 of 2003
Integrated Quality Management System	27 August 2003	Collective Agreement no. 8 of 2003

**IQMS for institution based educators' Collective Agreement number 8 of 2003**

The use of IQMS in schools was evident when the researcher collected data through observation and interviews. The data determined whether schools have succeeded in implementing IQMS and if unions are indeed influential in policy formulation. The following heading will look at unions and their influence in governance.

**3.9 THE INFLUNCE OF UNIONS IN GOVERNANCE**

Governance is a way an organisation uses its power or leadership to advance itself or its members. Unions in SA have these powers and different unions use theirs differently for their progress. The influence of unions in governance is especially felt during collective bargaining, cases of labour disputes and appointments. South African labour regulations are progressive in that they provide institutions to settle disputes fairly (South Africa 2013). This was not the case during the apartheid era when industrial relations were characterised by racial discrimination, repression of unions and delusions of superiority on the part of management (*ibid.*). Since 1994 there has been a change in the way unions, government and employers communicate and consult with each other. The understanding is based on the need to develop a good and solid education system in order to have societal growth. SADTU in its 2030 vision indicates the need to advance

within the contested political space, a programme aimed at entrenching a regime that continually improves the condition of service for their members through structured collective bargaining and teacher development. This union has strategically positioned itself in the political arena by joining the tripartite alliance, therefore securing influence in negotiations and bargaining for their members (SadtU 2013). The Congress of South African Trade Unions (COSATU) is part of a tripartite alliance with the ruling party, the African National Congress (ANC) and South African Communist Party (SACP). SadtU is a member of COSATU. The alliance is believed to give COSATU beneficial political influence over other parties which means that SadtU also benefits. Little is known whether this kind of alliance also benefits one party when policies are formulated. However, alliance representatives show much interest in the politics of education. SadtU is an affiliate of the federation, the involvement of which in issues of education is evident. On 28 August 2011 the general secretary of COSATU Zwelinzima Vavi, addressed the SadtU Eastern Cape provincial Congress. The aim of the congress was to launch a campaign together with government and SadtU to adopt schools as part of a programme of eliminating dysfunctional schools in that province (SA Government Policy 2012). The cause of dysfunctional schools also lies in the inability of schools to implement IQMS correctly. This is one of the indications that the alliance has influence on government initiatives, and as Mr Vavi stated in his address this accord is one of the critical elements to address the apartheid fault lines we have identified (SA Government Policy 2012). The same statement further indicates that there are many dysfunctional schools in the country. Long after apartheid has passed, its legacy remains in the lives of the once oppressed.

Other unions are not as forward as SadtU in entrenching their presence in governance except during the negotiation of policies. NAPTOSA normally invites government speakers during its conferences to show where their leadership is aiming, their working relations and to give their members a chance to engage with the officials. Their conferences are usually based on quality education in schools, skills, professional development and implementation of policies. In one of the speeches rendered by the Minister of Basic Education, Angie Motshega, at the NAPTOSA conference she was cited as saying teacher quality is vital, the quality of education relies heavily on teachers' ability to deliver the curriculum. SA continues to grapple with formidable challenges associated with quality of



teaching. Quality education can be provided through the professional development of teachers. NAPTOSA would help improve teacher quality (News24 2013)

The examples cited above are indications of how some unions have made inroads in political arenas in order to influence policies. IQMS is one of those systems that have support from unions and teachers on the ground. However, ten years later implementation is still a challenge and the government is not making headway in assisting to address this problem regardless of the fact that education is a societal priority and SA education is amongst the lowest performing countries within the African continent.

### **3.10 CONCLUSION**

This chapter provided an overview of South African perspective of the influence of unions on IQMS policy formation. IQMS is currently used as an attempt to render quality education in S.A replacing the DAS which preceded the inspector system. This chapter has provided a background history of education dating back from the arrival of the Dutch settlers in the Cape up to the history of teacher unions in South Africa. The history of both the education systems and unions formed the basis for the present day education system and dynamics behind the formulation of IQMS. An indication of the influence history had in shaping the origin of teacher unions in the country was also given. The brief history also reveals how the inspection system came into being and later led to the formulation of an IQMS because of dissatisfaction by teachers and unions. The three main unions that participated in the formulation of this resolution were discussed, with their aims and objectives that indicate their stance in support of IQMS.

A clear discussion of the process of IQMS operations and how it can be implemented in schools was also presented to show how it can work as a system to improve quality in schools. It is also necessary to stress the importance of a personal growth plan, not only for individual development but also for the development of the whole school and its success thereof. This aims at providing quality education through closing gaps identified in the PGP and the School Improvement Plan. The success of the system is also entrenched in the involvement of management structures that would ensure that an appraisal is kept in perspective; it is a process, a vehicle, a means to an end (West-Burnham 1993:7).

As IQMS is a binding requirement, chapter 5 will examine how implementation is carried out and what roles unions play. Improvement of implementation of IQMS might be a solution to rendering quality education in the country. The DoE is committed to ensuring that IQMS is properly implemented in schools, as evident in Resolution 1 of 2003 and Resolution 8 of 2003. This resolution also indicated commitment by unions, so it is the responsibility of schools to carry out implementation in a way that they are expected to and also in line with Resolution 8 of 2003. IQMS brings accountability to the teacher and the school.

## **CHAPTER 4**

### **DESCRIPTION OF RESEARCH DESIGN AND RESEARCH**

#### **METHODOLOGY**

##### **4.1 INTRODUCTION**

This chapter presents a detailed description of the research design and methodology used in this study. The study is based on the influence that unions have on the formulation and implementation of Integrated Quality Management System (IQMS). In chapter two and three perspectives of teacher unions internationally and in South Africa were discussed. The chapter also discussed the different systems used in order to ensure quality in schools. The main objective of this discussion was to establish the involvement of unions in policy formulation and implementation. It is therefore vital that this chapter defines the research design and methodology that was used when gathering data to achieve the objectives of the study. A research design was meant to give a constructed plan and strategy that seek to explore and discover answers to the research question (Taylor 2000:79). To satisfy and achieve the aim of the study; the researcher chose a qualitative approach to gather data. This approach included observation, one on one and focus group interviews that assisted to answer questions posed by the research.

##### **4.2 RATIONALE FOR THE METHODOLOGY USED**

Choosing the qualitative method was influenced by the need to interact with participants in order to gain first-hand information of their experiences in the formulation and implementation of IQMS. The qualitative approach is defined as an approach that focuses on the qualities of human behaviour. It interprets lived experiences of people (Marshall & Rossman 1999:68). This methodology not only afforded the researcher a chance to interact with participants but to also observe them in their natural setting. To investigate how IQMS is implemented, it was imperative to know how teachers related to the actual implementation and if unions were a part of the process. The researcher was able to do so through the use of observation, individual and focus group interviews that are discussed extensively in this chapter. Furthermore, the researcher discussed how participants were sampled in relation to the methodology used.

Choosing the qualitative approach was further inspired by the need to investigate participants' whiles implementing IQMS in their natural setting and observes them as different events occurred. Miles and Huberman (1994:10) indicate that one of the features of qualitative research is that it investigates natural occurrences in natural settings so that the researcher is able to develop a more holistic conceptualisation of real life. It was therefore necessary to conduct the research in a school where IQMS was implemented. This assisted the researcher to gain insight into some of the contextual and social challenges teachers are faced with during IQMS implementation.

Qualitative research also involves the narration of facts in the form of words hence the use of interviews in data collection (Miles & Huberman, 1994:10). The description of how IQMS was implemented also gave the impression of attitudes and emotions towards it. Marshall and Rossman (2006:53) state that it is better to study human behaviour in real life situations when the study concerns attitudes of people towards a phenomenon. This statement also concurs with Miles and Huberman's (1994:10) discussion about observing phenomena in a natural setting. The researcher was able to understand the attitudes of participants through the way they reacted to questions. The body language also gave indication of the attitude and emotions associated with IQMS implementation. This was important for the study in order to understand why implementation was still a challenge.

The researcher attempted to be accurate in narrating the facts acquired by using a tape recorder when conducting interviews. It was not always possible to be objective because as human beings we understand situations based on our own experiences. It was therefore imperative that during data collection, the researcher became aware of that and attempted to be accurate in recording the data to avoid being biased as McMillan and Schumacher (1993:14) suggest. This enabled the researcher not to produce mere facts and figures but to look at a complete description of the subject of research. Qualitative research is in nature subjective because the researchers view at occurrences through their eyes. Someone else's perception of the same occurrences might be different (Miles & Huberman 1994:10 - 11).

#### **4.2.1 The relevance of Qualitative Research**

Qualitative research as propagated by Fraenkel and Wallen (1990:368) seeks to investigate the quality of relationships, activities and situations. It emphasises the holistic

description of the phenomena. Qualitative research is relevant in this study because it afforded the researcher a chance to enquire about IQMS from participants who were formulators as well as implementers. To understand the influence that unions have on formulation and implementation of IQMS, the researcher interviewed union representatives, GDE representatives, principals and DSG's to obtain holistic and balanced findings. This also helped to understand the relationship between these stakeholders and the influence of the relations on policy implementation. Qualitative research takes place in the real world, using people's real life experiences as opposed to quantitative which can sometimes be conducted in laboratories using variables (Rolfe 2006). Experienced teachers with vast knowledge of IQMS were participants in this study. Most of them went through DAS and were part of IQMS in its initial stages. They therefore, had gone through the different phases of IQMS implementation.

Strauss and Corbin (1990:17) explain that qualitative research intends to bring about an understanding of motives and beliefs behind one's view on a personal level. It is therefore necessary to capture the essence of lived experiences in order to understand the motives behind participants' behaviours as well as their belief systems. This enabled the researcher to discover how these aspects influenced the implementation of policy. Postlethwaite (2005: 1) further emphasises that the purpose of investigating is to understand the underlying motives and desires of human behaviour. Therefore the use of qualitative research for this study became important because it was based on people. People in general have belief systems that are influenced by their upbringing and cultural background.

The use of the qualitative approach as Sherman and Webb (1988:45) profess, assists the researcher in raising new questions leading to assumptions. These questions are how and why IQMS was formulated and how participants' experiences impacted on the delivery of IQMS? The researcher's aim to investigate the influence of unions in this policy raised more questions. Questions such as are unions interested in quality education in schools? Is the implementation of quality education the role of unions? Are there ways of influencing quality in schools? These questions would lead to assumptions that determine the influence played by unions in the implementation of quality education.

Qualitative research does not require the researcher to always have a clear idea of what is being studied. The researcher can have burning questions that need to be addressed. A

research topic can then develop from them (Word Press 2012). For instance, the researcher had a problem with the implementation of IQMS in the school. Upon investigation, it was discovered that other principals had the same problem. The inquiries instigated the need to research this topic. Rather than following a fixed process of inquiry, the research process changed as the researcher learnt more about the topic (Marshall & Rossman 1995:111). The change included seeking to know about the influence of unions on the formulation of IQMS as they were in the forefront of the process. The role that they played in implementation was also probed.

Qualitative methodology entailed getting closer to the research subjects and describing the world through their eyes. The main aim was to get an in-depth description of the process or action and events as Guba (1990:17) asserts. This methodology enabled the researcher to see occurrences through the eyes of the participants. This factor is important in wanting to understand the viewpoints of the participants. Different perceptions of the influence of unions on the formulation and implementation of IQMS came to light. This was very important as the researcher gained first-hand information about events that happened in the bargaining chamber. The reason why teachers' scores did not tally with learner performance was found. Lastly, the quality of education delivered in classrooms and other factors that revealed the formulation and implementation of IQMS policy was captured. Qualitative research methodology is the only methodology that enables the researcher to capture all the data needed. To understand these factors in-depth, it is imperative to study the paradigm that qualitative research is based on.

#### **4.3 ASSUMPTIONS ABOUT QUALITATIVE RESEARCH PARADIGMS**

A paradigm is used to assist the researcher in choosing the most appropriate method when investigating. According to Guba (1990:18) the belief system is the starting point that determines what the researcher is investigating and also how these investigations must be conducted. It is therefore important to consider paradigms in research because they impact the research question and how it will be answered.

Durrheim (1999:36) further defines a paradigm as a system of interrelated ontological; the nature of reality, epistemological; the relationship of the researcher to the research and methodology, the process of the research and a way of looking at the world. This set of

beliefs and values shaped the way the research was conducted and the angle the researcher took in investigating IQMS and unions as phenomena.

Denzin and Lincoln (2003:245) define a paradigm as a belief system that guides a researcher when inquiries are made. It is a set of commonly held beliefs or values within a scientific community about a field of study. These beliefs are set to shape the process of carrying out research. Paradigms consist of philosophical assumptions that guide and direct ways of thinking (ibid).

The paradigm dictated that the researcher constructs meaning out of the meaning constructed by the interviewees. It simply meant that the researcher understood the meaning of events as constructed by the interviewee and made sense of them by creating her own meaning. In this context, meaning is socially constructed and negotiated (Denzin & Lincoln 1994: 133). For the interviewer to understand the problem she needed to first make sense of it through interpretation then convey the problem to the interviewees. Denzin and Lincoln (1994:133) reverberated that the act of inquiry begins with concerns of participants through interaction, analysis, critique, reiteration that eventually leads to a joint case of instant outcomes. The researcher chose participants in the study, interacted with them through interviews, critically analysed the data then interpreted data to form the outcome of the research. The researcher was then able to create and make sense of the meaningful outcomes that brought value to the research.

The above definitions of paradigm set the researcher on a path of investigation using epistemological and ontological paradigms in working within a point of view that humans operate within realism and they actively create their reality. Ontology means what is said to exist in the world and what can be talked about, in short it is reality. Epistemology means the nature of human knowledge and understanding that can possibly be acquired through different types of inquiry and methods of investigation, or the experience (idi 2012) Pairing the two paradigms advantaged the researcher in using IQMS and union involvement in policy information that already exists and to use different inquiries to dig deeper into participants' knowledge of this phenomena. The other advantage was creating knowledge as people needed to understand the objectives of this phenomenon. IQMS is the phenomenon and it could only be effectively implemented if teachers understood its purpose. The two paradigms influenced the choice of theories used in the study.

#### **4.4 THEORIES UNDERPINNING THIS STUDY**

Theory is very important in research; it is the explanatory framework that answers the research question. A theory is defined as a coherent group of general propositions used as principles of explanation for certain class of phenomena (Foster 2001: 100). In order to be complete, it must be able to answer the what, why, who and how questions. The where and when questions are said to put bounds on the theory (ibid). Theory can range from informed guesses to elaborate and well tested information (Miller 1993: 3). Miller further states that a theory describes unobserved structures, mechanisms, or processes and relates them to each other and to observe events.

This study observed the work of unions in relation to their involvement in the formulation of policies, specifically IQMS. It also measured the intensity of their influence in such processes and how involved they were in the implementation process. A theory was therefore essential in ensuring that all the questions were clearly answered. Miller (1993:3) further asserts theory as an explanatory framework. One can thus assume that if one starts with a theory; it is the same as starting with an answer and working backwards supporting the theory (ibid). It is therefore necessary to start with questions and move towards establishing a theory that will define one's study. In this study grounded theory was suitable as it is inductive in nature.

An inductive approach is an approach where the researcher starts from the bottom (Miller 1993: 3-4) in search of knowledge and build the knowledge up to the top by:

- Systematically observing the phenomena under investigation.
- Searching for patterns in occurrences.
- Developing a generalisation from the analysis of data gathered (Marguerite, Spaulding & Voegtle 2006).

Below are two theories that were chosen for this study namely the grounded and social constructivism theories. These theories assisted the researcher in basing her argument on understanding the IQMS implementation by generalising and making assumptions to researching the real process and draw findings. This was made possible by the use of qualitative methodologies used for data collection.



#### **4.4.1 Grounded theory**

Grounded theory is an inductive method of research in which a researcher systematically develops a theory from the process of data collection and analysis (Marguerite, Spaulding & Voegtli 2006). The purpose of grounded theory is to develop a theory about phenomena of interest. Grounded theory develops from data that is collected and analysed. The data then builds a pattern of occurrences that can then form a theory. Denscombe (2007:90-91) pronounced that a researcher using grounded theory embarks on a voyage of discovery. The researcher approached the research with an open mind and was therefore able to get as much information as possible about a phenomenon. Strauss and Corbin (1990) further reiterate that the researcher does not begin the research with a preconceived theory in mind. The researcher starts with the area of study that allows for the emergence of theory from the data. This theory needed, amongst others, the researcher to be flexible in data collection and analysis. Flexibility entailed using different methods of collecting data such as observation and interviewing.

Grounded theory is very intense and requires that the researcher reads a large amount of field notes and interview transcripts and other data collected (Smith 1997). The researcher managed to collect data from different participants in different settings. Coding information and writing memos to ensure development of the theory is also an essential part of grounded theory. Smith (1997) further suggests that to obtain the feel of the issues investigated; general reading of the literature may be done to identify the gaps. These gaps must be filled with grounded theory. The literature review was combined with data collected to get more meaning of the topic investigated.

The researcher was able to approach the study with background knowledge which expanded to include other methods as indicated by Smith (1997). This was done by starting the research with a single source of data collection like an individual interview. It was then expanded to include focus groups. Collection of data developed through other means of interviewing for example focus group interviews, observations and others. The researcher was able to consolidate and compare information acquired. The consolidation was done through literature study and data collected to formulate a theory or to challenge the existing theory at the end of the research (Smith 1997).

#### **4.4.1.1 The rationale behind grounded theory**

The rationale behind using grounded theory stems from the following facts

That it is flexible and gives the researcher room to investigate the phenomena of interest without being forced to prove the hypothesis that has already been tested. Since the researcher was conducting the research in thirteen schools, grounded theory made it possible to investigate without following a theory of why IQMS is still a challenge in schools. It enabled the researcher to use different questions to understand which problems were faced by implementation in those schools and why?

It enables the researcher to explore research questions and answer them holistically. The researcher was able to pose questions to the different stakeholders using varying angles in the quest to understand why IQMS is not achieving its objective regardless of the fact that unions were part of the formulation.

It enables the researcher to use open- ended questions in seeking information using focus group interviews. The researcher was also able to hear different versions of understanding from DSG and SDT who are the main groups in the implementation of IQMS. The fact that groups were interviewed enabled them to debate and come to a conclusion about questions posed (Marguerite, Spaulding & Voegtle 2006).

#### **4.4.2 Social constructivism theory**

Constructivism is described as a theory that deals with the way people give meaning to the world through a series of individual constructs (Von Glaserfeld 1989:160). Constructs are the different types of filters we choose to place over our realities to change our reality from chaos to order (Von Glaserfeld 1989:160). This research was based on the influence that people have on a particular variable namely IQMS. It was appropriate to use social constructivism to support the researcher's assumptions. This was based on the fact that the study entailed views from different people. The theory also encouraged participants to make meaning of IQMS based on their experiences and the context in which it happened. For example, if a person had good work ethics and well-disciplined was a trait that was learnt within the context of their work. It was then possible for the person to understand and implement IQMS within the context or environment of discipline. Lincoln and Guba

(1985: 36) describe constructivism as the process of inquiry that is influenced by the researcher and the context under study. The reality constructed by different people lead to multiple meanings. This, therefore, meant that different respondents brought different conceptual frameworks to a situation based on their experiences. This also brought different meanings to the same situation. The main goal or aim of this study was to find out how unions influenced the formulation and implementation of IQMS. It was therefore possible to achieve this through the use of constructivism. The researcher had a task of finding out how much influence unions had on the formulation of IQMS. In addition, how the same influence was used in the school setting to ensure optimum implementation.

The main premise of constructivism is the ability to construct person-centred messages to accomplish one's goal (Von Glaserfeld, 1989: 160). Griffin "n.d"(100) further explains that a person-centred message is a tailor-made message for a specific individual and the context in which the message is based. The researcher accepted that there were multiple realities as each respondent brought their reality to the picture. The only way to understand these realities was for the researcher to choose data collection methods that would make her part of their experiences such as participant observation and interviews (Lincoln & Guba 1985: 37). This combined with grounded theory, provided room to explore the subject matter and embark on a voyage of discovery as Corbin (1990) professes. The researcher, using the grounded theoretical approach which encourages open mindedness, was able to get as much information from the participants as possible. Information gathered gave different perceptions and understanding of union involvement in IQMS. The ability to carry through with the person-centred message enabled the researcher to manipulate the original message. The message could then be adjusted to a level where the person being talked to, understood it best (Von Glaserfeld 1989: 160). This enabled the researcher to give meaning to messages using her own words without losing the meaning of the original message. This also ensured that the message was neither falsified nor distorted (ibid).

Social constructivism encouraged the researcher to arrive at her version of the truth, influenced by her background, culture or embedded worldview (Von Glaserfeld 1989: 160). Historical developments such as language, symbols, logic, and systems of doing things were inherited by the researcher as a member of a particular culture. These were learnt throughout the researcher's life and were used to influence the version of the truth (ibid).

This also stressed the importance of the nature of the researcher's social interaction with knowledgeable members of the society. In such research, knowledgeable members ranged from union members, ELRC representatives to teachers involved in policy formulation and implementation. The research would have been impossible without the social interaction with more knowledgeable people. It would have been difficult to acquire social meaning of important symbols, systems and learning how to utilise them.

#### **4.5 SELECTION OF PARTICIPANTS**

The sample of participants was purposefully selected from the population of schools in the Chiawelo- Protea and Zola-Emndeni and Naledi areas which form part of the Johannesburg Central Region. There are 138 primary schools and thirteen were chosen, forming ten percent of all primary schools in Johannesburg Central District. The thirteen primary schools represent a bigger part of the Johannesburg Central Region and are located in Soweto, Lenasia, Eldorado Park and the Southern Suburbs. Soweto was in the forefront of most teacher strikes and this motivated the choice of the research. Thirty five unionist teachers from participating schools, two GDE officials, and five union representatives from NAPTOSA, SADTU and SAOU formed part of the participants. These were purposefully selected because of the role they played during the formulation of IQMS. The SDT's, DSG's and principals of the schools, who are also unionists, were purposefully selected as participants in this study because of their interaction with IQMS. Borg and Gail (1989) in Savenye and Robinson (2001:1055) state that sampling becomes purposeful in observation research hence the purposeful sampling. One method of data collection used was observation hence purposeful sampling was appropriate. It is important to note that all teachers belonging to sampled schools belong to SADTU or NAPTOSA and SADTU being the majority.

The schools selected were primary schools with grade R to seven and were mixed according the classification of underperforming and performing schools. The choice of mixing both performing and underperforming schools was to probe the implementation of IQMS in these schools. It was also to establish the relationship between implementation of IQMS and delivery of quality education. Choosing performing schools was to check the data to extract good and bad practices that might have a bearing on the implementation of IQMS.

The selection of the schools was motivated by the fact that they were in the same cluster and were known by the researcher. The distance between the schools was short and made it easy and cost effective to move from school to school. The participants at schools were able to provide information on how this policy affected them professionally and personally. They were also able to indicate what they perceived as areas that could work in the policy and those that needed to be discarded. At school level, selected members of unions included the DSG's, SDT's and principals. The choice of union members was motivated by the fact that the unions chosen were part of the formulation of Collective Agreement number 8 of 2003.

Sampling was again based on two strategies namely stratified sampling and probability sampling. This was influenced by IQMS subtopics which are DA, PM, WSE and the use of unions in policy formulation.

Stratified sampling was used in the selection of participants to ensure sufficient representation in the sample because data was not only collected from the population in schools but also from the members of the ELRC. At the ELRC two representatives from the DoE and one of each union represented was chosen. The participants were regarded as having sufficient or rich information regarding the topic researched. The fact that participants also came from diverse work and academic backgrounds gave an advantage of gaining different perceptions about the topic.

Probability sampling was also used when selecting participants because of its advantage in making a generalisation regarding the topic researched. Most unions were involved in the formulation of IQMS as all schools are expected to implement IQMS nationally. Therefore it was fair to generalise the findings based on the fact that a bigger population could not be reached. Implementation of policy is expected to be uniform in all schools under the DoE.

#### **4.5.1 Invitation to participants**

Participants were invited through the Education Head Office and the District Office (DO). A request form was filled and sent to head office where permission was granted. The principals of participating schools also requested, in writing, to grant permission for the research to take place. Official electronic mail was sent to the director and a hand delivered letter was sent to the principals. An electronic mail was also sent to the ELRC

office requesting permission to conduct this research. The researcher was expected to wait for approval from selected participants. Letters sent out clearly indicated the purpose of the study, the risks and benefits involved and the reason for choosing their institutions. Participants were reassured of their rights and protection of dignity and confidentiality through a written declaration by the researcher. Confidentiality was also discussed so that participants understood exactly what was expected of them and the researcher. Dates and times were also negotiated with all participants.

A letter of informed consent was given to and signed by all participants. The letter outlined risks, benefits, extent of confidentiality, request to use audio tapes during interviews and questionnaires during direct observation. Consent letters also indicated the rights of participants to withdraw from the study and that participants were not forced to participate in the research. There was no fabrication of events or occurrences, there was no fraudulent material and deception used during the study as according to (Denzin & Lincoln 2003: 217-219). Participants were also assured that they would see all transcribed copies of interviews and observation before analysis.

#### **4.6 THE ROLE OF THE RESEARCHER IN QUALITATIVE RESEARCH**

The researcher is the most important player in qualitative research. For the success of the research, the skills and the expertise of the researcher cannot be underestimated (Leedy & Ormrod 2001:147). The researcher identified the problem of IQMS implementation in schools and questioned the formulation of this policy hence a proposal was written to research the problem. The intention was to solve the problem, raise awareness or inspire a need for further research. The ability of the researcher to interpret and make sense of data with the aim of understanding social phenomena is of utmost importance (Leedy & Ormrod 2001:147). The researcher had knowledge and understanding of IQMS and made sense of the data collected. The researcher was therefore seen as an instrument, the same way as a rating scale because of the role played in collection and analysis of data (ibid). Strauss and Corbin (1990:17) concur by stating that as much as the researcher is seen as an instrument, it is important that data collection be done by a skilled and prepared person instead of an instrument. The experience learnt by the researcher during studying for a master's degree gave her the skills to fulfil this role.

The role of the researcher in qualitative research must therefore not be undermined. The researcher was an active agent in interacting with participants during the data collection

process. Without the researcher's skills and ability to collect such data, information would be lost. Leedy and Ormrod (2001:102) state that qualitative researchers are described as research instruments because most of the data collected depends on their involvement in the process. An example of this is observation and interviews. The data was not only collected but also analysed and interpreted to make sense of the information.

During the research process the researcher assumed an interactive social role through the recording of data observed and interaction during interviews. The researcher entered the world of the people she worked with in investigating the phenomena. Therefore both parties trusted each other and made this process work by forming a rapport (Bogdan & Biklen 1998: 3). The researcher, as an instrument, was expected to be disciplined and objective through self-examination and criticism of the data obtained (MacMillan & Schumacher 1993: 375). It was, therefore, expected that the researcher had good personal ethics, belief systems and values to ensure that the investigation was done with integrity. There were guidelines to ensure that this happened, as thoroughly discussed in the following heading.

#### **4.7 TRIANGULATION IN RESEARCH**

Triangulation is a means of cross-checking information and conclusions in research through the use of multiple procedures or sources (Rolfe 2001). If there is an agreement between information from different sources then there is support of the data interpretation (ibid). Triangulation can also be explained as the use of two or more methods of data collection in a study of human behaviour. The method is sometimes called the multi method approach and it is used to try and capture the richness and complexity of the human behaviour by studying it from different perspectives (Cohen et al. 1997:133).

The combination of different approaches in research gave the researcher an advantage of gaining a wide spectrum of information not only in different views but also in time, space, levels and theories. This approach intended to supplement one source of information with another (Creed et al. 2004:8). The advantage of using such an approach in research is that it eliminates biasness or distortion of reality as seen by the researcher. There are different types of triangulation that can be used in research. Only those used in this study will be discussed.

#### **4.7.1 Principal types of triangulation**

Time triangulation takes into account the time at which the research was undertaken and tries to use what is referred to as cross-sectional approach and longitudinal approach (Creed et al. 2004:8). Cross-sectional approach involves taking data from different groups at one point in time. Longitudinal approach collects data from the same group at different times. The weakness of one method is strengthened by the other method (ibid). This approach was used to ensure the validity of data gathered. The DSG's and principals were interviewed using the same schedule on different dates. The data collected on both dates was tested for validity, authenticity and reliability. The two groups were also combined and data was taken from them simultaneously (ibid). This was done to investigate if the two groups had the same understanding of IQMS implementation.

The combined level of triangulation uses more than one level of analysis from the three levels used in research. The levels are: the individual level, the interactive or group level and the collective or organisational, cultural and societal level (ibid). The study made use of this type of triangulation by questioning different levels, for example individual unionist teachers, the principal and the group namely DSG's who were union members. Officials in the GDE also form another level in terms of seniority and data was also collected from them. This data was also analysed and compared to ensure that the information is valid. For the purpose of this study this triangulation was used solely with the intention of gathering data from different people.

Theoretical triangulation uses alternative theories to enable the researcher to test more than one theory to achieve validity (ibid). For example, grounded theory was combined with social constructivism. The combination of theories was an attempt to make the study more authentic and void of false information.

Denzin (1978a: 28) explains the importance of triangulation based on the premise that no single method ever adequately solves the problem of rival causal factors. Because each method reveals different aspects of empirical reality, multiple methods of observation must be employed. This is termed triangulation. The final methodological principle is that multiple methods must be used in every investigation (Denzin 1978a: 28) hence the choice of different methods to ensure that sufficient information was gathered for this study.



The statement above and the types of triangulation clearly emphasise the important role played by triangulation. As much as triangulation was deemed to be time consuming and expensive, it attempted to address issues of ambiguity and truthfulness as much as possible.

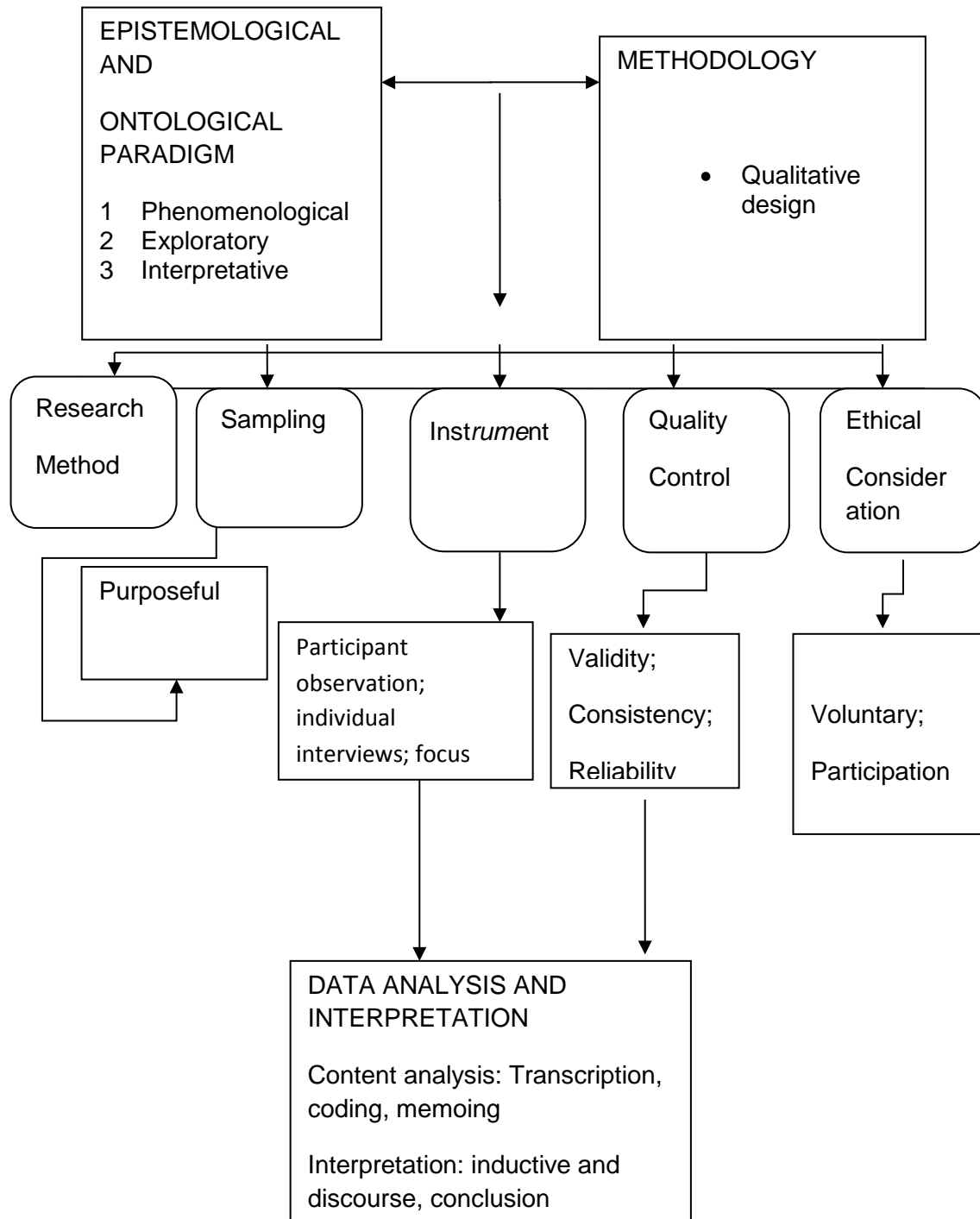
#### **4.8 THE RESEARCH DESIGN**

Research design is defined as a procedural plan adopted by the researcher to answer the research question, validity, objectivity and accuracy (Kumar 1999:74 in Zengele 2009). This study adopted a qualitative approach to research. The choice of this research design was motivated by the use of grounded and social constructivism theories. The two theories were combined to ensure that a theory about a phenomenon which is IQMS is developed. That theory was developed using the way people give meaning to the world through a series of constructs as required by social constructivism theory. These constructs involved the implementation of IQMS using the different stages. The stages of IQMS implementation include, amongst others, baseline evaluation for new teachers and self-evaluation for experienced teachers, formulation of performance development plan, development appraisal, performance measurement, school improvement plan and whole school evaluation.

The epistemological and ontological paradigms were adopted to assist the researcher in working within a point of view that humans operate within a realm where they actively create their reality and that knowledge is built and IQMS can only be effective if teachers understood its purpose (De Vos 1998:45-46). The methods of data collection were aimed at addressing some of the challenges faced by teachers and other stakeholders in the implementation of IQMS. The study was not only based on implementation but also formulation of IQMS and understanding the role played by unions who work as teachers' interest gatekeepers.

The use of both structured and unstructured interviews aimed to gain as much information about how unions influenced the formation of IQMS. The question of reliability and validity of the study was addressed by the use of different types of triangulation which are time and combined level of triangulation. Triangulation was used to ensure that data and conclusions were crossed checked. This statement asserts that for the researcher to

answer these questions, she needed to have a strategic plan and procedure of gathering data. The data gathered was also tested for authenticity. Below is the breakdown of the research design in diagram form:



**Diagram 4.1: Research design**

**(Tsvara Peter 2011)**

To understand the diagram it is imperative that the researcher discusses it to indicate the research design as indicated below.

The research was approached from the perspective of engaging the epistemological and ontological paradigms. Ontology was adopted in order to come to the reality of what was happening, the reality in schools with IQMS formulation and implementation. Ontology answered the question of what unions do to ensure proper implementation of IQMS in schools. Epistemology was adopted in order to understand why IQMS is a challenge; it addressed the reality of IQMS in schools through their experience and created new knowledge from what teachers know through their reality. It also answers how much participants know about the reason for IQMS formulation and its importance to quality education. It was important to use these paradigms because as much as teachers had knowledge of IQMS, there were some limitations since implementation was still a problem. The researcher explored the phenomenon of interest and came up with new information that could assist with the implementation of this policy through the interpretation of such information.

The methodology used to acquire knowledge was qualitative. It was chosen because it was important to interact with participants and understand their behaviour during the implementation of IQMS. It was also to gain insight about the formulation of this policy. The methodology also assisted with the choice of grounded theory as well as social constructivism in gathering data for this study. The research method was purposeful and aimed at acquiring knowledge about IQMS. The sampling for the research was taken from the thirteen schools that constituted ten percent of all the schools in Johannesburg Central. The instruments used to gather data were observation and interviews. To ensure that data was authentic and controlled, reliability and validity was used. Ethical issues were also considered by using participants who were willing to participate and requesting them to sign a consent letter.

Once data was gathered the researcher transcribed data and analysed it by coding and memoing. The researcher then interpreted data using categories and themes in order to

make sense of it. Grounded theory enabled the researcher to compare incidents of implementation across different schools. Grounded theory enabled the researcher to also compare attitudes and behaviours of different teachers. Social constructivism gave the researcher the ability to understand teachers' perception based on the influence of their background, culture or embedded beliefs. It also helped to integrate concepts and understanding from different schools. The researcher lastly drew a conclusion using discourse analysis to explain and explore data. Discourse analysis also assisted the researcher to use the appropriate language when analysing and drawing conclusions about the findings drawn from the study.

#### **4.9 DATA GATHERING TECHNIQUES**

Data collection is a method of collecting information with the aim of using it for research purposes. According to Mertens (1998:177) before data is collected the researcher should follow correct protocol to gain permission to do research. Permission was requested from different unions that took part in IQMS and all other stakeholders as indicated previously. This was done in the form of emails and personal visits to the sites to hand deliver letters. All the requested dates and times for visits were indicated so as to enable participants to make necessary arrangements that suited them. Phone calls to the relevant people were also made as follow up especially closer to the dates of the visits.

A letter was issued for the use of audio tapes for interviews. This letter also indicated the dates of reporting on progress done on data collected. Participants were assured of the security of information until the material was made public. Anonymity will still be maintained even when documents are made public. Data was collected in the form of interviews, observation and fieldwork. Schools in Johannesburg Central Region area were selected for the purpose of this research. The reason for choosing other schools rather than the one the researcher is working at was to get honesty in terms of the subject matter without making anyone feel intimidated by the researcher's presence. Additionally, this was also to avoid respondents saying what they think the researcher would like to hear rather than their true thoughts.

The adoption of interpretive qualitative methodology in this study entailed using different kinds of data collection methods to gather information. This was done through analysis of

documents and reports, unstructured interviews, focus group discussions and observation.

Interview is a mode of communication between two individuals or an individual and a group. Interviews may be helpful where information about people's knowledge, values, beliefs and preferences are being sought. There are structured, unstructured and semi structured interviews. Some interviews are semi structured in that the interview either has a written or mental note of questions raised (Patton 1987: 109). During interviews, the order and the wording of the questions was not predetermined. A semi structured interview allows participants to express themselves at some length but within a structure that prevents them from going off track (ibid). Other interviews can be in-depth or non-directive. In this type of interview, minimal direction or control was exhibited and the interviewees were given freedom to express their feelings as fully and as spontaneously as they chose or were able to. All types of interviews were thoroughly discussed in the following topics.

Information from documentary sources enabled researchers to structure research problems and pose relevant questions for their studies. It was also used to complement and strengthen data obtained through other methods, namely observation and interviews. Patton (1987: 109) states that documents fall into several set categories. The first set depended on how official or public the documents were.

Official or public documents were those produced by government for their own purposes. These were fifty two paged documents that indicated the different performance standards in IQMS. Such documents were also produced by non-government institutions such as churches, international organisations, voluntary associations, academic institutions and so on. An example of such documents at school was the Personal Growth Plans (PGP) for all teachers and the School Improvement Plan (SIP) for the school.

There were also private or unofficial documents produced by individuals, independent research workers, journalists and more. The second set of categories depends on whether the documents are primary or secondary sources. Primary documents are those produced in the course of the routine activities of a social organisation or in daily lives of the individuals, for example notes, diaries, agendas specifically agendas about IQMS activities, management and plan on IQMS. Secondary sources include documents such as books, census reports and development plans.

The use of several methods of data collection or triangulation enabled the researcher to explain fully the richness and complexity of the policy process by examining it from more than one standpoint and, in so doing achieved a measure of validity and reliability. Qualitative analysis draws on a large, well established body of formal knowledge in the form of words, which are relatively imprecise, diffuse and context based and can have more than one meaning (Neuman 1997:420). Furthermore Collins (1984:353) stipulates that words are not only fundamental intellectually but also necessarily superior in other social structures of discipline. Words therefore played a very important and necessary mode of collecting data more than any picture or diagram. Data for this study was collected through interviews using a tape recorder and by observation.

The choice of the two methods was based on the need to gather as much information as possible through not only interacting with respondents but by also observing them as they performed their activities. A structured interview questionnaire schedule was used in order to ensure that similar questions were asked for different target groups from all primary schools. It was imperative to indicate that quality management systems in public schools were sometimes interpreted differently but implementation had similar objectives. The paragraphs below discuss in-depth both interviews and observation as chosen data collection techniques for this study.

#### **4.9.1 Observation**

There are two types of observation namely; participant and non-participant observation. Both types were utilised in the study. In the former, the observer engaged in the activities she set out to observe. Often the observer was completely covered up so that as far as the other participants were concerned, the observer was simply one of the group members (Patton, 1987:70). However; this was not done in all schools, only in those where IQMS was implemented at the time of research.

Observation enabled the researcher to probe deeply and intensively in order to analyse a specific case. Within observation the researcher was able to discern on-going behaviour as it occurred. Observation formed part of the research because it enabled the researcher to be present when events were happening. The researcher was able to make her own deduction and took notes about events as they unfolded and those she deemed important.

As non-participant observer the researcher stayed out of the group activities under investigation and did not become a member of the group. In observation, it was important to know precisely what should be observed. The content observed was formulated and specified. Observation was a very critical part of research in the sense that the researcher got a chance to look at the phenomena as it happened first hand. The researcher was able to take careful and detailed raw information of qualitative information (Patton 1987:70). It was important that the researcher possessed the skills of identifying and describing events and processes accurately. Patton (1987:71) indicates that human beings are naturally unreliable observers, it was therefore imperative that the researcher was trained in observation to possess the skill. Training included knowing how to separate details from trivia, recording of notes and data analysis. Bernard (1988: 159) suggests that researchers must pick sites that are easy to enter and use contact with people who are willing to help to avoid more difficulty in progressing with the research. This motivated the choice of the primary schools whose principals were colleagues in the same area. Good preparation was necessary to ensure that the process of observation was well conducted.

#### **4.9.1.1      *Participant Observation of school based unionists***

The nature of the research which was partly based on the school necessitated the use of participant observation. For the purpose of the investigation the researcher assumed the role of an observer as a participant to gather information. This was possible because the researcher was also involved in the implementation of IQMS. This kind of observation called for the researcher to adopt the role of the participant within which the research was based. As a school principal the researcher was also expected to implement Collective Agreement number 8 of 2003 and ensure that it was well implemented by all. Even though the research was not only based at the school where the researcher was a principal, the ability to conduct this type of observation was possible. A request to be the Development Support Group (DSG) to the principals of the researched schools was made and permission was granted. As the DSG, the researcher was able to interact with participants as part of the group. She was able to understand the influence that the DSG had in scoring the participant and also understood the input of the appraised in the process. Neuman (2000:358) states that the researcher does not participate in the lives of subjects but

observes them while participating in their lives. The other advantage was that the researcher was able to make her inputs to the appraised in the way they presented the lesson in conjunction with the scores given.

The advantages of using participant observation as professed by Woods (2006) were:

- It blended well with the natural setting and activities.
- It gave the researcher access to the place and people at all times thereby making it easy for the researcher to gain access to confidential records and documents.
- It provided first-hand experience of the role of observer because of the presence of the researcher in the setting.
- It made it easy for the researcher to use electronic aids such as tape recorders, videos and cameras if she so wished.

As much as there were advantages, there were also disadvantages and these were:

- The difficulty faced by the researcher to emotionally remove herself from the situation and be passive. However, this did not pose a challenge because the research was not based at the school where the researcher was teaching.
- There was always the danger of over identifying with peoples' views because of the role the researcher played.
- There was a possibility of conflict between one becoming a researcher and becoming a participant, which might have distorted information. This was avoided by stepping back from the role of participant and requesting an assistance to step in as researcher.

The disadvantages of this kind of observation are believed to make many researchers reject it for non-participant observation (Woods 2006). The researcher chose participant observation solely with the aim of interacting with participants and knowing them better in preparation for conducting unstructured as well as focus group interviews. The interviews were based on the teachers' point of view in relation to the quality of work delivered and the performance of learners.

#### **4.9.1.2 Non-participant observation of school based unionists**



This type of observation was used by the researcher as a way of distancing oneself from the events, observed passively and objectively. The content of what was looked for was formulated and specified because it was structured observation (Patton 1987:70).

The researcher observed the lesson presentation, the interaction between the learners and teachers. This was only done at those schools that principals gave permission to and where IQMS was implemented at the time. Another key factor in this observation was to observe the interaction between the DSG's and the appraised. This was done to observe if their basic understanding of what was required was articulated and well clarified (ibid).

#### **4.9.2 Interviews**

Interviews were another major form of data collection that the researcher used. The researcher asked open-ended questions, listened to responses, recorded answers and made follow up questions. Interviews sought to find out how the people viewed the subject of the research (Patton 1987: 109). They also added an inner perspective to the outward behaviour of participants (**source**). The researcher was also able to give meaning to participants' behaviour as Patton (1987:109) suggests, by attaching meaning to behaviour observed. It was necessary to utilise interviews for data collection in this study to enhance and get more insight on participants' behaviour.

The tone of the interview was supportive and the participants did not feel threatened or intimidated by the questions as Vockell and Asher (1995: 199) suggest. Throughout the interview, if the participant felt in anyway intimidated, the interview was stopped. The participants were then asked if they wanted to continue. They were given a few minutes to recollect themselves before the interview continued.

The researcher was able to evoke the reaction and feelings that teachers had when appraised. Their thought about quality of teaching and learning and the performance of learners in relation to their own score was discussed. This gave out some of the data that was necessary to make the study more meaningful. Questions developed from the research question extracted this kind of information (Vockell & Asher 1995: 198). The researcher ensured that there was flow of information all the times by keeping the conversation interesting.

It was very important that the researcher recorded the sessions and a tape recorder was used. The researcher had knowledge of using the recorder and ensured that it was in good working condition. There are two types of interviews in qualitative research, unstructured and structured interview. The researcher chose structured interviews with focus groups and one on one interviews with individuals.

#### **4.9.2.1      *Focus group interview***

With focused group interviews the process was well planned, structured and questions were predetermined (Cutcliffe 2000:1478). For the purpose of the study this type of interview was chosen with the intention of ensuring an in-depth analysis of the problem statement (Cutcliffe 2000:1478). The group was small, homogenous and manageable. Only few members of the SDT, DSG, appraisees and principal were interviewed. The interview was more formal and the participants were briefed about the type of questions that would be asked beforehand.

A set schedule was followed with the interviewer given the duration of the interview. The schedule was made available to all those participating in the study beforehand. Questions, relating to scores obtained by school based unionists in relation to the quality of work they produced were avoided. Questions were more general than pinpointing specific individuals.

The interviewer used both the tape recorder and notes when doing this research and assigned an assistance as advised by Patton (1987:138-139). Key phrases were used instead of full words when notes were taken; this made it easy for interpretation during data analysis (Patton 1987:138-139). These notes were used to fill in gaps on the data and also to expand or elaborate further on information taken from the tape recorder.

According to Denzin and Lincoln (2003: 217-219) the researcher had to make sure that the research was free from fabrication, fraudulent material and deception because this is not ethically nor scientifically acceptable. A tape recorder was used to capture all interactions with participants. The notes and data from the recording were compared to avoid fabrication and falsifying information. The researcher made sure that when data was analysed, it was free of distortion and fabrication.

## ○ **RATIONALE FOR USING FOCUS GROUP INTERVIEWS**

The reason why the researcher chose focus group interviews was to find out if DSG's and SDT's were doing what they were expected to do in implementing IQMS. It was also to investigate if IQMS was implemented the same or differently in schools researched and to give participants a chance to speak with confidence amongst colleagues. It was only appropriate that focus group interviews were done because it gave the researcher a chance to gain more insight into formation that was debated by group members. The members of the group got to hear each other's' responses and debated, assisted or added where possible.

Patton (1987:135) believes that this kind of interview is highly efficient in data collection. The interviewer was able to collect a large amount of data in a short space of time because of the number of people in the group. Focus group interviews also made it easy and possible for the interviewer to collect and control data which was already sifted by participants as they helped each other (ibid). This kind of interview was enjoyed by participants because it called for interaction amongst members. The interaction was also able to break down barriers such as shyness, language and self-confidence. Participants were more open and were able to interrogate issues of IQMS. Data was also sifted as participants corrected each other.

The disadvantage of this interview was that the interviewer needed good skills to manage a group so that the group stayed focused. The interviewer was weary of the fact that the interview took more time because of the number of people involved at once as suggested by Patton (1987:136). The groups were therefore not interviewed on the same day. The days were staggered to make sure that much information was gathered and time was set aside for checking notes. Another disadvantage was that there was a possibility that one person might dominate the interview more than others (Patton 1987:136). The interviewer avoided this by rotating questions amongst participants. Although this method has disadvantages, the advantages far out weighted the disadvantages; therefore it was the best method to handle the number of groups that were interviewed.

On completion of data collection, a technical assistant was required to assist with transcription of all the interviews since quotations were used in raw data as recommended by Patton (1987:138).

- **QUALITATIVE DATA**

Qualitative data included all data that was collected. It is rough material that was collected from interviews, written documents that already exist and observation of the phenomena studied. Bogdan and Biklen (1992:106) define qualitative data as rough material researchers collect from the world they are studying. This data was in the form of audio tapes, notes, documents, photographs, objects and other material that the researcher got when collecting information. Notes, words from tape recordings are raw and therefore required the researcher to analyse and interpret them. Information from documentary sources enabled the researcher to enhance and strengthen data obtained from methods such as interviews and observations (ibid). These methods were sometimes filled with faults, fabrication and distortions. It was necessary to eliminate all these factors through applying reliability and validity measurements to ensure that the study was authentic.

#### **4.11.1 Factors determining reliability, consistency and validity**

There are two characteristics of good data collection techniques namely reliability and validity (Vockell & Asher 1995:87). These techniques are meant to ensure that data collected during research provides evidence that is the same or nearly similar.

##### **4.11.1.1 Reliability**

Reliability is defined as the method of measuring how consistent data collection processes measure what it is expected to measure. Consistency means getting the same results when the same degree of knowledge that appears as a test score of the same test or similar tests from one time to another (ibid).

To test reliability in this study, the researcher took data from groups of participants in all schools and compared it. Data was checked to see if there were similarities in the way participants answered questions posed in both focus group and unstructured interviews. Similar responses meant that the method was reliable. Reliability is also when the same test is administered to the same sample on different occasions and the same score is received (Vockell & Asher 1995:87). The test was done by asking the same questions to

the same group of participants two days after the first interview. The response was then compared with the first response and a conclusion was reached.

To ensure that data was consistent, the researcher interviewed focus group samples using the same questions that she used when administering unstructured interviews. The time frame between the two interviews was one day and the same outcome was received. The same questions were also given to other schools within the same categories and themes so that the same outcome could be achieved. The process of data collection was assumed to be consistent because of the same outcome received from the same sample at different times.

To avoid unreliability, the researcher had to make sure that questions on the interview schedule were not ambiguous or unclear. The participants understood exactly what the researcher was asking and responded without being confused. Questions were also not too difficult for participants to comprehend such that they were forced to guess what the questions require of them. Questions were simple and straight forward. Vockell and Asher (1995:99) stipulate that questions that are too easy virtually end up not asking anything from the respondent because of the simplicity of the question. The researcher guarded against making this mistake by testing questions with other volunteers before giving them to the sample group.

It was very important to ensure reliability and consistency during data collection by making the interview schedule not too long. It was also important that the researcher focused on a single outcome when data was collected to eliminate unreliability. The outcome was data on the influence of unions on formulation and implementation of IQMS and nothing else. An example of this was that questions in the interview schedule required straight forward answers to ensure reliability and consistency.

The condition of the participants and the environment where the process was taking place was very important. The participants were made comfortable by creating an environment where they could socialise through snacks and beverages including casual talk before the interviews. This was done to ensure that they participated optimally and performed well. The researcher also ensured that the participants felt well enough to want to be interviewed to ensure that data collected from them is reliable.

#### **4.11.1.2 Consistency**

The consistency in this study was measured by means of triangulation. By combining observations and interviews the researcher was able to measure the consistency of how IQMS was implemented in the different schools (Social Research Methods 2013). Although the researcher was able to observe in four of the 13 schools, it was possible to make assumptions

#### **4.11.1.3 Validity**

Validity means that a statement is accurate, sound and free of illogical contamination (Vockell & Asher 1995:99). Validity is again referred to as a process of determining if a data collection process is measuring what it is expected to measure (Vockell & Asher 1995:99). This meant that data collected was free from influence of external factors. It was therefore important that questions in the interview and observation schedule covered the content of the study and did not go beyond what the study is all about. If the questions did not relate or align to the research question or the topic researched, then the process is not valid. There are different types of validity the first one being content validity (ibid).

- **Content validity**

To measure content validity questions asked in the research covered the whole research problem not just a part of it. This simply meant that the researcher could not ask questions based on unions only but also IQMS and specifically in the Johannesburg Central Region. The next is construct validity.

- **Construct validity**

This refers to the extent at which results of the data collection process can be interpreted. In this process, the researcher proved data collected possessed the hypothesis that the researcher had developed (ibid). For example, if the unions have much influence on the formulation of IQMS, then they will be in the position to ensure good implementation of the process. The next step is refining the theory about the construct. The researcher could never really complete this step or come to a conclusion because there will always

be a question on IQMS and union involvement lingering behind and open to further research.

- **Predictive validity**

This validity refers to how well data collection is able to predict the future. Will the data collected in this study be able to predict how far IQMS will deliver what it is expected to deliver (Vockell & Asher 1995:99)? Also important was to find out if the union influence on IQMS has a bearing on implementation.

- **Concurrent validity**

Concurrent validity refers to how well data collection processes correlated with some current criterion. In this case a lot has been researched about IQMS and how it enhanced education for both teachers and learners. Data that was collected in those researches could be compared with data collected in this study and compare if there is correlation between them.

- **Construct validity**

This method of validity actually looks at the extent to which results of the data collection process was interpreted with the intention of understanding underlying psychological constructs (Vockell & Asher 1995:109). This means that there is a hypothetical interpretation of an internal behaviour such as motivation that exists to explain observed behaviour (ibid). To apply construct validity in this study, the researcher looked at the results of the interview and observation of unions, the ELRC and schools. The interpretation of the results on how far unions influenced the formulation and implementation of IQMS and interpreted them aimed at the emotions evoked during the two processes.

The emotions included motivation and confidence the union members had in wanting the best policy that would ensure quality education but also upholding teacher satisfaction. It also looked at the emotions teachers had when implementing IQMS. Questions that arose are if they were comfortable doing this, do they fully understand and embrace what IQMS

intended to do for them and for education in general. This type of validity is especially useful for the formulation of a theory.

#### **4.12 DATA COLLECTION QUESTIONS**

The aim of the research was to find out what influence unions had on the formulation and implementation of IQMS. The agreement signed in 2003 by SAOU, NAPTOSA and SADTU promoting IQMS in schools was deemed to be a working document. All schools under the DoE are obligated to use IQMS. The research therefore tried to explore the influence of unions especially on the Collective Agreement Number 8 of 2003 in schools and also to get a clear understanding of the role unions had in formulating and implementing this agreement.

Questions were used to collect data in order for the researcher to understand and gather information. The researcher ensured that all questions were clear, simple and based on the aim of the study. Questions asked were also not ambiguous such that the participants knew exactly what was expected of them. The questions that all participants were asked were based on the research question:

- What influence do unions have on the formulation and implementation of the IQMS policy?

To further explore what influence unions had on IQMS formulation, the following sub questions were posed:

##### **Interview Questions**

The following questions were formulated for the study. The aim was to answer the research questions posed by the research statement, being the influence of unions on the formulation and implementation of IQMS in primary schools.

Questions for interviews

- What influenced the formulation of IQMS and what role did unions play in the formulation of this policy?



- What role did unions play during the advocacy and information sharing of the IQMS policy?
- What role do unions play in the implementation of IQMS?
- To what extent is the development or training given to unionists to assist with the implementation of IQMS applied?
- What can be done to ensure good implementation of IQMS to ensure quality education?

#### **4.13 DATA ANALYSIS**

During this phase raw data was collected from different sources, strategies and triangulation as indicated by Macintyre (2000:91). The role of the researcher was to put meaning to data collected from all records of evidence to identify constructs such as themes, incidences, patterns and trends. This step was very essential in that it described what happened and described how occurrences happened. The research used an interpretative as well as exploratory approach, therefore the research was phenomenological in nature as outlined by Savenye and Robinson (2001: 1059-1060). The researcher used all data presented holistically. It means that all data gathered from different methods and data from literature review was used. During this phase the researcher relied heavily on the spoken words to make sense of events. Discourse was therefore used by all participants in the study to enable the researcher to attach meaning to patterns and trends (**source**).

Discourse simply means a way that language is used as a mode of communication. MacDonnell (1986:1) professes that discourse differs with the kind of institutions and social practices in which they take place and with the positions of those who speak and those who are spoken to. As discourse analysis involved asking questions about how language was used to understand the aspect of the situation at a given time. A place was also regarded to give meaning to that language as Gee (2005: 100) states.

A discourse analysis of teacher interviews was conducted to understand and make meaning of why IQMS must be implemented in schools. Morgan et al (1996:11) explained discourse as a way of living out meaning of framing, sharing, giving, receiving, refining and changing meaning. Discourse therefore challenges researchers to shift our thinking in perceiving language as abstract to perceiving language as having meaning in a particular

political or social setting (**source**). MacDonnell (1986: 2) also agrees that discourse is social. The same words may be used in totally different settings with different meanings and interpretations. Therefore meanings of words would always depend on the situation and time in which words were used.

An example of such was when teachers communicated with each other in a specific social setting, the classroom situation during IQMS evaluation or assessment. The same was used in a different setting by different individuals. It was also reflected in how different participants communicate with each other during policy formulation in a very formal setting. Cohen et.al. (1995) believe that the speech situation has double structure; firstly it contains what is being said and what is achieved through the speech. They believe that the power of discourse lies in what should be achieved by words. During the formulation of IQMS, a lot depended on what was achieved during interaction of the different role players. The discourse amongst union members, government representatives and teachers during the formulation and implementation phase of IQMS would indicate how each role-player constructed reality that reflected the way they viewed their world.

Data in this study was also in the form of IQMS draft policy, final IQMS documents, data from observation, transcript of interviews from union members, government representatives and teachers discourse. All data collected were organised into categories and concepts not with the intention of minimising it, but understanding and forming patterns of thinking and experiences of all participants regarding the formation and implementation of IQMS. A central theme was then developed to indicate how IQMS was formulated, the step leading to the formulation, the role played by different participants, implementation by teachers and how that affected quality education. All the data were then coded using a specific scheme which will be indicated in the next chapter.

It was recommended that data be thoroughly read to develop a coding scheme (Bogdan & Biklen 1992). Both Creswell (2003: 192) and Holliday (2002:101-102) point the following genetic steps in discourse analysis: collection of raw data, reading through all data, coding of data and formation of the basis of argument starting from extracts of data under each code. In this study, a discourse analysis of union perception of IQMS included the following steps:

- Step 1: The notes from observations were taken and organised and coded in preparation for data analysis.
- Step 2: Before organising and coding data it was important to separate details from trivia and recording of notes that were taken during observation
- Step 3: Interviews of teachers and union members that were recorded were transcribed, organised and prepared for data analysis.
- Step 4: Transcripts were read to obtain the general perception about what union members and teachers said about IQMS formulation and implementation. The next step was to become familiar with data and identify main themes and memoing.
- Step 5: Text data was then coded and arranged under categories. Coding involved the process of organising data collected into categories before giving discourse meaning to those categories.
- Step 6: Union members and teachers discourse of IQMS was conveyed through narrative interpretation.

Terre-Blanche (2006:238) insinuates that the idea of interpretative account as a narrative is a process of putting together one's interpretations into a single account that has different facets. Themes and patterns were formed when data from interviews were organised and presented as discourse that indicated how subjects and objects were constructed in the text. It is important to interrogate the effects of the constructions on the themes presented (ibid). Actual quotations of union members, government representatives and teachers' views on the subject matter at hand were included in the discussion. They were also used as evidence of the interpretations and arguments.

Data management entailed organising data using Microsoft word software found in the computer. Data was then displayed on a chart to make it easy for the researcher to see the frequency of occurrences.

#### 4.14 ETHICS IN QUALITATIVE RESEARCH

Qualitative research has its advantages and disadvantages; one of the advantages is the ability to observe occurrences in their real setting (Cohen et al. 2003: 58). This meant that they had free will to write from their own perspective. However, there are social and ethical issues to be considered to protect all parties involved. Ethics in social research is defined as a matter of principled sensitivity to the rights of others (Cohen et al. 2003: 58). There must be ethical limits in the choices that the researcher makes in pursuit of the truth (ibid). Social research must take into account the effects of the research on participants (Ibid). The fact that this study aimed to engage teacher unionist as well as union representatives who are also teachers, meant that the researcher should not expose union members or teachers to their employer. The employers also formed part of the study, and also needed to be protected. The closeness of the relationship and the sensitivity of the information obtained warranted confidentiality.

While the truth is good, human dignity is better even in extreme cases therefore it must be respected at all costs (Cavan 1977: 810). It was necessary to know the ethics that guided the researcher so that no lines were crossed during the research. It was also appropriate to ensure that permission was negotiated and granted by all participants. The researcher made them feel safe to participate by explaining the objective of the study. They were also shown the permission letter granted by the GDE to embark on the study.

Some ethical principles that guided the researcher according to Kemmis and McTaggart (1981) are:

- Observe protocol by consulting all relevant authorities and obtain permission to do the study.
- Involve all participants and inform them of what is expected of them and from the researcher.
- Negotiate with those affected and ensure that they are comfortable to work with you.
- Report progress to all participants.
- Negotiate description of people's work especially if words are changed to avoid falsifying statements.
- Negotiate accounts of others point of view.

- Obtain explicit authorisation before using quotations.
- Negotiate reports for various level of release.
- Accept responsibility for maintaining confidentiality.
- Retain the rights to report your work.
- Make your principle of procedure binding and known by requesting that participants sign letters of agreement.

Following these principles, the researcher started by drafting letters to authorities and participants requesting permission to conduct this research. Written permission was sought and granted by the DoE to conduct research in the sampled public schools. Consent letters were given to all participants. Each participant was requested to sign a letter of informed consent which gave an outline of the study, the risks, benefits and confidentiality of the study. They were also informed that their names would be protected and whatever they said during the interview would be used only for research purposes. The participants were also requested to allow the researcher to quote them when necessary. This would be done to either support a point or stress the importance of the statement. Participants were promised a progress report of the research to ensure that they were not misquoted or misunderstood during the reporting. If there was any falsification of information, then corrections would be done before the report was examined. Letters were signed and copies were given to participants for safe keeping.

The code of ethics made it necessary for the researcher to acknowledge the importance of values in the community. It also made the researcher aware of her obligation to the participants. The researcher was expected to respect the participants' privacy and rights to withdraw from the research if they so wished.

#### **4.15 CONCLUSION**

In this chapter, a detailed description of the methodology used for data collection was discussed. The processes as well as the research instruments used were also discussed. The rationale for the choice and use of these methods of data collection was also explained. Theories that relate to the study and also those that assisted in guiding the study were unpacked. The chapter further described the research design and discussed the sampling procedure. Ethical considerations taken by the researcher were clearly

explained. Lastly, the manner in which data was analysed was also debated. The following chapter presented the analysis and interpretation of data before conclusions were drawn. Based on these, recommendations on findings were made.

## CHAPTER 5

### DATA PRESENTATION, ANALYSIS AND INTERPRETATION

#### 5.1 INTRODUCTION

This chapter discusses the presentation of data, analysis and interpretation to produce new information. This was based on the raw data obtained from 13 primary schools unionists in Johannesburg Central District; office based union representatives and Gauteng Department of Education (GDE) employees that were interviewed with regards to IQMS formulation and implementation. The experiences and reactions of school based unionists to IQMS implementation were presented. The knowledge and experiences of union representatives and GDE representatives on formulation of IQMS were also discussed. The data presentation and analysis were outlined with the aim of illustrating how IQMS was implemented in schools. The efforts that school based unionists were putting in, with the intention to implement IQMS according to policy were also discussed. The attitude of school based unionists towards the policy and the training received for implementation of the policy were presented.

This chapter also illustrated the role played by unions in both formulation of the policy and implementation thereof. It also established whether IQMS influences quality education through assessment and development of teachers. Furthermore it indicated ways that IQMS could be improved to ensure quality education in schools. Raw data taken from the schools as indicated in the previous chapter were analysed to make it meaningful. Once analysed, the data were interpreted to guide the discussion and reach suitable conclusions based on realities in South African (SA) schools.

The use of observation and interviews in data gathering assisted the researcher in understanding realities in schools. The realities as indicated by all participants gave a vivid picture of why IQMS is still a challenge. The challenges specifically expressed by implementers of policy, namely teachers were enormous. The response given by teachers and principals who are unionists illustrated the intensity of problems. The response by GDE officials and union representatives gave another perspective of IQMS. All data were analysed to prove this. Once analysed, recommendations regarding implementation of IQMS aimed at quality education were presented.

## 5.2 THEORETICAL PERSPECTIVE

Two theories namely the grounded theory and social constructivism theory were used in this study. The choice was inspired by the fact that grounded theory insists that one should be open minded when approaching the subject. Denscombe (2007:90-91) states that a researcher using grounded theory embarks on a voyage of discovery because the researcher approaches the research with an open mind and is therefore able to get information required for the study. The researcher intended to unearth whether the influence of unions in formulation and implementation of IQMS resulted in quality education. The open mindedness of this approach assisted the researcher in approaching IQMS implementation in a different light. By observing participants during implementation and being a participant observer during the process. It also helped the researcher discover if implementation was done as policy dictated. Strauss and Corbin (1990) further put it clearly that the researcher does not begin the research with a preconceived theory in mind but with the area of study that allows for emergence of theory from the data. This theory requires, amongst others, the researcher to be flexible in data collection and analysis hence data was collected from GDE officials as well as unions to find out their perception on the influence of unions on IQMS. Flexibility allowed the researcher to use different methods of data collection namely observation and interviews. These methods enabled the researcher to gather as much information as possible on the phenomena of interest. The approach used by the researcher had an open mind. This also assisted in gathering the information needed. Grounded theory is intense and required that the researcher read large amounts of field notes and interview transcripts and other data collected (Smith 1997). The researcher managed to collect data from different participants from the thirteen sampled schools.

On the other hand, social constructivism as suggested by Lincoln and Guba (1985: 36) describes constructivism as the process of inquiry that is influenced by the researcher and the context under study. Social constructivism encouraged the researcher to arrive at the version of the truth, influenced by her background, culture or embedded worldview (Von Glasersfeld 1989: 160). The researcher used observation and interviews to gather data to unearth exactly what was happening during the implementation of IQMS. Data gathered was obtained from participants who were influenced by contextual factors that they worked



and lived under. The researcher also added her own background on the IQMS implementation. As much as grounded theory talks of an open mind, constructivism balances that with contextual factors and school background that the researcher brought into the study. This enabled the researcher to compare data from different sources. These approaches also ensured that the researcher categorised data into different concepts and codes. After categorising data, conclusions and recommendations were then discussed.

### **5.3 TRASCRIPTIONS**

All data were recorded on a tape recorder that had a built in noise monitor to block out noise from disruptions. The researcher assigned the assistance of a qualified data transcriber. All the recorded data was transcribed verbatim to ensure that analysis was easy. There were challenges encountered during this process. Transcription of data was difficult given the fact that most interviews were conducted at the schools. There was noise and disruptions because interviews were conducted after school and some learners were still on the premises engaging in sporting activities. Some of the challenges with transcription were due to the following factor as Denscombe (2007: 197-198) alludes; more than one person speaking at a time during focus group interviews. The researcher requested one participant to speak at a time. Cellular phones were ringing and participants were going out to answer them regardless of the request to have them on silent, so ground rules were set and phones were switched off. Background noises were sirens, bells and banging of doors which the researcher could not control. The built-in voice controller on the tape recorder assisted in eliminating most of the noise and participants were clearly heard. Some participants were not very fluent in English and they code switched in their own language. The researcher had to translate first before transcribing data. Lastly, some of the voices were not audible enough, intonation, emphasis and accents were hard to understand. The experienced research assistant was able to make sense of what some participants were saying.

### **5.4 STAGES OF DATA ANALYSIS**

Miles and Huberman (1990:10) define analysis as having three flows of activities namely

data reduction, data display, drawing conclusion and verification. To understand how they operate it would be necessary to briefly discuss them.

**Data reduction-** a process of selecting, simplifying, abstracting and transforming data that appears in field notes and transcriptions. Field notes stem from observation of teacher unionists in class during implementation of IQMS and also their reaction during interviews. Savenye and Robinson (2004:1060) assert that field notes consist of observation and the researcher's interpretations. Bogdan and Biklen (1984: 108 &121) further suggest that the two types of field notes consist of descriptive and reflective data. The descriptive part consists of description of setting and subject in detail. The reflective part consists of the researchers' analysis and interpretation of events.

Unfortunately, the researcher was only able to observe and gather data in four schools. In other schools it was not possible to observe teachers. The reason for this was that:

- Principals did not feel comfortable with the researcher being in class with the teachers.
- Summative evaluation had not commenced in some schools.
- Principals were not allowed to temper with contact time and could not allow the researcher to set time specifically for observation.

Transcriptions were taken from all the thirteen schools where interviews were conducted with union representatives and DoE representatives.

**Data Display-** means being creative in placing data into logical, meaningful categories or codes. This enabled the researcher to examine data in a holistic way and make meaning that would be easy for others to understand. Patton (1990) professes that qualitative research uses inductive analysis of data. Macmillan and Schumacher (2000:519) also stress that data analysis is an inductive process of organising data into categories and identifying relations amongst categories. The categories enabled the researcher to label, store and retrieve data. These labels translated into themes emerging from data during analysis. Data is displayed using diagrams and tables. Frequency tables were developed for categories of coded behaviour (Savenye & Robinson 2004: 1062). To ensure logic and meaningful categories, data was categorised using interview questions. Miles and Huberman (1994) state that data display is a critical and often underutilised means of analysis.

The raw data was first analysed into two categories that have some commonality. Lincoln and Guba (1985) state that two criteria must be met in grouping the data: information relevant to the study or research questions and the smallest piece of information that can stand on its own. The information must be relevant and interpretable in the absence of additional information but be limited to the research.

**Data verification and validation-** verification entails the interpretation and drawing of meaning from the displayed data. It also involves noting patterns and themes, comparing and contrasting, using metaphor to confirm triangulation and checking results with respondents (Miles & Huberman 1994:27). Six themes were identified as indicated in the following topics when data was analysed. Lastly, it reveals the most common biases that steal into the process of drawing a conclusion. This information was intensely discussed in chapter six

## **5.5 THE PRESENTATION, ANALYSIS AND DISCUSSION OF FINDINGS**

In presenting data it is important to prioritise some data over others in order to make more meaning, leaving out data that is trivial (Denscombe 2007:303). Data was drawn from seven participants based on one on one interviews. The participants were two National Professional Teachers' Organisation of South Africa (NAPTOSA) members, two South African Democratic Teachers' Union (SADTU) members, one Suid Afrikaanse Onderwysers Unie (SAOU) member who had information about the formulation of IQMS. One GDE District representative who is responsible for the implementation of IQMS and one GDE Head Office representative also formed part of the participants. The reason for interviewing these participants was to find out their view, as office bearers, about the formulation of IQMS. In addition, it was to discover how their unions assisted with implementation in schools. The office based union representatives were instrumental in discovering how IQMS was formulated especially those who were present in the bargaining chamber during this process. Other data was drawn from 35 union members from 13 schools. However in three schools instead of a group, only one participant per school was available. Some schools presented only one member of the SDT citing that others were busy with internal assessment. The first column indicates the names of schools interviewed followed by the number of learners in the school. This was necessary to show the selected number of SDT's that were interviewed. The post level of participants

was included to indicate the different perceptions displayed by participants in different levels of teaching, experience and allocation of duties. On observation, teachers with more years of experience and more responsibilities displayed commitment and dedication to their work. This might be due to the fact that at the end they are accountable to the department. The affiliation of participants to certain unions also impacted on how they viewed research questions on the formulation and implementation of IQMS. This information also assisted in understanding the demographic and the contextual factors affecting the schools. Gender is included to highlight the fact that participants in the 13 primary schools were mostly females, so most perceptions were from their point of view rather than males who were very few.

**Table 5.1 Data on schools researched**

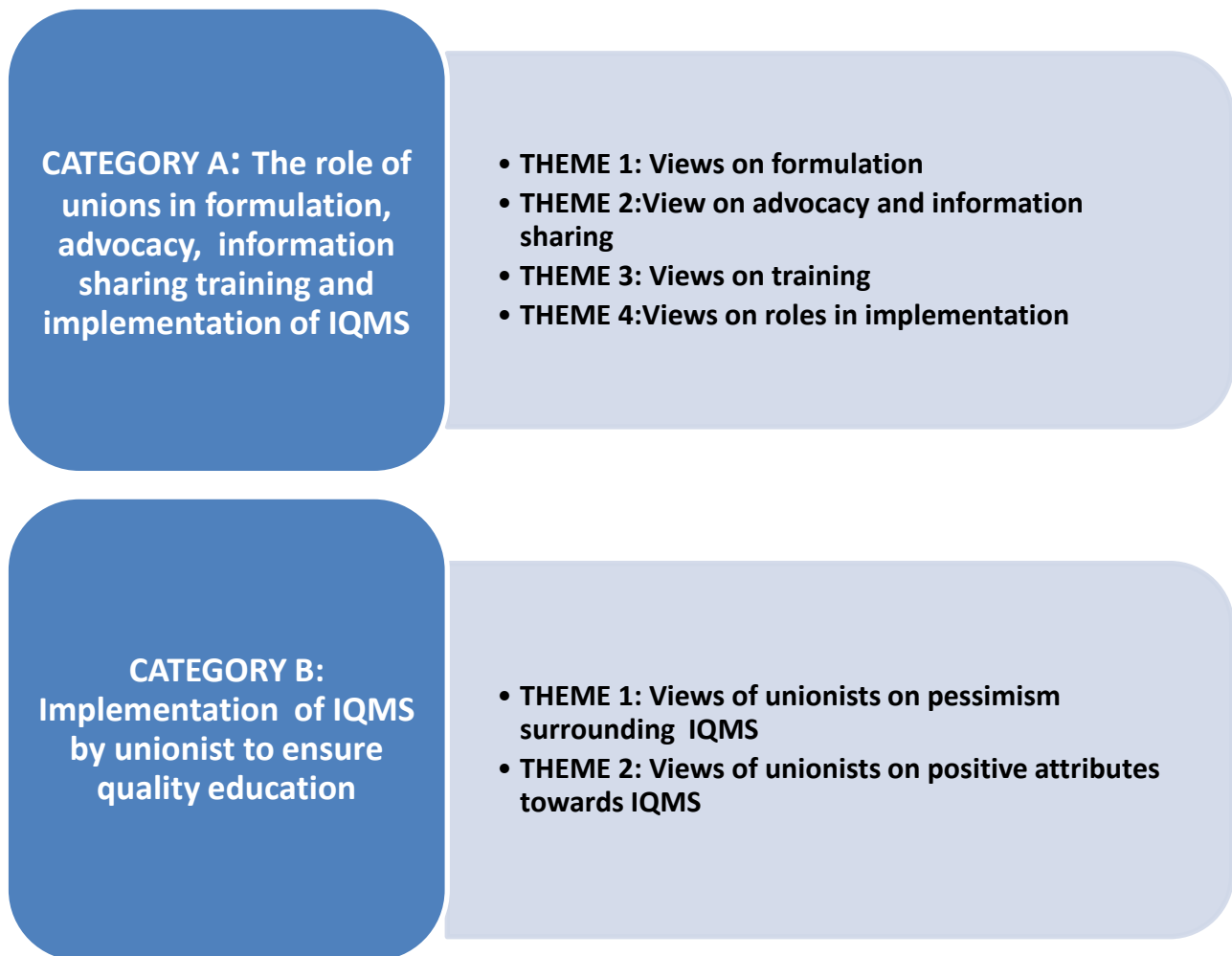
Name of schools	Total number	No of SDT	No participa	Union affiliation	Post levels	Highest qualifica	Gender	Observa tion	Intervie ws
Ebuhleni primary	1200	6	6	2x naptosa 4x sadtu	1xPL 4 1xPL 2 3xPL 1	B.ed	Females	Yes	Yes
Gazankulu primary	420	3	1	1x naptosa	1xPL 1		Female	Yes	Yes
Khuthala primary	400	5	5	5xsadtu	1xPL 2 4xPL 1	B.A	1male 4females	No	Yes

Zola primary	500	5	4	3xsadtu 1xnaptosa	2xPL 2 1xPL 1	B.ed	Females	Yes	Yes
Hlakaniphani primary	1000	6	4	1xnaptosa 3xsatu	2xPL 2 2xPL 1	B.ed	Female	No	Yes
Bethany primary	360	3	1	1xsadtu	1xPL 2	B.ed	Male	No	Yes
Impumelelo primary	250	3	2	2xsadtu	1xPL- 4 1xPL 2	B.ed	1Female 1male	No	Yes
Esithebeni primary	870	5	1	1xsadtu	1xPL- 4	M.ed	Female	No	Yes
Thlolohelo primary	560	3	2	2xsadtu	1xPL 4 1xPL 1	B.A	Females	No	Yes
Letsibolo primary	400	3	2	1xsadtu 1xnaptosa	1xPL 4 1xPL 2	M.ed	1 male ,1 female	No	Yes
Atamelang primary	500	3	2	2xsadtu	2xPL 1	B.A	Females	No	Yes

Itemogele primary	1100	3	2	3xsadtu	1xPL 2  1xPL 1	B.A	Female s	No	Yes
Glen Ridge primary	650	3	2	2xsadtu	PL2	B.A	Female	Yes	Yes

### 5.5.1 Presentation of data according to categories and themes

The following section looks at responses from participants during one on one and focus group interviews from office based union representatives, GDE officials, school based unionists that included principals, SDT's and DSG's. All responses were categorised according to the questions asked. All responses from participants are written in italics and were transcribed verbatim from the tape recorder. The diagram below shows the different categories in which data was presented as well as the theme. The categories and themes emanated from the interview questions that are outlined in the next sub- topic.



**Diagram 5.1 Categories and themes on data collected**

### **5.5.2 Data Presentation**

Data was collected using the following questions as indicated in chapter 4.

- What influenced the formulation of IQMS has and what role unions play in the formulation of this policy?
- What role did unions play during the advocacy and information sharing of the IQMS policy?
- To what extend is the development or training given to unionists to assist with the implementation of IQMS?
- What role do unions play during the implementation of IQMS?
- What can be done to ensure effective implementation of IQMS for quality education?

These questions assisted the researcher to group the responses of participants into two categories; namely the influence of unions on formulation, advocacy, information sharing, training and implementation and the implementation of IQMS by unionists to ensure quality education. The first four questions were directed to the one on one interview participants with union representatives and GDE. All the five questions were also used on the focus group interviews conducted with unionists in 13 sampled schools in the Johannesburg Central Region. The last one was aimed at unravelling what was actually taking place on the ground and get first-hand information on what was hindering the implementation in an attempt to correct the situation. Thus it was directed to implementers of policy, namely teacher unionists.

#### **5.5.2.1 Category A: the role of unions in formulation, advocacy, training and implementation of Integrated Quality Management System.**

**Question 1:** What influenced the formulation of IQMS and what role did unions play in the formulation of this policy? Below are views from office based union representatives, GDE and school based unionists.

#### **THEME 1: Formulation of IQMS**

Unions were involved during the drawing of Collective Agreement Number 8 of 2003. The following were views of the unions. A representative from SADTU said this about representation during the bargaining process. *“Policies are done by government and sold to unions-through speculation. Theories and university research for data gathering are used. The scale on representation is 50 plus one percent on majority union. Other unions unite and form what is called united trade unions to form the equation needed. Representation should be equitable between unions and employer as per constitution.* He further explained that unions that did not form an equitable number and had to join forces with other unions in order to make the number acceptable in the bargaining chamber. For example, for every ten members there had to be one representative. The constitution of the ELRC stated that it has to be equitable, although the chairperson will come from the ELRC committee in terms of the constitution. For instance if the employer brought five members the unions had to bring five members too, however it would be five members



from different unions. Labour organisations were taken as one, they were not considered separately.

The SADTU representative further explained that *“Collective Agreement no.8 of 2003 came as a result of Chapter 4 of Educators Act Schedule1 which speaks to incapacity and bringing about charges of misconduct for incapacity and performance management of teachers. According to that schedule, the employer must still determine the incapacity of the teacher, develop the teacher, come up with development programmes then capacitate the educator. However in case the teacher, having been trained by the department, still does not perform then the DoE is right to charge the teacher with incapacity. Incapacity is a dismissible offence as stipulated by the DoE. Over and above that, the agreement also came about because of chamber agreements to mingle the policies that were there before and that the Education Department came out with. The collective agreement called IQMS was borne out of whole school evaluation, development appraisal and performance management. The department used to implement them separately but through the negotiations at the chamber, labour organisations said these had to be combined to form one document. It did not come with unions. Unions were merely participating in policies that were already drawn by government”*.

Another representative from SADTU noted that labour organisations did not formulate policies and sell them to government, it happened the other way round. Labour organisations did not have much influence on the formulation of policies. *“Labour organisations are merely drawn in to endorse the policy that government has already formulated. We merely rubberstamp what government wants as employers”*.

A representative from NAPTOSA cited that they were part of policy makers: *“unions are there to safeguard teachers’ rights and interests. If and when a policy violates the rights of their members then they do not sign. Unions played a very important role because they were signatories in the formulation of Collective Agreement number 8 of 2003”*. She further explained that policies ensured that teachers rights were not infringed, they ensured that those policies were implemented. Unions were part of the ELRC, they sat in the bargaining chamber and all stakeholders were invited in these seating’s, their voice was very important. *“Government cannot do it alone even if they are players they have to have other stakeholders. This is a democratic society, they have to”*. Another important point that needed to be noted was that unions’ worked in numbers. Unions as a collective have a

voting voice; the other unions could say that they were not in favour of something but the bigger unions could win that because of numbers. So at the chamber it depended on who said what. One representative from SAOU said: *“There are unions that are partners with the government so they buy in easily even if it does not suit others. When it comes to implementation, those people hardly do it”*. There seemed to be some contradictions in the way the two unionists recalled what transpired during the formulation of this agreement. None the less, they all agreed that they were involved in the signing of this agreement.

The SAOU union representative further stated that during the apartheid era, there was remuneration of teachers such as annual and general increment so there was no IQMS. Performance of teachers was not considered, therefore unions initiated that something must be done to motivate teachers. *“To motivate them to put a foot forward considering that we were the lowest paid”*. The aim was to motivate and develop teachers by giving them incentives through performance appraisal. *“Unions came out with a tool that would assess teacher performance, not only that but motivates teachers. The aim was to develop, motivate and also increase salaries of teachers”*.

This was perceived as a way of monitoring performance of teachers in class and thus eradicated inspectors. It was also a method designed for teachers to manage themselves and their own performance. NAPTOSA union representative said: *“We just thought it will be easier without having a stranger in your class to inspect you. A stranger makes it much more difficult and tense so it is better when we manage our own performance”*.

SAOU union representative felt that teachers needed to be developed and that the appraisal was a way to identify their weaknesses so that they could be assisted. This must be done in conjunction with performance measurement for salary increment. However with whole school evaluation, the aim was to know the overall effectiveness of the whole school. So it was adopted by the unions who were representing teachers. Unions gave feedback to the teachers and informed them about the agreement. The document was compiled together with unions' involvement. They signed the document on members' behalf. *“I think all unions were involved; they would trick their members if they were not involved”*.

- Views of GDE on the influence of unions on the formulation of IQMS

Representatives from the GDE who were also heading the Performance Management

Development unit at the district were interviewed and this was the response to questions asked on the formulation of IQMS, *“There were existing programmes namely: development appraisal system formulated on the 25<sup>th</sup> July 1998 (resolution 4 of 1998), PMS resolution 1 of 2003 and WSE- 26 July 2001. These three QM programmes were integrated to constitute IQMS”*.

This was done to determine education performance standards of teachers and to evaluate performance of teachers. IQMS was formulated:

- To determine teachers' level of competence.
- To enhance educator efficiency, effectiveness, and good performance.
- To improve accountability levels within schools.
- To provide a basis for decisions on mechanisms.
- To recognise good performance and address underperformance.
- To ensure that educators perform their duties with integrity and maintain a positive vigilant attitude towards all learning activities.
- To provide a basis for paying salary progression rewards and other activities
- To provide mechanism for assessing education, taking into account the context within which they operate.

On the question of how much influence unions had on policy formulation., this is how the GDE representative responded:

*“At the teacher development summit convened on the 29<sup>th</sup> June to 2<sup>nd</sup> July 2009 graced by unions and stakeholders, the following amongst others were agreed upon:*

- *That a clear, coherent policy and regulatory environment be designed for both teacher appraisal and development, which teachers and role players can easily understand and with which they can readily engage.*
- *The teacher appraisal for the purposes of development is de-linked from appraisal for purposes of remuneration and salary progression.*
- *IQMS be designed to evaluate teachers' performance level in order to achieve high levels of school performance.*
- *It is critical in assessing the extent to which teachers are performing in line with their job description in order to improve accountability.*

The participant further stated: *“This is evident that the unions were part of the formulation of IQMS and acknowledged that by signing the ELRC Collective Agreement no 8 of 2003 which is informed by schedule 1 of the EEA no 76 of 1998, so unions were very much a part of IQMS formulation”.*

Thirty five teachers who were union members from 13 different schools were interviewed. They comprised of members of the SDT, principals and others were members of the DSG. Each school was allocated a day for interviews and unionist who participated were as per table 5.1. Their understanding of the formation of IQMS drew these comments when asked if they knew how unions influenced IQMS formulation:

One SADTU unionist said: *“It was formulated when looking at the DAS, what could not work at the time. All the trade unions came together and agreed to change it into IQMS that will be helping to develop or look at teachers’ needs of development. It was initiated to empower teachers and to give them progression”.*

Another NAPTOSA unionist explained: *“IQMS was procedural for any employer to test if they (teachers) performed to the level that they wanted their employees to perform. She further stated that there are standards that teachers need to perform up to and IQMS ensures that those standards are reached. IQMS also helps to improve situations especially challenges that are faced by teachers within schools. So all teachers are expected to do it. Their participation as teachers is through unions. They represent us or part of their responsibilities is representing schools. We have the ability of being part of unions as teachers”.*

One other unionist from NAPTOSA clearly stated: *“I think IQMS is the one instrument that they use to check or monitor the performance of teachers and if they are doing their best in teaching the learners. He continued to say that it is there to measure the performance of every teacher”.* He further indicated: *“I was disappointed that we were not involved when they started to design the programme. We were told that we must follow the sequence”.*

There were contradicting statements in unionist views as some say they were informed and others were denying that. They further contradicted each other in terms of the aims of IQMS in schools. This was how SADTU unionists understood the reason for formulating IQMS. *“To develop teachers so that they can be able to know new trends in education. I can say again so that to empower teachers so that they can be able to advance*

*themselves so that at least even if you get inside the class, because it talks about monitoring, so teachers have to be on the level of the class so that they are able to teach well. Our union was very much involved”.*

From the NAPTOSA unionist was *“When I first came across IQMS I thought this was going to be used to make people serious about their work. To hear that there will be class visits and all I thought people will get motivated to do something.*

SADTU unionists further indicated that they thought that the one percent or grade progression would benefit them financially. They were inspired and interested in the money. They were concerned about the different types of education systems that were introduced and caused daily confusion to them. They thought that IQMS would assist them understand challenges in their subjects through the intervention from the districts. One unionist from NAPTOSA said *“The PGP is supposed to address what we want to be developed in however it never happens like that. Development is only done internally through support from each other to improve those needs”.*

Another SADTU unionist stated *“It was introduced to help educators, like if the DSG comes and sees how you perform, and then they will come back to you to help where you have a problem but it is not at that level because if you have a problem and the DSG cannot help then district must help. We don’t get assistance from the district. I am confused about IQMS right now”.*

Different views had been raised regarding the formulation of IQMS however what was prominent was that they all knew the rationale behind the introduction of IQMS in schools. Although the introduction was met with mixed feelings, it is understood that it needs to happen in the context of progress in schools. It was important to know what teacher unionists’ views about the formulation of the system were, to find out if it was accepted or rejected. This understanding clarified the poor or good implementation. It was evident that people had different perceptions of why IQMS was formulated. These were the results of advocacy and training that was not done well and did not reach all role players.

## **Discussions**

It is clear that all unions were represented in the signing of the agreement and therefore knew exactly what this agreement entailed. However they did not agree with their actual role in formulating the document. The representative from NAPTOSA did not totally agree

with the rubberstamping as reported by the SADTU representative. NAPTOSA could not clearly explain what transpired, only that the GDE had given them a chance to be part of policy formulation. The SATU or SAOU member also explained that the GDE came with the draft and unions amended it. Unions understood the aims and objectives of IQMS and agreed that it was an ideal system to measure the performance of teachers. This was clearly stated and outlined by the GDE representative. They also knew that by measuring the performance of teachers they would be able to know if learners are getting quality education. The fact that the unions signed the agreement meant that they consulted with members and the assumption is that all was as per condition of service for workers. With the introduction of Collective Agreement number 8 of 2003 different views emerged from different stakeholders. The implementers of this agreement, namely teacher unionists, understood the reason for formulation and implementation of the agreement. However information came to them through their union representatives. The unions who played a big part in the signing of the agreement representing the interest of teachers had their own views on IQMS. This statement was affirmed by Bascia (2000), Poole, (1999) and Peterson (2002) on teacher unions when stating that unions were indispensable partners with the DoE in ensuring good implementation of educational policies in schools. Unions as representatives of teachers and all other stakeholders were of the opinion that after DAS failed, IQMS had been the best option in appraising and developing teachers.

The introduction of IQMS came with some resistance from teacher unionists; however this did not stop the implementation of the system. This was because it was understood in the context that it was introduced in and was cascaded down to teachers through unions and the GDE. Overall, it was believed to be the right tool to measure performance of teachers thereby enabling the GDE to assess quality of education in schools. IQMS, as an instrument of appraising teachers, was therefore essential. The other factor that transpired was that in the past teachers were given increments twice a year without appraisal, IQMS is incentive bound. Therefore both unions and the GDE had a duty to train teachers to ensure that this happens. It was very important that these two stakeholders facilitate information sharing, advocacy as well as training for the successful implementation of the system.

**THEME 2:** Views of union influence on advocacy and information sharing

**Question 2:** What role did the unions play in advocacy and information sharing of IQMS and how was it done? Views of unions, GDE and unionists.

If the Department of Education (DoE) and district officials embarked on an intensive IQMS advocacy programme, teachers would likely be positive about implementing IQMS (Mestry, Hendricks & Bisschoff 2009: 485). Watson (2001) believes that there is a thin line between policy implementation and policy advocacy. Advocacy is defined as a pleading process and implementation is carrying out and fulfilling according to Cassel (1994:19 & 684). Advocacy then became an integral part of fulfilling implementation of policy. This was the role that the GDE must have seriously undertaken to ensure good implementation of IQMS. The representative indicated: *“The GDE sent its members to school for a long period to cascade information the DAS has been replaced by IQMS. Employees the majority of whom are unionist were also informed that there will be training of teachers by the department and unions. The department ensured that training was done to union members whose responsibility was to inform and train their members”*

A SADTU representative said this about union involvement: *“I would say that because there are forums that convene meetings where unions empower its members in issues of policy (**incomplete**). There was a workshop for teachers and that is what our members attended, it was at the district. But I know for sure that as unions we do empower our members. Our site stewards were responsible for advocacy”*.

One NAPTOSA representatives said *“The department and we told our unions members”*. This showed that both parties were involved. *“As unions we used to call members and give advice on how to go about when doing IQMS but when they formulated I was not part. So to us it seems like it’s a union and department agreement who formulated IQMS”*. SAOU representative reiterated this and further said *“as part of the agreement, unions insisted that teachers also need to be part of assisting and evaluating teacher performance; hence unions were able to sign the agreement because it protected teachers. This was said during advocacy at a meeting”*.

Much as advocacy was done it was apparent that it did not address the relationship between DAS, PMS and WSE. The relations between the three components should have strengthened and informed each other in an integrated system (IQMS Manual 2005 B:

2A0). All three of the policies were faced with difficulty in the implementation process due to the manner in which they were advocated to teachers (Daniels 2007:5). The difficulty faced by teacher unionists is discussed under implementation.

The statement uttered by SADTU unionists that were interviewed was that advocacy was started by unions at schools. *"We heard from unions that they were going to be evaluated and measured on performance and were therefore given information about IQMS"*. The representative also stated that DAS, which never commenced, was to be replaced by IQMS. *"This posed a problem itself when asking our representatives how they agreed to IQMS when we have not started or even understand DAS"*. This was after the DAS era which did not last long and the previous evaluation that was conducted by inspectors. SADTU further noted that *"during the inspectors' era, when they were evaluated, unions were non-existent hence the introduction of IQMS to do away with inspectors"*. SADTU unionists also indicated that unions came with the instrument called IQMS and teachers were requested to participate in its implementation. There were challenges at that time that had to do with workshops. The standard of the workshops were inferior, for instance there were no independent evaluators. It was therefore not easy to evaluate if the facilitators were doing the right thing. Another unionist also added: *"I remember that advocacy was also very short, it was after school, the hall was packed but the facilitator was not able to answer many questions. Questions were asked about DAS and that it was not long since it started and other teachers still don't know it"*. Apparently such questions were never answered by the facilitators. The main concerns of unionists were the elaborate way in which IQMS was to be done and yet DAS, which was on a minimal scale, failed.

## **Discussion**

GDE had a legal responsibility to initiate advocacy of any policy before training and implementation. Advocacy must be done in such a way that all stakeholders are actively involved to ensure that they all understand. The question that came up was how rigorous was advocacy done on IQMS? According to Bisschoff and Mathye (2006: 397) the research done on advocacy of IQMS proved that there were no sufficient funds allocated for the process hence workshops were switched from three days to one or half a day. This in itself caused IQMS not to commence as well as it was expected because of the DoE's inability to secure funding for the process.

With the introduction of IQMS as a system of appraisal, all stakeholders were of the



opinion that it was necessary to share information with teacher unionists to ensure their acceptance. It was also important to give intense training to teachers to ensure successful implementation in schools. However, that failed because when interviewing unionists it was apparent that training was not conducted properly hence the confusion about IQMS. The focus of IQMS should have been on quality education for all. This was further reiterated by Bisschoff et al: (2004: 28) that IQMS should transform the school, teachers as well as the system as a whole. The three programmes of IQMS should inform and strengthen each other in an integrated system (IQMS Manual 2005 B: 20).

Union members expected to have access to information, provided with support for effective execution of duties from their unions (Zulu 1994:4). Open communication had to ensure that members had legitimate and authentic information regarding policies. Access to information Act, No 2 of 2000 enforced stakeholders sharing information. Labour Relations Act No 66 of 1995 states that unions were obligated and accountable to members they represent and also on whose behalf they exercise their powers. Professional development of union members by unions was a service that should be fulfilled (Zulu 1994:4). Middleton (1993:27) states that unions should fight for better working conditions including improving their skills in the workplace. Hence it was necessary for unions to thoroughly take part in advocacy. Goldthorpe (1968:45) pronounced that people join unions because they view them as instruments for personal development. When IQMS was initiated, it was the duty of unions as well as the GDE to cascade the information down to teachers. For unions it was a legal obligation because they are accountable to their constituencies. It was important for unions to stay accountable to the members whose voice they were representing (SADTU diaries: 2000: 7).

Advocacy was also filled with lots of doubts and dissatisfaction as pointed out by unionists during interviews. Advocacy according to Senge (1990:200) should be combined with inquiry. By so doing it would be easier to identify the shortcomings of the programme and get assistance from the implementer. Involving unionists as implementers and acknowledging their importance would assist in identifying the shortcomings of IQMS. Training would then follow after different views were heard and gaps were closed.

Unionists expected intense advocacy from the GDE. However this did not happen due to financial challenges. Unions also failed to fulfil the expectation of teachers

regarding advocacy and training. Teachers were of the opinion that the half day information sharing and advocacy was not enough to prepare them for training and implementation of IQMS since most of their questions were never answered. The following interaction with unionists indicated just how much teachers felt about the implementation of this process.

### **THEME 3: Views on training**

**Question 1:** To what extent is development or training given to unionists to assist with the implementation of IQMS?

What came forward very strongly during the interviews was that training of all unionist teachers was not conducted adequately. Training was expected to assist unionists to clearly understand and internalise IQMS. That would contribute towards better implementation of the system. The one day training by the DoE, which was supposed to prepare teacher unionists especially SDT's and principals to train other staff member, was insufficient. Teacher unionists felt that for them to do justice to implementation, they should all be trained. The view was further reiterated by Chisholm et.al (1997) in Mestry, Hendricks and Bisschoff (2009:476) that the provincial departments were not providing sufficient training to teachers in the field of IQMS. Most teachers undergo once-off training (ibid). This insight was affirmed by unionists that had gone for training. These were views from a NAPTOSA unionist: *"I think proper training of individuals is necessary. Normally when workshops are called it is only for SDT's. When people nominate their DSG s, they nominate people that have never attended a workshop. It becomes a problem because they do not know how to score or how to do their recordings. At times they don't even know what they are doing. So it is better to train everyone so that even if development happens everybody is able to assist. In the current situation when implementation happens someone will come and say they do not understand this and that, you will end up training that person and stopping what you were doing. So I think everyone has to be trained, funds must be available for this".* NAPTOSA (2006 IQMS Colloquium) asserted that quality in education system depended on the provision of funds by government to ensure teacher training amongst others.

A SADTU unionist had this to say about training: *"Yes it is a challenge because we have*

*to use it (IQMS) it's a legal document all parties came in and signed it off. But it still goes down to the issue of training. They shouldn't just call the principal and coordinator for training. What about the people who are directly involved. When cascading information I just explain as I understood and I am not sure if they will understand everything. I think the best thing would be to call everybody and make them understand what is required. They should stop work shopping the same people every year".* The fact that training is always limited to a few is a cause for concern.

In addition, SADTU unionists stated that training was done after school when teacher unionists were tired and their concentration levels were low. This also contributed towards poor implementation and resistance towards IQMS by teacher unionists. Another SADTU member further stated that training done previously was different to training given to new teachers. There was no re- training for old teachers. Mestry, Hendricks and Bisschoff (2009:476) also reiterate by stating that teachers underwent once-off training that was not sufficient. This suggested that if a teacher was trained ten years ago as long as they were not members of the SDT or had not been promoted to principal, then the previous knowledge would be the only knowledge they have about IQMS. The exception would be cases of schools where principals and SDT's were proactive and provided training to staff. This was how unionists lamented their dissatisfaction in this area. These were some of the remarks by a NAPTOSA unionist *"I think this thing is precipitated by lack of workshops or those done after school. They are not good for teachers because after school, teachers are tired. If they can take three months training teachers then they will see that teachers will work. Sometimes at workshops, they distribute documents and start reading and expect teachers to understand and implement. It is not possible"*. There was also lack of competency on the side of GDE facilitators.

Another challenge that emerged during the interview was that unionists observed the difference in training received currently and in the past. *"District every year request schools to send a list of new teachers so that they are trained in the IQMS processes, all teachers are trained since the beginning of IQMS, although now that training itself is chaotic since training that is done is different. Teachers who are trained now receive training that is different from that received by teachers who were trained in 2003"*. They apparently came with more elaborate methods of implementing through explaining the criteria that ensured correct scoring.

A SADTU unionist also cited that different training was the result of district's facilitators that change for different reasons. *"New facilitators then train new teachers in intervention strategies in IQMS that are different than when it first started. They do IQMS differently"*.

In spite of some unionists showing resentment in the training of IQMS, new teachers seemed quite satisfied with the training they received from the GDE. This is how one unionist expressed herself: *"As a new teacher the district assist with implementation and yes I did go for training and for my side it does help and if you don't understand they clarify according to performance standards that we have to go through and if you have problems with overcrowding in your class and you don't know how to deal with many learners, you cannot discipline them, through performance standard they help you. They also come to the school to assist with implementation. My understanding of such contradiction stems from the fact that older teachers were trained some time ago and might be in need of refresher course. This will refresh their understanding of IQMS and can maybe lead to better implementation"*.

Regardless of training being given, cascading the information to staff members also seems problematic. This is what SADTU unionist said: *"Yes I can say it is right for teacher development but somehow teachers are not the same. You find out a teacher goes to a workshop and has to come back and develop others. When she does the information is not as it was said in the workshop, it is totally different. So you will think that person did not clearly understand what was said. Other than that IQMS is okay because it does development. Sometimes there are new trends and policies so we need workshops. Sometimes things have changed and you are holding on to old ways or methods instead of using the new one"*.

Training by the district on IQMS is twofold, firstly it is training to develop teachers in processes of IQMS and secondly it is training after implementation in areas of needs through the School Improvement Programme (SIP). Teachers wanted district officials to train them in areas that were cited as challenging. They wanted the training provided to address these needs as indicated in their SIP which was formed by their Personal Growth Plans (PGP). Their argument is that when training was provided, it was not tailor-made.

A NAPTOSA unionist said: *"District does train teachers but they do a blanket kind of training. A one size fits all hence some teachers become confused and do not know that they are trained in what was requested through their SIP"*.

A SADTU unionist agreed with NAPTOSA that training was provided by the GDE however it did not consider the demographics of the schools trained. The unionist further said: *“fortunately for us our union representatives are always available to give us training when we need it”*.

Another unionist stated there was a different perception about training by other participants: *“From what I have seen so far we do identify weaknesses in the school but we don’t get any workshops that go to the weaknesses that were highlighted. So for us we identify weaknesses but no one gives support based on the fact that these are your weakness”*.

This was what one principal, who is a unionist, said about the confusion experienced by teachers when they attended training. *“Well sometimes information is not given sometimes it is given. When you monitor you realise that teachers are not aware that training given was on a particular issue stated in their SIP. Teachers do not cascade information to others when they return from workshops. If the facilitators are not going to say you are in this workshop because in your personal growth plan you have indicated that you want a workshop in discipline. They will not be able to link the workshop to their PGP. So the next time you requests a SIP they are going to write the same thing because they were not aware why they attended that workshop. It is still chaotic; it needed serious and close monitoring and evaluation”*.

Seemingly teachers needed to be told what the purpose of the workshop was, specifically if it was related to their SIP. On the whole it was challenging in the sense that when invites were sent to schools they indicated the reason for the workshop to ensure that relevant people attended. However, it might be a case of fatigue or forgetfulness since the teachers were normally called after school when they were tired.

One teacher indicated the lack of knowledge displayed by facilitators during training. She said that it was as if teachers were expected to fill in the gap for them: *“We are just complying and when we are in there, it is the first time, and they will say group work. This is the topic, how are we supposed to do it colleagues, let us talk. By the way it’s the first time we see this we are clueless. You don’t know the terminology and they will put charts with whatever information. We don’t know what we are doing, that’s the very thing that happened with IQMS hence we are not doing it correctly. It always looks as if we are doing the work for them and they are going to choose and modify their documents”*.

Another type of training expected in IQMS was internal training done by the SDT's and DSG's or peers. The aim was to develop each other to better their standard of understanding and implementation. This was done after the self-evaluation and summative evaluation. Teachers developed each other according to their expertise and subjects and this was either done on one on one basis or as a collective. Below were comments from a SADTU unionist on how it was previously done *"In the past we used to plan every day you would not come to school without doing that. We would then come to your class on selected dates and time without notifying you. On that day the whole school would come and listen to you teach and they would criticise you positively. After that you would be able to know where to put more effort and what to do. In other words we used to build each other. So you were expected to always plan and know your work"*

There were conflicting views regarding overall training and development such that these views showed some of the reasons for bad implementation of IQMS. Training formed the cornerstone of implementation, if it was continuously and well conducted improvement in implementation would be visible. The White Paper on education and training (South Africa, 1995) contends that the ministry regards teachers as one of the central pillars of the national human resource development strategy. It believes that the most direct way of raising the quality of teaching and learning is through redirection of professional development (Mestry et.al. 2009:478). Deducing the data collected from participants, it was clear that training is a problem, especially the duration as well as the facilitators providing it. These words were also reiterated by Bisschoff and Mathye (2006: 397).

SDT's were expected to develop other staff members on any changes pertaining to the policy because they were trained by the GDE. Unions normally train their constituencies. DSG's trained their peers on identified needs. Changes in IQMS included the way paperwork needed to be filled, or amendments on the actual implementation of IQMS. They also had to develop their peers in areas of difficulty whilst being assessed. Bisschoff and Mathye (2006: 399) stipulate the work done by SDT and DSG's as follows.

To ensure that all teachers are trained on procedures and processes of IQMS:

- Co –ordinate activities pertaining to staff development.
- Facilitate and give guidance on how DSG's have to be established.
- Link development appraisal to the school improvement plan.

- DSG's mentor and support teachers.
- Assist teachers to compile their Personal Growth Plan.

The following comments were taken from members of the SDT and DSG's of the school who are also unionists and this was how these teams saw their role in IQMS implementation: *"My role is to convene meetings when necessary, outline the programme as required by the GDE, organise SDT meetings and make sure that IQMS is implemented. In short, it is my responsibility to see to it that IQMS is done in the school. Of course sometimes it is difficult because I do not understand certain aspects of IQMS"*.

One member of the SDT said: *"We are supposed to meet, take minutes, compile a file and say for outside observation these are your competences you're supposed to be working on. With the teacher here are the performance standards and you are supposed to do them. A file must be collected from the teacher and take scores based on evidence and you will definitely see that the teacher does not have anything in their files. The file must have everything that you need, inventory, 52-pager, management plan etc. Acknowledge and attend to teachers that do not do their work, that ignore learners' books. That should be documented. That is why this is not working because a teacher would say I don't have any of those things but you have seen how I performed so score me"*.

Another unionist who was part of the SDT said *"To communicate that it is time for IQMS and the person will make note of the day that she needs to be assessed. The DSG will make a management plan and circulate or give it out to teachers but they will be dodging and will not avail themselves. So it will end up not happening. They will then say the DSG and the person involved must meet and scores will be cooked. So to me IQMS is not doing what it is supposed to do. It is just there but it does not take place. If you can go to all schools and ask, if they are open about it, they will tell you they are not doing it. And again mostly principals they don't even go to class where do they get the scores from? We do the observation from the fifth performance standards which are administrative and finances that is justifiable. With one to four there is no justice done. Most principals never go to class. Even if the principal goes to class, there are problems such as administration work, meetings, workshops and other things that they do at the district. So it does not work because that is the work that they do vis-à-vis the performance standards"*.

Another NAPTOSA unionist said *"I can say generally it is to choose our DSG, and organise files for teachers. Like in the case of going to your previous DSG who scores you*

*low marks. You are never going back to that DSG again; you will choose someone else even if it's a true reflection of where you were at the time. So IQMS is sometimes subjective”.*

It was clear that these two groups played a vital role in the implementation phase however they could not stipulate their duties well. This further attested to the reason for poor implementation of IQMS.

Poor preparation and presentations by SDT's and DSG'S hampered implementation of IQMS. The two important structures of IQMS that were supposed to be well informed about their role to be able to implement perfectly were not knowledgeable about the processes of IQMS. Data showed that these groups were not sure about what they were doing and they were not bothered by their lack of knowledge or inability to prepare and present IQMS well.

IQMS advocacy process included the principals who were expected to cascade information down to the teachers (Bisschoff & Mathye, 2006: 398). The principal's and SMT's role was to ensure that implementation happened in the school and all teachers were involved in this. The principal was also expected to train teachers to ensure proper implementation by all. However they were not given enough training as indicated by other teacher unionists. This was emphasised by Mestry et al. (2002:21) when asserting that principals were often not well prepared and were not given enough training, yet they were expected to do certain tasks. As much as they were expected to effectively implement IQMS, they did not teach and could not be assessed on certain performance standards. This posed a challenge because some teacher unionists expected principals to be exemplary so that they would also motivate them to implement IQMS. Apparently the district was aware of such challenges but did nothing to correct the situation. Herewith are some of the comments from SADTU unionists. *“District identified a problem that principals don't teach now where will they get the scores from performance one to four. They say they don't have time to teach. Schools simply give principals scores without having taught, so principals are not observed in class but they get scores for classroom performance. Now districts say because principals don't want to go to class, our intervention is that we will only come and monitor IQMS in class; we want to find the principal teaching. For that time only you find the principal in class because he knows that district will be coming to observe. In class the principal would borrow a class from one teacher and sometimes even*



*request teachers to prepare lesson plans for them. Now that's not IQMS that is window dressing".*

Another unionist from NAPTOSA lamented her disappointment about the scoring of principals and said this about them: *"It is obvious they will complain because they will be asking why I get this mark or that mark. Especially because the principal is supposed to be an exemplar in doing everything namely in rating marks. The principal will be rated high score whilst a teacher is rated low scores. I think for IQMS it is necessary for teachers to go through training but some feel that they have gone to college and did this and that therefore are competent teacher so why should another teacher come to my class and check how I am teaching".*

The argument of teacher unionists around principals not wanting to implement IQMS properly might be one of the factors exacerbating the challenges faced during this era. Principals were supposed to be leaders in the implementation process to ensure that the objective of IQMS is achieved. They should also, by contractual obligation, be implementers of policies on the ground. Their refusal or resistance to render this obligation contravened with the contract under which they were employed and might be considered as insubordination by the GDE.

## **Discussion**

The GDE, unions, principals as well as the SDT's were all expected to train teacher unionists in the implementation of IQMS. These parties had to ensure that teachers received training and understood all the processes of implementing IQMS. The researcher's observation is that teachers' understanding of the process differed from school to school. In some instances even teachers in the same school understood it differently. At some school, one observed that even the DSG's and SDT's did not understand what was required even though they were given the status of being a critical friend in the process (Carlson 2009:79). They also confirmed this during interviews. DSG's were also expected to support and evaluate teachers. The failure to get unanimous understanding made one wonder if everyone would rather go back to the inspectorate system. As Carlson (2009:81) claims the situation in South Africa at present leads to a Ministerial Commission exploring the reintroduction of an inspectorate. This move was initiated as a result of IQMS's failure to achieve its intended outcome. The statement by Carlson (2009: 83) is further emphasised by the support groups' inability to develop

teachers and ensure understanding by all. One then wonders if the move back to inspectors would assist the education system in ensuring delivery of quality education in SA schools. The inclusion of DSG's and SDT's as critical friends was meant to ensure that a person you trust must help change your focus and push you to look through multiple lenses in order to find that just right fit for you (Costa & Kallicks 2003 in Carlson 2009: 83). The right fit that was meant to help develop unionists.

In addition, the one day training offered by the GDE did not assist the support groups in facilitating their duties. Neither did the involvement of unions make much headway in this process. It is therefore safe to say the groups mandated with the most difficult task in IQMS training failed to deliver what was expected of them. Principals who were part of the training team also do not have a defining impact. According to some teachers, principals never went for GDE training and did not implement IQMS. These unionists claimed that the GDE turned a blind eye to this even though they knew that some principals did not conduct IQMS. The question is how these principals could train teachers if they were not implementing IQMS themselves. This became one of the factors that led to the failure of this system. Another grave concern noted by unionists was that of GDE facilitators who seemed to expect answers from them whilst they were the supposed experts in IQMS. This led to teachers losing trust in the GDE facilitators. The impact that training had was evident in the problems of implementation still experienced by IQMS ten years after formulation and implementation.

**THEME 4:** Views on role the of unions, GDE and unionists on implementation of IQMS

**Question 3:** What role do unions play during the implementation of IQMS? Views of unions, GDE and unionists were that:

For IQMS to be well implemented there were structures that were introduced to the schools. These were the School Development Team (SDT) and Development Support Group (DSG) (ELRC Collective Agreement 8 2003: 3). These structures needed to be in place to ensure continuous improvement of quality education and their duty was to ensure implementation. On the question of unions' perception regarding implementation of IQMS, seeing that they were on the forefront, it was surprising to hear comments such as the following from SADTU union members: "*My impression is that the implementation is quiet*

*chaotic. Chaotic in the sense that everyone seems to do what he thinks is convenient for a particular situation, but IQMS is not drafted to suit situations. It is not situational; it is an agreement that must be implemented by all stakeholders in the same way regardless of conditions of employment and circumstances or situations that they find themselves, so it is quite chaotic. For example you find that districts are not happy in the manner in which IQMS is implemented because district would say the DSG and SDT's are not giving a true reflection of what is happening and they would want to go to class themselves and do classroom observation. That is not part of IQMS; on the other hand the implementation at classroom level such that teachers themselves don't have the commitment to implement in the same comprehension and understanding spirit that it was brought to at the chamber Educators simply implement IQMS for the sake of the remuneration process but the intention of the chamber was that IQMS must monitor teacher performance but schools don't use it to measure performance. What happens is that if you request schools to give you the SIP the classroom observation, you realise that schools are submitting school improvement plans (SIPs) for the sake of submitting. What you call malicious compliance. The SIPs would be repetitive for instance the educator would request to be trained in classroom discipline. The next time the SIP cycle comes the same educator will request to be developed in classroom discipline, it never happens".*

Another union representative from NAPTOSA concurred with the first one, however his concerns were more on monitoring to ensure compliance and this was what he said *"In terms of the collective agreement itself, there should be a national monitoring and evaluation team, there should also be a provincial team that ensures implementation. The role of quality assurance that was OFSTED that is Office of Standards in Education, their role is to implement whole school evaluation. Their role is not to monitor IQMS per se. A SAOU unionist said this about monitoring of IQMS "According to IQMS, there is supposed to be a national monitoring and evaluation team but for one reason or another, this team never sat. SADTU representative continued by saying: "The current negotiations on IQMS currently seem to be coming with this team. I am seated with a memo here that comes from the director general that speaks to the recent negotiations that are currently taking place at the chamber. If I am to read just the closing line on the memo it says " although negotiations on the teacher performance appraisals negotiations at the chamber are still going on negotiations at the ELRC, the educators at school level must continue to implement the Collective Agreement number.8 while waiting for the new negotiated*

*settlement on IQMS. The monitoring system is not in place, it's not there. That is why everyone monitors and those who monitor do so the way they see fit*". All unions involved in this study agreed that implementation was not done well in schools. The GDE needs to come up with another system of assessment or refine IQMS to suit all stakeholders. Seemingly unions themselves did not have a solution for the proper implementation of this policy. A union representative from NAPTOSA said: *"I remember with us it is not easy, I posed the question to my seniors in the union about implementation not done correctly but they did not give me a satisfactory answer. I did not get the essence of what she was saying"*. This was a clear indication that even those people who are supposed to be knowledgeable are unable to answer some of the questions.

The GDE ensured that the performance appraisal of every teacher was implemented by managing their performance in a consultative, supportive and non-discriminatory manner to enhance school efficiency and accountability (IQMS Manual 2005: B). This was the core duty of IQMS. They also made an agreement on a work plan with principals as managers of implementation with clear annual targets for improvement. The GDE official commented that: *"Principals were representatives of the GDE in schools in the absence of the department. They were therefore used as vehicles to implement IQMS. This was communicated with unions and unions were expected to inform their constituencies"*. Therefore it meant that unions understood their role in the implementation according to the views of the GDE. The researcher understood this to be part of the agreement between the two parties.

The official also continued to state: *"To ensure development of teachers, an arrangement of professional development programmes in accordance with their identified needs was made with the teacher development unit"*. The Performance Management Unit (PMU) also prepared and distributed a management plan for schools to enable them to prepare for implementation (ibid). The plan also included appraisal dates that principals and officials were aware of as to when the process would take place and availability of all assessment tools. This was all communicated by the GDE officials interviewed.

They also cited that: *"The assessment tools were expected to be authentic however some schools did otherwise. All 52 pagers used for self-assessments had to be copies of the originally signed document bearing all union signatures"*. Some schools used the 52 pager that was not signed by unions. The GDE representative commented that: *"Having said that*

*it is sad to note that schools do not implement well and are aware of it. They constantly say that IQMS is done for compliance sake, if not for the one percent and nothing else".* This was further supported by Bipath (2008:108) "While there was compliance to the letter of the law, there was no involvement to the spirit of the law". The statement suggested that teacher unionists were not committed from within in implementing IQMS and that was the main problem the researcher found. Intrinsic motivation is necessary in order to change the mind-set of teacher unionists.

Participants alluded to dishonesty during the process of IQMS implementation. Most participants responded by saying that it is possible for IQMS to measure the quality of teaching and learning if implementation is done properly. However, implementation depends strongly on proper training and good understanding of the process by teachers. The following comments were responses to the question of whether implementation was done well in schools and if not why.

SADTU unionist said *"IQMS does not bring the intended results as was expected at the chamber. As I indicated schools, some schools, if not the majority of schools merely submit the score sheets, the annexure, doing the base line, doing the evaluation. Somebody sits there and gives them a score. It is not how IQMS must be done"*. Another SADTU unionist alluded to the times given or lack thereof and expressed her concern on that: *"We are just complying because of the time. Actually we don't want to comply because there is too much on our plate. There is a lot of work for us hence we do it just to comply because there is nothing we can do"*. One unionist disagreed with the first by stating: *"We normally don't do it we do it on paper only to comply with the GDE."*

These statements clearly show these unionists were only implementing IQMS because they had to not because they valued the process. They therefore did what was expected of them on paper but there was no commitment to the process.

Another unionist from NAPTOSA felt that there is a possibility of improving implementation because the philosophy of IQMS is to improve on what they were doing in the class and outside the class room. However, the problem is the people that are implementing at the high level, because IQMS ends up being confined to schools' situations only. All decisions are taken by the schools and therefore are subject or open to a lot of subjectivity. In most cases people are concentrating on income other than the intended objective. This then nullifies IQMS as a tool to improve teachers' performance. *"It becomes a tool to improve*

*teachers' pockets".*

A SADTU unionist said that the very paperwork that they complained about was the very substance that derailed implementation in that teachers concentrated more on filling of paperwork than implementation. These were her words *"I think the documents are a scarecrow and they are the ones that make us not to develop because we concentrate more on the documents than on the failure of the teacher. In the past the SMT was the one involved in seeing the pitfall of the teacher then the principal would organise training in that regard. But now it is all about paperwork. We look at the circle and that's the time we are going to start working after that we relax until the district comes looking for some things"*.

There were many views regarding implementation and these views evoked deep emotions. Emotions were triggered by the process of how IQMS unfolded to the teachers. These were indicated in the unionists' choice of words when they expressed their feelings about IQMS implementation. Words such as biased, honesty, justify, fairness were widely used *"it is biased because it is your peer that is assessing you and will always score you high. Even if I don't know anything because it is my peer she will score me high, there is no fairness"*.

Much as there was difference of opinion amongst unionists on implementation, the emotions still came out very strongly. A SADTU unionist said: *"I would like to differ with you I think your peer should be fair to you and be honest. If she is not fair and honest she will leave you like that and she will tell you a lie and you will never develop. As an intelligent teacher you should be able to see that I am not being developed. Hence they say you must choose a DSG who will be able to develop you"*.

There seemed to be peer expectation on the side of unionists' based on the association. These kinds of relations rendered the process detrimental to the improvement of performance because of the expectation associated with it. These comments showed their expectation: *"Some teachers think that people know each other, so it is easy to choose their own DSG and the same people must score you so there won't be any fairness."*

One SADTU unionist suggested that the challenges faced during implementation at school were happening continuously. Teachers were still trying to help each other implement correctly. No one from the district or GDE tried to help, or said that these are the things that could be improved. So in a way it was subjective because it stated that only those

teachers who went to workshops could be developed. She further suggested that if the GDE could be available during implementation then many problems could be avoided. The other problem cited was that teachers were very busy with other programmes for them to implement IQMS properly.

Having said that about the GDE the unionist also expressed that unions had never done anything that was addressing implementation or problems that teachers have in their schools. Seemingly a large number of teachers were also unhappy with how IQMS was implemented. They cited problems such as implementation not being developmental yet that is what they need. The fact that there were financial implications did not necessarily entice them to do well because they felt that one percent was too little. The use of DSG's who were not only colleagues but also friends did not help as they were seen as being subjective in the scoring of points. All these did not help implementation; it only rendered the use of IQMS, as a form of quality control measure, dysfunctional.

## **Discussion**

From the findings, it is evident that implementation of policy is a vital part of ensuring that work is done on the ground. Policies are meant to give guidance and direction to an institution. It is imperative to implement policy in order to achieve the objectives of the organisation. The implementation of IQMS was defined in the literature study as an approach that was technical because authentic and reliable assessment tools such as self- assessment and peer assessment were implemented during quality control (Weber 2005:7). The interaction with the GDE clearly informed that they knew exactly what they expected in terms of implementation. They had everything spelled out except how they would ensure that teachers implement their plan successfully.

The unions on the other hand reacted by citing the chaos caused by implementation of this system. They noted that teachers were confused and were not sure what was really expected of them. As much as teachers fully understood the reasons or aims of IQMS, they were unable to implement it successfully. The reasons for such challenges were that training was not well delivered and not all teachers attended IQMS training. Some participants said that they were initiated and trained by unions; others said it was the GDE. This, in the researcher's view, is evidence that the two parties tried cascading information to teachers but failed. The number of times and the quality of information given were not easy to measure because it had happened sometime in the past. Another concern was

that teachers insinuated that over the years only SDT's, principals and new teachers were trained or oriented. The mass was expected to be trained by those who attended training, ignoring the fact that not everyone is good at facilitating. In their opinion the GDE did not see them as important stakeholders in the implementation of policies. Furthermore, not all principals trained their staff especially because they did not partake in IQMS activities.

The issue of dishonesty during the process was also of great concern. Most teachers interviewed cited that they were not really interested in IQMS, however the fear of being in trouble with the GDE forced them to comply. Others' attitude was that as long as they would get the one percent incentive they would do it. They were more interested in the money than what the aim was. On the other hand, the GDE also contributed to the chaos by failing to address the challenge of the lack of resources, overcrowding in class and lots of paperwork that emanated not only from IQMS but also other systems. This, combined with their attitude, was bound to bring more problems than solutions.

The following presentation included that of focus group interviews. The group consisted of union members predominantly from SADTU and NAPTOSA only. Schools interviewed were from the area served by these unions. These responses were from the teachers and principals' interview schedule who were also union members. The questions were focusing on this group as implementers of policy.

#### **5.5.2.2 *Category B: Implementation of Integrated Quality Management System by unionist to ensure quality education.***

This category only applied to teacher unionists because of their role as implementers at school level. The importance of their view was meant to investigate the real cause of challenges facing the implementation phase of IQMS. It was also to get their opinion of what could be done to correct the situation. The question posed yielded two different responses from unionist. These became the themes of this category: (i) pessimism towards IQMS (ii) positive attributes towards IQMS.

**Question:** What can be done to ensure effective implementation of IQMS for quality education?



## Theme 1: Pessimism towards IQMS

- Increase in administrative work

The main objective of IQMS is to ensure quality public education however with teachers viewing it as bureaucratic and paper filling exercise; it does not live up to its objective. Some unionists queried that the introduction of IQMS was not well received and they were not enthusiastic about it because it meant more administrative work for them. This paperwork, as they called it, came at a time when a whole lot of changes in the curriculum were implemented. Changes facilitated were that teachers were expected to make their own work plans and schedule as per expectation with OBE. This meant more paperwork for them. Mestry et.al (2009:477) reiterate that teachers inability to deal with massive policy changes such as OBE, RNCS, NCS and the top-down approach in policy matters has seriously infringed on the successful implementation of IQMS. These were some of the comments by participants: *“I think that sometimes our workload and paper work is just too much. We see this as a waste of time especially because we do IQMS with only our colleagues. We do not take it seriously. The fact that when implementing district is not there, is what makes teachers not to take it seriously”*.

Another unionist from SADTU said: *“IQMS scores are not authentic because we hear stories that other schools are just filling paper work and not doing as required”*. This further emphasises the point made by unionists from one school that it only increases paperwork. Since the time OBE was implemented it required that teachers make their own work schedules and work programmes. *“The most disturbing part was that IQMS was introduced during the time of OBE I think; there was a lot of paper work. There was other paper work added on top and we just did not like it. We just accepted it but we did not like it”*. This was one of the outcries by one of the teacher unionist.

One unionist from SADTU alluded to the fact that the department gave them a lot of paperwork so that it could refrain from training teachers properly. These were her words: *“I think the documents are a scarecrow and they are the ones that make us not to develop because we concentrate more on the documents than on the failure of the teacher. In the past the SMT was the one involved in seeing the pitfall of the teacher then the principal will organise training in that regard. But now it is all about paperwork. We look at the cycle and*

*that's the time we are going to start working after that we relax until the district comes looking for some things.*

Unionists also complained about the document: *"Now that is the main thing. The thickness of the document makes them not even want to read it. I think it needs to be modified and minimise the number of pages"*. The teachers are discouraged to read the 52 page document because it is too thick.

All these unionists were of the opinion that the administration of IQMS was a burden to them. Instead of utilising that time to concentrate on teaching they were somehow forced to do the paperwork. The paperwork therefore shifted the focus of getting quality education across to learners to aligning bureaucratic paperwork that they had to comply with. One SADTU unionist further commented that the paperwork even impacted on the time they used for development in the school. A study done by Chisholm and Hoadley (2005:29) indicated that 75% of teachers say that IQMS has increased their workload and challenges. They further alluded to the fact that IQMS increased bureaucratic accountability instead of promoting professionalism. This means that teachers are now concerned with complying with what GDE wants instead of fulfilling their professional obligation, namely teaching and learning. The assertions by Chisholm (2005) were further concurred by the report from the ELRC (2005:7) which stated that teachers' workload in South Africa indicated that they used 41% of the total time they spend on school related work on teaching. The rest of the time which is 59% was spent on planning, assessment, preparations, filing, filling of papers and development. These activities cloud the main objective of education which is teaching and learning. Too little time is given to the core business and for quality education to be attained there should be changes.

- Lack of time for implementation and challenges faced by school based unionists.

There were many challenges that paralysed implementation of IQMS. These challenges derailed the smooth running and success of IQMS. IQMS should be done in conjunction with other programmes in the school. Evaluation was not apart from but is a part of the educational process (pmg 2013). Teachers were expected to incorporate IQMS with everything that they did in their classes as per performance standards. However, this was

not the case in schools, instead IQMS was separated from other programmes and allocated specific times in the management plan. This resulted in IQMS being perceived as a special project and special time needed to be put aside for implementation. Unionists feel that they do not have time to do IQMS because they have a lot of work responsibilities. This is what the unionist said: *“sometimes we don’t really do class visits but only the paperwork that is required because there is no time”*. This means that there is no implementation of IQMS. During training they were not well instructed as to the implementation process that incorporated day to day activities with IQMS, so they simply did not do it. IQMS should be an all-day all year activity, with self-performance management or self-evaluation done by individual teachers to identify areas of weakness and including them on their PGP. After self-evaluation it would then become easy for individuals to seek development from peers and seniors Development Appraisal System (DAS). By the time the two processes are formalised by the DSG, the teacher would have already done the ground work. The national policy on whole school evaluation, which is part of IQMS, places the responsibility for the quality of teachers’ performance on their shoulders (Carlson 2009:79). Therefore teachers have too much on their plate to get time to implement correctly. One unionist said: *“Let me say there are lots of workshops that we need to attend from the DoE. Let me use our school as an example there are lots of activities. Almost three times a week there are workshops and there is no time to go and sit and help people with their problems. Also because we are a small school you find yourself in different committees that keep you so busy that you don’t have time”*. This means that there are too many activities in the schools and too little time to engage them all fairly and effectively. This also disables unionists’ ability to do IQMS.

A NAPTOSA unionist said: *“They do understand it, as I am talking to you I think the only problem is time. There just is not enough time for example in the management plan there are two teachers that are supposed to start with IQMS only to find that on that day there is a workshop by the DoE. They have to go and attend that workshop and could not do IQMS. As I said it’s time that is not there and those few problematic areas that need fixing otherwise the document as it is, is a very good document. It needs people to sit down and implement well. Make sure that teachers are developed. The other reason is the change of curriculum, probably instead of developing IQMS they concentrate on the changing curriculum”*.

- Teachers work not appreciated

This category was clouded by emotions from teacher unionists who believed that they were not treated fairly and are duly undermined in their work. They felt that the GDE did not show much confidence in their abilities and capabilities as teachers. They indicated that they were trained and have diplomas, degrees and certificates that proved their competency, and this should be taken in consideration. These were some of the comments when asked what can be done to ensure implementation of IQMS, a SADTU unionist said: *“For me to have a peer and senior sometimes you develop clashes with a senior who might tell you something that you will perceive as negative but your peers see things the way you do. She then acts like a buffer to say the senior is correct when she does this and that is for peace. The fact that your peer will be saying that to you will be much better than if it was your senior but also shows that you are undermined”*.

Some unionists are of the opinion that even the fact that they were expected to be evaluated by the principal, who in some cases did not know the subject or had never taught the subject, further indicates how much they are undermined. These facts make them feel incompetent because it is not possible to be evaluated by someone who does not have knowledge of that subject.

One unionist said: *“Even with a senior it depends, you find that a principal does not spend much time in the school because of other commitments and does not know much about that particular subject then it’s better to be evaluated by a junior with much knowledge, it undermines your intelligence. So it depends on the reliability of a person whether she can be exemplary to you or not.*

Another unionist added: *“I personally find it very easy to implement and my personal experience has taught me to say some teachers find it very difficult to implement the programme of IQMS. There is a stigma attached to IQMS, they perceive it as a monster. Some teachers feel like you can’t develop me because I have so much and so experience I feel like in my personal experience that some teachers are actually not doing well. They need development”*. The comment suggests that it is not everyone who has a problem implementing IQMS.

Another concern from one unionist was that because they were unable to attend training for all subjects, teachers had to choose only one. However having chosen that one, when

going back to the school they were assessed by people who never went for training on that particular subject. This how he spelled it out: *“To add on that is that I have a DSG visiting me as always. When they see or hear something that they don’t know because of a lot of changes in curriculum, OBE, RNCS, now CAPS, they disagree with you. When we go for intervention or whatever they tell us people go for different subjects and the person who never went for that training comes back and tell you what you are doing wrong in a subject they never got development from. Even in cluster meetings they never attend that subject because there are many subjects and we split ourselves. The person will input on your presentation on things they do not know, trends in education change all the times. Even the principal does not know what transpired in cluster meetings, how do they then come in and evaluate on things they know nothing about”?*

The statements above actually emphasised the views of unionists being undermined by their seniors who were their DSG’s and also the process itself. This was further accentuated by Samuel (2004:16) when stating that teachers felt disempowered, deskilled and deprived of their professional esteem and status by the pressure that they felt to manage the present and build the future resulting in them not having a positive image of themselves. Another challenge that teacher unionists are facing and that was a very sensitive issue to them is their performance scores versus learner performance. The following sub category deals with this issue

- Teachers’ scores versus learner performance and achievement

Nolan and Hoover (2004:30) concluded that for evaluation to be effective, the teacher should be observed over a period of time, not once or twice. This was normally the case with Performance Management where a teacher would be visited only once and scores were given based on that visit. The purpose of IQMS is to assess teachers so that they are developed enough to render quality education and ensure excellent performance by learners. It is unfortunate that this objective has not been achieved by the use of IQMS as a performance measurement tool. Therefore appraisals should not be done once if those scores are to be compared to learner achievement. It would be more functional and realistic if teachers were appraised over a period of time to assume their impact on learner performance and achievement.

Unionists who were interviewed did not view IQMS as a tool to compare their performance against learners' achievements. They were more interested in the financial gains. The one percent that was obtained when scores were at a certain level gave teachers more reason to do IQMS more than being concerned with the performance of learners. Some considered performance of learners but clearly stated that other factors impeded the high rate of learner achievement and performance. Here are some of the sentiments displayed by one unionist regarding scoring and the one percent incentive: *"When thinking of whole school evaluation, I think of teacher performance against learner performance. I think the employer does not really consider that, if he was considering that then the teachers' score would not be as high as 80% and the learner is failing. Or the pass rate is 49% less than what teachers have scored and have been considered for grade progression. Therefore, district should come and say guys what is the problem, when we look at your scores vis-à-vis learner performance, there is an imbalance. That is where we can sit down with them and explain. We will be able to state the overcrowding, lack of resources and other things. But the problem is that the district will be saying we must continue admitting even if we are full. So the ratio of learners to teachers is never addressed even if we try to do our best considering that we have other things to consider"*.

One unionist cited that in primary schools the learner results are not really measured against teacher performance. It is only at high school and most teacher unionists are only doing it for the one percent. It is discouraging and not motivating them because even if they were not working they would get the one percent. If there were categories of getting the one percent then people would be encouraged to do better. Unlike whether they get 70, 80 or 100 they all get the same one percent.

Another unionist suggested that there should always be coordination between learners' performance and teachers' scores. However, if the DSG or principal queried scores and pointed out that scores are not supporting learner performance then teachers take it personally and indicate that they are being targeted. They are just interested in the financial gain. If they are underscored and do not get the incentive then they assume that they are deprived of what is rightfully theirs.

Some unionists from SADTU echoed that, it is all about peace making other than the one percent, learner performance or even teacher performance. *"It is this wanting to be humane (ubuntu) that prevents us from scoring low, but we normally do that in our school."*

*Once we realise that the teacher has a problem and is reluctant to admit it and does not want to be developed then we do give that low mark and explain to her that because she refuses development and these are areas of concern then we scored a low mark”.*

Not all teachers were interested in the one percent; some thought it was just too little. What was of interest was the fact that other teachers were more conscious of the high scores that were given out with no reflection on learner performance. They were more concerned with development that will facilitate their ability to increase learner performance. This is what one SADTU unionist said: *“Implementation is not developmental and we need development which is motivational, one percent is nothing. My problem is that the money is too little, if maybe we were getting something like three percent it would be something, we would work towards improving learner performance”.*

With some teachers the performance of learners tallied with the scores of teachers and some even cautioned each other against high scores. Comments from NAPTOSA that support the statement were: *“With us scoring is not so bad. You can see even with learners those that come from teachers with higher scores perform well. It also depend on the teachers, some people are here to be developed others will say no whilst they are not performing at all. Unfortunately if a person shut himself from development there is nothing that can be done”.*

Some schools discussed scoring before they started with assessments. These discussions were called pre evaluation discussions which are part of the IQMS process. Discussions were based on high teacher scores in relation to performance of learners. This is what one NAPTOSA unionist said: *“In a way like in our school we discussed that teachers cannot get a four and then a child get zero or performs badly. So your marks must reflect more or less how learners are performing. It should not be a poor performing school with teachers’ scores that are high”.*

Some unionists argued that performance of learners reflected what they taught. Therefore they needed to do their best so that they are well represented in other schools by their learners. It was therefore important that they did the right thing and taught learners well for good representation at high school. *“Yes we align our teaching to IQMS to ensure learner performance. It is as my colleague has said and we do development. You are able to identify your weaknesses and your strong points”.*

With the perception of teachers on the scoring as compared to the performance of learners; it was evident that not all teachers aligned themselves to that. They either complied to implement IQMS because they were motivated by money or they were really interested and concerned with learner performance.

- The effectiveness of one day appraisal or assessment according to unionists

The departments' inability to give full and proper training to teachers hindered the implementation process. Worse so was the impact of one day assessment which was expected to yield positive results. They also cited that it was not possible to get a clear judgement of a person's performance in a day or few minutes. These are some of the comments from SADTU on the ineffectiveness of a one day appraisal. Teachers disclosed that their failure to implement properly was due to the fact that: *"we do not get enough training and therefore are not sure what to do in one day"*.

Nolan and Hoover (2004:30) are of the opinion that effective assessment depends on observing a teacher over a period of time not just once. They further suggested that "when a teacher is observed frequently a more reasonable outcome can be obtained" (Nolan & Hoover 2004:30). Teachers had a tendency of preparing very well on the day of appraisal however this did not necessarily mean that they prepared every day. An outcry from unionists was the possibility of appraising teachers in 30 minutes and coming up with a true reflection of what the teacher was capable of doing. This was a comment from one SADTU unionist: *"One thing that is not proper with IQMS is that you cannot measure ones performance in one day. You cannot say in one day that or one hour because as I have said before that the educator needs development. It can sometimes be that the educator does not need much development because she has the skills and the knowledge but she does not want to work."*

Another SADTU participant said: *"I think the process is not effective enough if the learners can be used to evaluate the performance of the teacher in 30 minutes. It is not possible. The product or what you get, the results of what you measure is not true. You cannot get the picture of what is happening because the teacher that you are evaluating is prepared for you. She should know everything. On the day of the appraisal, she will do everything"*



*which is not the same as everyday performance. However, the performance of the learners will show you what is done every day*". The point driven by this unionist was that, that was not a true reflection of what happens in schools. Therefore there was no way of knowing what really happens in classrooms that defined learner performance.

Another unionist from NAPTOSA suggested that workshops were failing them and she said that it started with people who offered the workshops. *"They should be good and know exactly what they are doing in order to develop teachers. Workshops must be done properly, set aside a month for training and show the teachers what is expected of them. That would help ensure that performance of learners improves and coordinates with teachers score"*.

- Inconsistent application of criteria

The criteria for the application of IQMS should be well understood by all and application should be consistent. Schools were expected to apply all the criteria in the same way regardless of the demographics, contextual and environmental factors affecting them. Criteria were normally set according to ideal teaching situations regardless of challenges faced by many township schools. For policy to work, it is important that criteria should be applied consistently to all teachers at all times. IQMS has set criteria that are prescriptive in nature and should be followed diligently. Unfortunately other aspects such as training, lack of interest by teachers affect the consistency of the application.

One principal who is a SADTU union member commented that the inconsistency of implementing sometimes results in teachers that are very capable being given less scores. *"With some there is no correlation. Sometimes you find that the teacher that is very good that you have visited in class does not perform well during IQMS. A teacher that is very weak a poor performer gets higher scores than the good teacher. You then wonder what is exactly happening"*. Teachers told the principal that it was what the staff agreed on and there was nothing that could be done. Teachers could challenge the scores by laying a dispute with the labour department at the district office. This made it difficult for principals to correct scores because they thought the Head of Department (HOD) would take sides with teachers as the person who worked very closely with the assessed teacher. They would definitely get the upper hand. The principal only got a chance when doing performance standard number seven on extra curriculum activities to assess teachers. They could then question the scores based on information they had about activities in the

school. That was the only score that they could influence.

One NAPTOSA unionist complained that she did not see the good that IQMS was doing for them, this was what she said: *"I am asking myself this question is the system really working, because it is not practical, the aims were good but delivery is bad. There is no correlation between the work done by teachers and how IQMS is implemented. It's the nature of the job; it is not like we are dealing with products that are easy to see the standards of the product. Our job makes it impossible to see whether such systems work because of the product that we deal with"*.

Another unionist concurred but also cited that working with a product that is not tangible was very difficult: *"It is not possible to measure teaching like any other product, yet we are supposed to be measured by what we produce and unfortunately the product that we are dealing with is children. Now what I am thinking of is that there is a way in which this can be done by reducing the number of learners in class, maybe even if we can have the three types of learners in class if we can only bring the number down. Another unionist spoke of inconsistency: "On the day of appraisal everything is perfect, believe you me all teachers are able to satisfy all performance standard and deserves good points but now the problem lies on the fact that after the evaluation the person goes back to doing what she is used to doing. The problem is consistency and monitoring"*.

Another unionist felt that there was consistency even though it was not practiced by all teacher unionists: *"It depends on the individual because there are certain teachers if you go to their classes what they do on that day of summative evaluation is what they are used to be doing every day. You find that anytime you go to her class, there is this new things new beautiful thing that they are doing and then you find that it depends on a teacher. Some teachers would leave learners in class for duration of maybe 30 minutes. When you go there they have been given work to do. They know how to discipline their learners they do all those performance standards accurately. But some teachers and most of them and especially these young ones they don't do that. It is wrong you cannot say during summative that DSG and principal must be strict and refer people to past practices"*.

The programme of IQMS covers the whole year's activities however many schools do not do that. One teacher noted that by stating: *"We usually do IQMS class teaching twice a year during the first term and also the last term. But I think IQMS must be done all the time. It is class teaching we must do it every day because it is not specially meant for that"*

day but you must do it throughout the year because it is assessment it assesses you so we must do it”.

- Perceptions and attitudes by teacher unionists

The other challenge discovered by this research is the negative perceptions of teachers towards the implementation of IQMS. The perceptions are surprising considering the fact that it was introduced in 2003. More especially for teachers who had long been in the teaching field and have been appraised for some time. New teachers are more receptive to IQMS because it is already implemented when they join the GDE. Unionists were aware of their negative attitude because they felt that IQMS was imposed on them hence they perceived it as a negative factor in their teaching profession. They attested to that by saying such statements: *“It is our attitude towards IQMS that is killing its implementation. Like the fact that because I am a member of a union I am protected. If unions say away with IQMS we are going to phase it out very soon. It will be like that this is what will be happening, people’s mind-set will just tell them they are wasting time because there will be another new tool coming.* Unionists also stated that the district office should be strict in monitoring the process and make constant follow ups. This was what another unionist said: *“Also the fact that if scores are requested by district there is not much follow up in checking lower scores, then offering to help. On the other hand you allow people to score four even if learner’s results do not reflect the four. What qualified the score is unknown. There is mostly no direct intervention with the people from districts about that. In that case it means it is not important because if it was then they would prioritise it. They would do follow up in a serious manner that’s why I think that is another problem. We do it for formality or let us get it done, submit to the district that is all”.*

Some attitudes were reflected in the way teacher unionists conducted IQMS, which showed that they did not consider it important. One unionist said: *“It is biased because it is your peer that is assessing you and will always score you high. Even if I don’t know anything because it is my peer she will score me high. We are not doing it as expected but it is just that we do in file only, the one percent and we are doing it on paper, The problem is we cheat, we need to stop that”.*

Some unionists were of the opinion that their attitude and perceptions were justified

because of factors that affected teaching and learning in the schools. *"We have these problems in our school overcrowding, learner discipline, assessment they have been there for a long time. We always encounter those problems and district is very slow in addressing them and we are not happy about it".*

Another unionist purported that there were issues that disabled their motivation in conducting IQMS and this was one of them: *"We had the one for overcrowding, they came (district officials) told us about teacher learner ratio and the SGB had to hire a teacher. Addressing those is very difficult because we don't have teachers; the policy of government is the one blocking the hiring of teachers. Overcrowding did not only affect the appraisal of teachers but also the assessment of learners. This is what one unionist had to say: "For assessment it is also a problem because we are overcrowded, learners do not do their homework. Now we have ESSP who are trying to help with homework. But due to the ill-discipline of learners they will try to run away and not attend"*

One unionist said IQMS was somehow a way of spying what teachers were doing in their classes: *"Again most people take IQMS negatively as if someone is coming to pry and they become irritated. Some excel when they are alone in their class but when there are people they are unable to perform because she is irritated and negative".* There was also an indication that teachers do not align IQMS to the way they perform. For them IQMS and the way they teach are separate and do not meet in anyway. *"We do not relate IQMS to learner performance; otherwise we wouldn't be called under performance schools. There wouldn't be such a big number of learners who fail grade 12 and there wouldn't be so many children who cannot read and write. The number of learners who cannot read and write is escalating instead of going down".*

It was not all unionists that did not care about performance of learners; some were worried about attitudes displayed and had this to say: *"We need to change the attitude of people. Also the whole thing about class visits, I was once visited by an HOD and we discussed this thing. The union member was totally against the class visit and yet they agreed. They said the teacher is supposed to be visited only towards the end of the year and it should be peer review related and it is summative evaluation so that at the end the teacher can get one percent."* Blatant statements that showed lack of understanding by teacher unionists about the objectives and process of IQMS were alluded to: *"IQMS is judgemental and is not objective at all".*

Some unionists boasted about their accomplishment and years of experience: *"It is not about development because a teacher would say what you can tell me I have 25 years of experience in teaching"*. This in itself impedes progress of implementation because they do not see any necessity to learn more. However much as they are experienced they still need the new knowledge because of the constant changes and developments in education. *"It is lack of knowledge that we don't do that and again it is because there haven't been workshops around that"*.

## **Discussion**

Negativity surrounding the implementation of IQMS far superseded the objectives of the system. From the findings emerging from observation and interviews on the negativity surrounding IQMS implementation, it is evident that unionists have more negative things to say than positive. They believe that IQMS is an imposition by the GDE. Much of what was said indicates the true reflection of what is happening especially in township schools. Jansen (2004:57) asserts that IQMS is nothing but a Trojan horse of accountability infringing and eroding the autonomy of the teaching profession. This brings bitterness and lack of interest in the teaching profession which at times leads to burn out of teachers.

IQMS is supposed to be incorporated into the teachers' work and not increase their administrative work. However with the introduction of new education systems teachers' administrative duties have. A lot of time is lost which is crucial for teaching and learning. Wragg et al (1996:134-135) mentioned that in England during the implementation of the appraisal system, teachers mentioned waste of teaching time. This is also the case with SA schools. The loss of time, increased administrative work demotivates teachers and leads to resistance through displaying negative attitudes. The inclusion of changes brought by OBE plus their core function, the implementation of IQMS and the many workshops that they are expected to attend are too much for them. However Horne and Pierce (1996: 12-13) are of the opinion that teachers will always say that there is not enough time to teach. This argument will always prevail with the implementation of any new education system. At the end this is what they are paid to do and IQMS is meant to ensure that quality teaching and learning is taking place. Teacher unionist must learn to make time to ensure that quality education is delivered.

Carlson (2009:79) highlighted that the teachers are compelled to reflect critically on their performance and set targets and time-frames for development. One of the aims of IQMS is

to develop teachers in areas of need, however with the many changes it fails to do that. Evaluation must be an on-going process (Carlson 2009: 79). Teachers are expected to be evaluated on continuous bases to ensure improvement, yet this is not happening. This is proof that IQMS should be an on-going process not a one day event, which is not how teachers perceive it. This is why there is little improvement at most township schools. According to teachers' perceptions, there is more work done on their part that prohibits them to do their main duties, namely teaching and learning. The work is made difficult by the fact that training does not show teachers how to incorporate IQMS into everyday activities.

This leads to their resentment of IQMS as an additional burden rather than something that is supposed to enhance teaching and learning. Mestry et al (2009:477) concur by stating that teacher morale is low due to inability to deal with massive policy changes amongst other things. In some cases teachers experience burn outs because they do not know how to handle the situation. Pienaar and van Wyk (2006:541) define burn out as education and environmental factors that contribute to the experience of stress by teachers. Rogan (1999) in Pienaar and van Wyk (2006:541) further describe the SA educational landscape as one that includes many teachers who have little experience, meagre training and under resourced. These contribute to the burn out of teachers. The lack of quality training from the employer or unions also does not assist in the matter.

Other unionists interviewed also view unions as conniving with the GDE instead of taking care of their needs. However, Mestry et al (2009:477) state that there is resistance from unions due to unilateral decisions taken by the DoE on IQMS. This statement was also emphasised by one union representative who cited that their role in policy formulation was similar to that of rubber stamping only. Unions are not given an opportunity to formulate policies from the start, government presents policies and unions go through them and approve or disapprove. It is the GDE's responsibility to ensure that policies consider contextual factors to ensure successful implementation. If the GDE does not do the feasibility study or does not study the context in which their schools are situated, then implementation is bound to have challenges. If teachers are given too much to do over their core business, education is bound to suffer. Hence the continuous failure to get education in good standing.

During interviews, one point that was disturbing was the statement by unionists that the

GDE did not trust them to do their work correctly. They were of the view that the constant change in education systems and the use of IQMS to monitor them all undermined teachers' ability to work. IQMS subjected them to being trained by peers who had none or less knowledge than they did. According to Wendell (1994:149) and Craft (2009:9-10) in Mestry et al (2009:478) "there are many reasons for undertaking professional development, one of them is to make staff feel valued, promote job satisfaction and enable teachers to anticipate change and derive excitement from it". This was how teacher unionists felt, yet they should not be made to feel inadequate in their work due to the introduction of any policy or system by the GDE. The fact that unionists are qualified and trained for several years should be proof that they are capable of delivering a quality curriculum. They only need quality in service and onsite training with very good facilitators. The use of facilitators that are not skilled enough to motivate and capacitate them does not help the situation. Unionists view this as being disrespected and undermined. The meagre training is seen as a waste of time more so that it is done when teachers are exhausted and not in the right frame of mind to be trained.

From the findings emanating from the interviews on scoring versus learner performance, it is clear that there is a vast contrast between the two entities. Teacher unionist constantly score themselves very high because implementation is not done well and teachers conduct IQMS for compliance sake. Much as the purpose for IQMS is understood, implementation is not done as is initially intended. Learners become casualties in this situation because their performance declines while teachers' scores soar. To crown it all teacher unionists are getting incentives for that. This is a clear violation of policy and shows that the system is not fair and does not benefit learner performance. Some teachers blatantly said that the reason they scored high was that they wanted the one percent incentive. This constitutes wasteful expenditure on the part of GDE. The money could be used to enhance learner performance or teacher development in other ways. It is therefore important that appraisal processes such as IQMS which are tied to performance incentives be validated by an expert to ensure fairness. The inclusion of pay progression in the agreement alters the focus of development and learner performance to monetary gain. It only serves as an appealing facet for teachers to implement and yet it is a factor that impedes IQMS from being a successful initiative. Fitz-Gibbon (1996:195) clearly states that performance related pay is a waste of public money. Furthermore he questions why IQMS is performance related if feedback produces an improvement. This is supposed to

be an eye-opener for the GDE since most teachers implement IQMS for compliance sake and to gain the one percent incentive. The SA education system therefore cannot carry on having teachers who are assumed to be high performers at the expense of learners. The system should alter the course of IQMS.

One day appraisal and its effectiveness also raised questions about the implementation of IQMS. There was a view that, it was not possible to measure anyone's performance in just a few minutes and come up with objective results. This was further addressed by the IQMS Manual (2005: 12.3 – 12.5) which states: "the instruments used when evaluating human work performance are not nearly as accurate as scales efforts are made to standardise the decision making and so minimise the human process of judgement". This statement shows how difficult it is to measure teacher performance, let alone measuring within a short time frame. However teachers at schools continue appraising in just one day and overriding all the steps stipulated in the IQMS process. There are many reasons for this as cited by teachers. These include poor training, lack of understanding, lack of funds for IQMS, overcrowding in classes, lack of time due to many activities and the constant changes in curriculum and policies. These factors lead to instability in schools and lack of consistency in curriculum delivery. The researcher's observation of teacher unionists during this process was that the majority had a one day preparation sheet in most schools. This gave an impression that teachers had prepared specifically for this process and were not doing this on a daily bases. When inquiring about this it was expressed that in Gauteng Primary Language and Mathematics Strategy (GPLMS) schools, coaches prepared for them. In non GPLMS schools, teachers prepared in groups for the whole week. They, therefore, do the one day preparation for IQMS purposes. Teachers are reluctant to bring their files during IQMS.

During the process what is also evident is that some teacher unionists are appraised by immediate seniors who do not teach the subject. Teachers have the right to choose which subject they prefer to be appraised. They then choose subjects that their immediate superiors do not teach. For example an HOD for languages does not necessarily teach all languages but specialises in one or a Mathematics HOD who specialised in Maths and Science does not know much about technology which falls under the department. The above mentioned logistics also impact on appraising and scoring. The fact that the HOD must appraise and score a subject that they are not too familiar with in a few minutes, also questions the fairness of the process. The choice of the DSG is not only influenced by who



the teacher wants but in smaller schools, it is about what is available. Smaller schools sometimes have one or two HODs who are in charge of a phase or a group of subjects. This impacts on teacher development, scoring and learner performance.

During the interviews what was apparent was that IQMS is applied differently in all schools. The inconsistency is influenced by the management of the school. Where the principal is hands on in implementing, then application of criteria is better. The trend is that many schools do not do IQMS for the whole year but only summative evaluation in the third term. The SDT and the principal only fill in necessary templates as required by the districts and submit. These are schools where many teacher unionists said they do IQMS for compliance sake. The inconsistent application of criteria impacts negatively on the implementation because one is not able to measure performance of teachers. According to Bisschoff et al (2004: 8) the descriptors used for IQMS are more prescriptions than descriptors. They prescribe exactly what teachers must do than give guidelines. This does not help at all but gives teacher unionists a chance to do as they perceive than as required.

Some schools indicated that because of redeployment they lost some of the SDT and they had to choose people that were not competent. They therefore resorted to doing summative evaluation only because they were not sure what was expected during other terms.

Negative attitudes displayed by teachers are tied to all the factors stated above. Teachers' morale is low especially in schools where GPLM is implemented. This programme is a special programme that is meant to assist schools that are not doing very well in Mathematics and Language. It is for primary schools only. As with many systems that are introduced this is also seen as a burden which further impedes implementation of IQMS. Negative attitudes are further increased by the lack of clear direction and leadership by principals when it comes to implementation.

**Question:** What can be done to ensure effective implementation of IQMS for quality education?

**THEME 2:** Positive attributes towards IQMS

- Accountability and quality improvement by unionists

Not all is lost when it comes to IQMS implementation. The process is a way of making teachers account for the work that they are doing in class. A number of teacher unionists seem to concur with the objectives of IQMS. They agree that teachers must account for their work and be transparent about it. By accounting, teacher unionists could be able to deliver the quality of education expected by the GDE. It is therefore a necessary exercise to implement IQMS, so as to ensure delivery of quality education. This would enforce accountability and have teachers take responsibility for their actions. Many teachers are of the opinion that IQMS acted as a valuable instrument to check and balance teachers performance. One unionist mentioned this: *“My understanding is that IQMS is an instrument that is used to measure the quality of work done by the teachers so that they can be paid based on their work”*. For them to do self-evaluation throughout the year is good so that come August to October they are able to conduct summative evaluation. *“We can then know that we are not far from completion when it is time for visits. The teachers will be complaining that at the time of visits we have too much work, this and that more especially because we are assessing more than teaching”*. However, they continued to say that if teachers followed the programme as prescribed they would manage their time well. The agreement is to ensure that teachers improve on their skills so that through IQMS they are able to find out what it is that they are lacking at and develop it.

One unionist believed that the aim of implementing IQMS and having peers appraisal was not a smoke screen as said by some unionists who are cheating on scores. The whole idea of peer evaluation is to showcase their strategies and methods of presenting when being evaluated. *“Teachers who were in your class would able to learn from how you taught. The exchange of good practices was to assist in delivering quality education in schools, if these were practiced”*. This would eventually change the mind-set of most unionists and assist them in seeing this instrument as a way of enhancing education. It could also benefit in implementing IQMS correctly in schools. The statement below showed that some unionists have embraced IQMS. *“IQMS is the one instrument that they want to check or monitor the performance of teachers and that they are doing their best in teaching the learners. Learners must be our pride. It is there to measure the performance of every teacher”*. Some teacher unionists have accepted the fact that IQMS is the only instrument to measure teacher performance thereby ensuring quality education. The aforementioned statement is a clear indication that unionists accept that they need to be

monitored for quality assurance purposes. This acknowledges the accountability that IQMS brings to teachers.

Some unionists appealed to others to understand the process so that it could be easy to implement. *“I think it is easy if each and every person involved has the same understanding and if it is done the correct way, the unfortunate part is we use attitude towards implementation of IQMS. If everyone can accept that it is there and maybe know how to implement it then it will work.* The unionist also indicated that it might not be very effective in the first year but years after that it would become easy. *“Up to so far it has not worked maybe in the first year but the year after that it will. It hasn’t maybe because the people felt that it was their responsibility to develop other people. Maybe if we identified other people somewhere else or maybe if the department decided to develop strategies to improve the results or to ensure implementation of IQMS then it would help.* This clearly shows that unionists try to influence each other towards positive outcomes.

The unionists do not only feel accountable towards the GDE and learners: *“As long as I am able to produce the expected results from the child so that if he is going to the next class I am able to account as to why the child is the way he is”.* What comes out strongly is that a lot of unionists know that accountability is necessary.

- Involvement of teacher unionists in decision making

One unionist claimed that she personally found it very easy to implement and her personal experience had taught her to do everything on time. She further said that some teachers found it very difficult to implement the programme of IQMS because they did not do the right thing. *“To me it is not long, we do baseline in January move over to self-assessment, do our PGP’s and so on”.* She stressed that according to her it is easy. The only problem is that there is a stigma attached to IQMS, teachers perceive it as a monster. Therefore, when decisions are taken it is necessary for teachers to be involved through sending a delegation chosen by them. However when asked if union representatives did not do that, the unionist stated that sometimes unions concluded on matters before consulting them on the ground. Bisschoff et al: (2004: 8) state that IQMS was designed by ELRC and DoE using minimal teacher input via unions. This clearly shows the minimal involvement of teachers in such decision making processes hence the dissatisfaction. The general perception of teacher unionists is that they are not important in decision making of policies affecting them. Decision making is the most important aspect

of IQMS because teacher unionists are the ones who know learners better hence their involvement is necessary. They believe that their knowledge of learners affords them the prerogative to participate in formulating policies and programmes that affect them. This practice is likely to achieve positive results because all teachers would embrace them.

Some teacher unionists affirmed that IQMS ensured that teachers prepared themselves before going to class. They planned their lessons, prepared teaching aids and even arranged their classes to create a positive learning environment. So teacher unionist got a chance to decide how to create a learning environment that suited their learners and style of teaching. In some schools IQMS created opportunities for teacher unionists to share good practices. This means that teacher unionists, somehow during the process of implementation, have a chance to decide how and when to assist each other.

One unionist said that SA should take lessons from other countries to improve on IQMS: *“You can look at other countries, what they are doing; maybe we can learn something that can make us change some things”*. Teacher unionists are willing to learn lessons and methods that progress other countries in issues of teacher appraisals that could bring positive change in South Africa. These methods could be copied from England and the USA where teachers are given a chance to make decisions on policies and programmes that affect them.

- Aspects facilitating the success of IQMS- continuous development regarding IQMS implementation

To ensure the success of IQMS it is vital to find out from the people implementing what can be done to make it work. Their input is important because they are the vehicle that facilitates implementation. Without them the process would fail. One participant said: *“Teachers must have thorough knowledge of IQMS before they come and assess and be assessed. Even facilitators that train us must know what they are doing or saying”*. The statement indicates that teachers have not lost hope but believe that they can be knowledgeable in IQMS which would facilitate success.

One unionist cited that at times they preferred outsiders to come and assess them, because internal conflict disturbed the smooth implementation of IQMS. *“Sometimes even your peer does not know everything and would sometimes get conflicted if you talk too*

*much and give a high score even if you have not said anything with substance".* He continued to say that the person scoring could not give a low score because the person being scored would challenge the score. So the best thing is to give high scores for peace sake. So IQMS does not only confuse teachers it also brings conflict to the school.

Most unionists were of the idea that district officials were the people who could help to implement because IQMS wasted time. *"To be honest when we do it everything has to stop for a week or two cause you find two or three people attending to one class and another group like so. So everything stops".* Another unionist said: *"It is well and good but there is no involvement from districts, it is done by teachers, initially it was said the districts will come and verify that IQMS is implemented. It is only up to the principals' level that it is done otherwise there is no follow ups no monitoring; it just ends there no verification done".* This statement reveals that unionist feel strongly about officials not involving themselves heartily in the implementation of IQMS. They believe that strong involvement of district officials during the summative evaluation could make a difference. Another unionist added: *"Yes, whether it is correctly done they don't know the whole procedures; if it is effective they are not sure because they don't come. I think according to the agreement it was the teacher only that will discuss the whole process before implementing it. They will then go to class and consider all performance standards then after they will be able to pick up the strengths and weakness of the teacher. Then they will plan for development".* They were referring to district officials.

One unionist made an example with the programme Gauteng Primary Language and Mathematics Strategy (GPLMS) which is highly supported by the district. The programme is supported by coaches who go to schools almost every day to guide and support teachers. The coach seats with teachers in their classroom and guides them on how to present lessons effectively. The way this was done ensured effective delivery of education to learners. According to one teacher unionist: *"If all teachers can be taught the skills as in GPLMS, it would then be easy to implement IQMS".* The reason behind this is that all teachers would be able to teach effectively which is what IQMS is appraising. The fact that training is on site would benefit teachers.

Few unionists were of the opinion that *"If they can minimize some things and cut down on a lot of paperwork then maybe it will be fine. It is just too much, minutes, self-evaluation, report backs, 52 pager. The content is ok but the work is just too much".*

Other suggestions were that IQMS must be implemented throughout the year and monitoring must be strict, then maybe the results would be better. A unionist believed that people change their way of teaching only for one day, on the day of assessment or particular week for IQMS. They prepare and ensure that when they are appraised everything is perfect. If there is continuity of good practices then IQMS could work.

What strongly came forward was that for IQMS to work the GDE must ensure there is a sufficient budget to implement it. This is how the fund would be used: *“Fund IQMS so that there are replacements when IQMS activities are taking place. Or change the structure where you have an extra person from the GDE, because if you do then they will be able to see whether it can be implemented or not or to identify problems that are there”*. From the discussion above it is evident that funding impeded the process of IQMS running smoothly. The lack of funding, to ensure the success of this programme, demotivates teachers.

To reiterate one unionist stated: *“IQMS document says it is you, HOD, peer, so it means that on that day when we do IQMS two or three classes would be without teachers. So they are budgeted for so that when we start there are people paid by the school who will look after those classes’ whilst we are busy. That thing is very expensive for the school”*.

Other unionists were keen to implement amidst the difficulties encountered. One cited: *“I think the document according to me is user friendly; it just needs one to understand it. I have never had a problem of using it or implementing. The only problem is that you find yourself wanting to implement something that people have a negative influence on. So whether you want to do it perfectly and you want other people to understand it. They will say they don’t understand even if they do and do not tell you directly but their actions will tell you. You end up saying I don’t know what I’m doing or end up getting lost. So the document is fine”*.

Much as it was against the unions’ opinion to involve other stakeholders in implementation of IQMS one unionist said: *“I know unions won’t allow people from outside to do class visits but for IQMS to work I think we don’t need internal people. You need maybe the IDSO to be here or the OFSTED people to be there, maybe it can work. Because with peer evaluation you tell them what to score you and don’t forget to look at your previous performances and that also was based on the pervious performance. It is continuous cycle which is very much unfair; principals are also not helping because they don’t want to do IQMS”*.

## Discussion

Change is inevitable more so in education with so many changes being implemented in the curriculum. There is some light shed in the hope to change IQMS to be a better instrument of assessing teachers. As revealed during interviews and observation it is not all unionists that are against IQMS. Some unionists strongly believe that IQMS could work and its objectives could be achieved. A small interviewed percentage expressed that if some aspects of IQMS could be changed it could be easy to implement. There was a belief that if teachers were involved in decision making then there could be progress towards implementation because the probability of acceptance by teachers would be high. It is instrumental that teacher unionists are given access towards decision making especially during advocacy and the information sharing phase. Teacher unionists accept their responsibility of accounting to the GDE and to the learners. In 2006 at the NAPTOSA colloquium it was said that quality depended on all employees at all levels being accountable, confident and competent (IQMS Colloquium 2006). This is a positive step because it advocates for change in the mind set and attitudes of teacher unionists and would definitely lead to the success of IQMS. However IQMS as implemented today still has a long way before reaching this achievement. The involvement of other stakeholders came in very strongly in the need to correct the present situation. The perception was that if other stakeholders could be involved in implementation there was likely hood for success as indicated by the NAPTOSA colloquium. However with the involvement of radical unions in issues of education, this might create a problem. Chances of tapping into the involvement of quality assurance or GDE officials is only be possible if enough consultation is done and everyone is on board, especially unions. The possibility of success is also possible if there could be changes in the 52 pager which is a scoring guideline. If this document could be simplified then teachers would be keen to read and understand it. This would eliminate confusion and conflicts as proclaimed by many teacher unionists. The productiveness of IQMS strongly depends on the funding by the GDE. As indicated during interviews, schools without a budget and small schools are unable to implement it well because of lack of funds to replace teachers whilst they appraise fellow teachers. The confusion caused by the movement of teachers and learners left unattended for a number of days defeats the purpose of the process which is quality teaching and learning.

## 5.6 CONCLUSION

IQMS was designed to address the appraisal of teacher performance with the aim of gaining quality education in schools through development. Some schools are trying very hard to implement IQMS whilst others are still experiencing challenges a decade after its inception. With the many challenges faced by these schools it is difficult to determine if the objectives of Collective Agreement number 8 of 2003 will ever be realised. This is disheartening because IQMS is the only policy or system that is meant to measure teacher performance and put the education system of SA on equal footing with other advanced countries.

Schools where implementation of IQMS makes head way are those that are not plagued by challenges. Challenges include decrease in learner numbers, overcrowding due to imbalance in classes, lack of resources, socio economic conditions that are unfavourable and lack of or insufficient training. These challenges slow down the implementation to a point where teachers lose interest; some get burnt out because of the process especially in schools where leadership is weak. The absence of good leadership of the principal and SMT also hinders implementation. Another contributing factor towards IQMS is the negative attitude of teachers leading to implementation for compliance sake. There is little evidence on development especially according to their areas of need. In schools where principals are strong and leadership is decisive, there is improvement. Even though teachers are struggling a little in implementing IQMS, they showed interest and believed that it is meant to help them develop. The unionist principals and SDT's went out of their way to develop teachers and raised funds to employ service providers to develop them.

Drastic changes must be done to change the face of IQMS. Findings from the literature study as well as suggestions by teacher unionists are vital in facilitating these changes. If the GDE moves towards changing IQMS as a system of appraising teachers, efforts must be made to ensure enough advocacies to avoid confusion as stated by some participants. It must also ascertain that all stakeholders are represented not only as signatories but as formulators of the document from the beginning. Advocacy must also be taken with the view to enquire so that if limitations are identified then it becomes possible to fix them



before training and implementation. Contextual factors faced by different schools in different areas must also be taken into account. The system should not be made into a one size fits all programme because SA has dynamic conditions.

The following chapter will discuss conclusions drawn from all chapters in the study as well as recommendations from the literature review. In conclusion, observations and interviews will be drawn.

## **CHAPTER 6**

# **A SUMMARY OF THE FINDINGS, RECOMMENDATIONS AND CONCLUSION**

### **6.1 INTRODUCTION**

The main objective of this chapter is to provide a summary of findings based on the empirical investigation of this study. This was done after data was presented, analysed and interpreted in chapter five to highlight a number of implications and considerations emanating from the research. The summary provides the aim and rationale of the study that assisted the researcher to come to suitable recommendations. These recommendations were drawn from the findings on the research topic that sought to investigate the influence of unions on formulation and implementation of Collective Agreement number 8 of 2003. Data analysis indicated different views from sampled participants.

### **6.2 SUMMARY OF THE STUDY**

The objective of this study was to explore the influence that unions have on the formulation and implementation of Integrated Quality Management System (IQMS) in primary schools in the Johannesburg Central Region.

It was imperative to first indicate the objective of the study. This was to assist the researcher in understanding not only the formulation of IQMS implementation which was of paramount importance to the delivery of quality education but also the cause of such inequalities based on the history of South African education. The importance of implementation of IQMS cannot be overemphasized since IQMS is the only policy that deals with evaluation of performance of teachers in class. The need to have unions at the forefront of such implementation cannot be compromised because of the role they play in education and in influencing their constituencies towards accepting IQMS.

Chapter one gave an overview of the study with the intention to orientate the reader on the intentions of the research by giving background information. The chapter also addressed the rationale of the study, the objective, the problem statement, the research methodology, definition of terms, research limitations and the structure of the research

Chapter two focused on the literature review with the aim of investigating international perspectives of union influence on formulation and implementation of policies that address quality in education through teacher evaluation and development. The main focus in this chapter was different quality management systems. Different systems of quality management were discussed to ensure understanding of the importance of quality in institutions. It also provided information on how international unions pursue the implementation of such systems to ensure delivery of quality education. It highlighted major unions in different countries that work towards the attainment of quality education through programmes and systems. The victory of these unions should assist SA teacher unions in learning good practices as proposed by one of the unionists interviewed.

In the USA two major unions were referred to namely the National Education Association (NEA) and the American Federation of Unions (AFT). These unions brought changes in teacher development and assessment through working with the government. An example of a system used that is collaboration between unions and government is the Peer Assistance Review (PAR) and Professional Development Process (PDP) in the USA. The two unions, NEA and AFT, succeeded in ensuring that teachers accounted for their work. These two programmes promote the use of peers in evaluating and developing each other. Struggling teachers are given support through their peers and if all fails teachers are taken out of the system. Government also subsidises unions to implement this programme and ensure its success. Although there was a lot of controversy surrounding this system and there still is, it succeeds in increasing the quality of education rendered. Systems and policies formulated by unions are also reviewed as well as the impact they have on quality education. The researcher was also interested in how these policies are cascaded to schools and union involvement in their monitoring. The researcher also reviewed countries that did not have unions and their system of quality assurance to compare if unions have an influence on these systems.

Another country that has approaches or systems that are successful in managing quality is Britain with NUT - Schools Speak for Themselves. This approach is a union initiative, aimed at promoting quality education through the assessment of teachers. The system is considered to be very friendly because it promotes self- evaluation by teachers. Categories for using this approach are similar to performance standards used for IQMS in South Africa. Other indicators also looked at the external environment, which is similar to

WSE that is part of IQMS in SA believed to enhance education. Both WSE and environment indicators utilise the OFSTED to monitor performance though some criteria used and are highly criticised by Smith and Ngoma- Maema (2003:348) who proclaim that all situations are treated the same by OFSTED.

Another country that succeeded in developing a system that manages quality in schools is Japan. Although unions are not involved in the formulation of TQM, it is very successful. Unions support it and have succeeded in ensuring quality education in Japan. TQM has similar features as IQMS used in SA.

Quality at a Glance in Australia is one the programmes initiated to implement quality in schools. It is a union initiated programme that seeks to bring quality in schools especially aboriginal schools. Although it is a union initiative, the programme is not well favoured by all teachers. Some view it as a threat and feel that it could lead to a punitive approach to development instead of a corrective measure for the development and implementation of quality education. A taskforce was formed to endorse the National Framework for teaching standards. The aim of the endorsement is to promote and put focus on the teaching of Science, Mathematics and Technology (eau federal 2011). This initiative is supported by unions and is successful. Quality at a glance uses evaluation as a way of developing and correcting teachers similar to what IQMS's intention is.

India uses TQM in other industries but there was no evidence of it in schools for some time until in 1988. There was little evidence of teacher unions' involvement in quality implementation. Teachers were however represented at different levels by different unions. Union representatives held seats in the Legislation Assembly and Council in government. They used their powers to look after the welfare of preferred teachers other than advance education in their country. Education is still struggling in that country which might be the result of corruption within unions as indicated in chapter two.

In Malawi the Teachers' Union of Malawi and the Department of Education in Malawi did not have good relations. The department stopped union operation and formulated a committee that would look into operations of teacher unions in 1974 (TUM 2011). In 1982, the Minister of Education renamed the organisation Teachers' Association of Malawi (TAM) (ibid). However, because of the nature of the formation of this union, the name changed again in 1993 to Teacher Union of Malawi (TUM). The union assisted in

improving methods of teaching and quality education (ibid). It was also involved in matters of teacher development and training.

Chapter three focused on the South African perspective of quality education. A background into the education systems of SA was highlighted. The background information discussed the history of education so that the reader understands what influenced its presence. The inequalities, lack of support and authoritarian syllabi brought by apartheid resulted to what Chisholm (2003: 267) refers to as complex and collapsed dysfunctional schools, discredited curricula and illegitimate structure of governance. The chapter researched the multiple education systems brought by the new government that were aimed at overhauling the old systems that were based on discrimination.

This chapter also focused on the origin and the history of teacher unions and their activities. The aim was to indicate the work done by unionist as well as the challenges encountered in their quest to correct the injustices of the past. Activities leading to the formation of SADTU; the break in the culture of teaching and learning in Soweto were discussed. The need to have unions that would assist in ensuring quality education without compromise was alluded to. As Bascia (2000) indicated, unions must be indispensable partners of the education department to ensure successful implementation of policies, the inspector system, and the role of unions in the formulation of Collective Agreement number 8 of 2003. This agreement replaced the use of inspectors who were seen as bureaucrats in schools. The purpose of the integrated quality management system of teachers and the dissection thereof was also illustrated.

The influence of unions on governance was also discussed to highlight the influence that some unions have on political parties. As the research is about the influence of unions on policy issues, the researcher saw it appropriate to highlight interactions between governance and unions. The trail of thought was influenced by Vidovich (2001:15) when stating that when we look at policy, we need to ask questions such as: what struggles occurred to influence policy formation? What struggles occurred in the production of the text? In trying to answer these questions the researcher heard the opinions of unions, GDE as well as unionist in schools. All parties involved outlined how they perceived and understood their roles and contribution. There were differences in opinions regardless of the fact that the unions interviewed were involved in the process.

Chapter four outlined the methodology and the rationale for the choice used to collect data for this research. Details of how participants were sampled and the demographics of the area were discussed. Two methods of data collection were used namely: observation and interviews. Data was obtained by means of participant observation, focus group interviews and one on one interview. Theories that guided the research were also discussed and the reasons for the choice were unpacked. The research questions which formed the backbone of this research were also highlighted. Measures for ensuring validity, reliability and consistency were discussed to ensure authenticity of the research. Ethical measures were also depicted putting emphasis on confidentiality.

Chapter five provided the presentation, analysis of data and interpretation thereof. The aim was to get the actual response of participants selected for this study. Two methods of data collection were discussed namely observation and interviews. Data was then presented, analysed and categorised to project their meaning from participants' point of view. On observation teachers were neither interested nor confident to go to class for appraisal. During observations it was evident that some teachers were not confident about what they were doing. They cited that it was because they were merely implementing IQMS because they had to, but did not see its importance. The implementation was also clouded by inconsistency. Each school observed implemented differently. Sometimes the difference was visible in the same school in different classes. Noticeable though was the fact that schools that were managed by non SADTU and not so active SADTU members implemented IQMS better. The researcher is not implying that SADTU managers are not generally good however; this was the case in schools that were observed. High scores were also rife in schools that were not implementing well and those that were simply window dressing. Some admitted this during interviews that those who did appraisals would prepare for that day only.

Interviews were divided into two parts, firstly the one on one and the focus groups. One on one interviews concentrated on the views of the GDE, union representatives and teacher unionists on the formulation, implementation, advocacy and information sharing of IQMS. Focus groups further included other categories that concentrate exclusively on implementation in schools. There were important areas that were identified as areas that impacted on formulation and implementation of IQMS in primary schools in the Johannesburg Central Region.

The researcher was able to establish the role that the two important role players namely unions and GDE, did not agree on the roles they played during formulation. NAPTOSA union representatives cited that much as they know that their involvement is important, they do not play an active role. This was also reiterated by SAOU. SADTU went to say they were just rubber stamping the policy that government already formulated. Based on the interviews conducted, school based union members indicated amongst others that training and advocacy were a big challenge during the introduction of IQMS. The advocacy stage was meant not to adopt the policy but to identify gaps or limitations and take other peoples' opinion into consideration. Seemingly in this case school based and office based unions' views were not considered and amendments were not taken into account. Unionists at school were also dissatisfied with union representatives for signing a policy without first consulting them and making them understand it. IQMS is just something that was thrown to them without proper consultation. The other point that was clear was the intentions of IQMS, which was to evaluate teacher performance to ensure quality teaching and learning. In as much as the objective is clear, implementation does not happen well on the ground. There are several reasons cited for the failure of implementation starting with advocacy. Seemingly advocacy is not done correctly and this is further acknowledged by unionists who were interviewed. The unionists also attested to the lack of or insufficient information sharing by the GDE as well as unions. Unionists believe that if much attention is given to advocacy then most challenges faced by implementation of IQMS would be avoided. Lastly, training to ensure proper implementation was cited by the representatives from SADTU and NAPTOSA and further indicated that they trained the constituencies when IQMS started. The GDE continuously offered training however unionist felt that it was not well executed, sufficient and the timing was always unsuitable. The part that needed to be done by principals, SDT's and DSG's was also not satisfactory because of reasons stated. SAOU unionist were however happy with the fact that their union gives continuous training and support in IQMS.

During focus group interviews there were two categories that were identified that directly impact on activities at school (i) the roles of unions, GDE and unionist on formulation, advocacy and information sharing, training and implementation of IQMS. (ii) the implementation of IQMS by unionist to ensure quality education. These categories are further divided into themes according to the responses given for the questions asked. On the impact of IQMS, more comments were negative rather than positive. On the negative

attributes unionist cited increased administrative work, challenges with implementation, undermining of teachers' work, teachers score versus learners performance, the effectiveness of one day appraisal, inconsistency in application criteria and teachers' negative attitude. In this category unionists tried to be fair in indicating things that really disturb them about the implementation. The fact that their workload is increased and yet the GDE does not seem to appreciate their efforts does not sit well with many of them. The lack of continuous training leads to lack of confidence and negative attitude towards the agreement. The scores that were linked to incentive also do not assist in good implementation but encourage cheating so that it is possible to attain the one percent. The most important factor is that the scores do not match the performance of learners. The tendency of concentrating on IQMS only once a year is detrimental to the achievement of good performance by learners. Therefore learners' performance is low and yet teachers' scores are high.

The summary of the research assisted the researcher to extract critical findings from the study and formulate recommendations that will assist in the implementation of IQMS or its amendment regardless of challenges discovered. There are factors that were pointed out by unionists that can assist in changing the mind set of teachers and help to ensure that IQMS achieved its objective. Unionists agreed that all teachers must be held accountable to both the GDE and the learners for the work they do. They therefore accepted that IQMS is a necessity. They also wanted to see an improvement in learner achievement and were willing to put on the efforts. Unionists also believed that the change of attitude and the ability to learn from each other would assist in good implementation. They also believe that they should be involved in decision making by choosing their own representatives instead of those recommended by their unions.

## **6.3 CRITICAL FINDINGS**

The literature study and empirical reflection of this research was reflected as shown in the findings below:

### **6.3.1 Findings from literature study**

IQMS is an integration of PMS, DAS and WSE through the involvement of all stakeholders



with the aim of enhancing teaching and learning in schools. The three programmes are to inform and strengthen each other (**IQMS Manual, 2005, Section B20**). The literature review provided this information in full. The focus was on the influence of unions on IQMS and quality education for the transformation of teachers, schools and the whole education system through development. There is generally a lack of motivation and failure to achieve this goal by both teachers and learners; this is clearly attested in the responses given by unionist during interviews. This is caused by the many education systems implemented, the inequalities brought by these systems and generally the inability to render quality education as indicated in chapter three. Furthermore, the legacy left by the inspectors and the inability for DAS as a system of appraisal to take off was also reflected on. The shift from DAS to IQMS was not also clearly communicated to unionists in schools which might have been another cause of challenges faced by IQMS. This is reflected when teacher unionists implied that they were not aware of factors that caused DAS to be unsuccessful.

The literature study highlighted the inequalities and segregation brought by previous governments and the education system. These facts therefore played a big role in the formation of different teacher unions. The major aim of establishing black teacher unions was to fight for the rights of black teachers (Heystek & Lethoko, 2001:223). The emergence of SADTU as a radical and politicised union was also the result of the inequalities brought about by the education system. The support gained by SADTU showed a need for change displayed by teachers in disparity as discovered in the literature study. The role of SADTU was unearthed in their alliance with COSATU which is part of the tripartite with the African National Congress (ANC), SA's ruling party and the South African Communist Party (SACP). The alliance proved to have influence in the union because some members were even appointed to higher posts in government as indicated in chapter1. However, the influence that the alliance had in IQMS policy formulation was not easy to determine regardless of the signing of the agreement that SADTU, having the majority of representation, did not fully agree with. The agreement seemed to favour the GDE as pointed out by participants.

The study looked at the role played by unions in formulating and implementing the IQMS policy. The commitment by unions through signing of the Collective Agreement number 8 of 2003 indicated their acceptance of the policy. A signed copy of this agreement is included in the addendum. This indicates that they are involved in the formulation although on the contrary they believed that they were rubber stamping what the DoE had already

finalised. Their argument was based on the fact that the DoE came with the draft documents and unions had to amend where necessary. In most instances it was not necessary because the DoE allegedly never amended draft documents but adopted them as they were. The necessity of identifying gaps and amending was further reiterated by Bisschoff et al. (2004: 29) when they state that during advocacy there must be inquiry in order to expose the limitation of the policy and amend it.

The literature review also alluded to the involvement of unions in different methods of quality education internationally. The aim was to find out how far unions were involved in the formation of these methods and how effective these were in ensuring quality in education. In the literature review methods that impacted on quality education because of union involvement were mentioned. Methods such as Schools Speak for themselves in England, No Child left Behind, Peer Approach Review in the USA, Quality at a Glance in Australia and Action Aid in Malawi have noticeable impact on quality assessment because unions support their implementation. Such programmes have positive outcomes and can therefore be totally or partly used in SA.

The main focus of the study was formed by literature on education in South Africa. It looked at the South African perspective on union involvement in quality education. The role that unions played in changing and shaping the face of South African education was also discussed. This impact of past experiences and different education systems was also discussed. This had a bearing on what transpired during IQMS implementation as per findings from observation and interviews. Data received during this process clearly showed the impact and how it translated to what is happening. To clearly understand the impact, it was necessary to know what was really taking place inside the classrooms of sampled schools and also hear the views of implementers.

Based on literature review, the study discovered different teacher appraisal systems used in other countries. The similarities between those systems and IQMS were identified and their impact on quality education was outlined. The study also showed what works in other countries with the aim of identifying and recommending what can work in SA.

### **6.3.2. Findings from empirical study: Observation**

During observations it was clear that some teachers were not confident about what they were doing. The lack of confidence could be due to the presence of an outsider,

insufficient knowledge or lack of proper preparation.

Another important finding that the researcher observed was the inconsistency in applying IQMS and the gap between the scores of teachers and learner achievement. This concern was addressed during interviews by unionists. The researcher discovered that all schools implemented IQMS differently. The observation was that schools that are well managed, orderly and have a strong leader implemented better than schools that do not have strong leadership. For some reason schools that were large managed IQMS better than small schools. The gap between the scores of teachers and performance of learners was also big in schools where management was not doing well than well managed schools. There was correlation between schools that were inconsistent in implementation and high teacher scores. The other observation was that in schools where SADTU is very active, there was a lack of consistency yet teacher performance scores were high.

The most important finding was the negative attitude and lack of interest displayed by teachers in implementing IQMS. The blatant display of negative attitudes during implementation was unacceptable to the researcher. During observation as well as interviews some teachers only had the preparation sheet for that period and subject. There was also lack of urgency as teachers moved to their classes to attend periods. Some teachers arranged furniture before commencing with a lesson and lessons did not last the required period. The attitude of compliance for the sake of peace and the one percent poses a huge challenge. The matter of changing the mind set of teachers will not be very easy and is a daunting task because of individual personalities displayed. Furthermore, the tying up of incentives to scores also contributes to soaring scores that do not tally with learner achievement. The fact that schools where IQMS is not well implemented or not implemented at all, as stated by teacher unionists, have high scores than schools that implement IQMS better is an indication that incentives do not assist implementation of IQMS.

## **6.4 RECOMMENDATIONS**

### **6.4.1 Policy formulation, advocacy and training**

The purpose of this research was to find out the influence of unions on IQMS formulation and implementation in quality education. Literature study as well as qualitative

investigation identified the importance of advocacy, information sharing and training as core aspects to ensure possible success on both formulation and implementation of IQMS. IQMS was formed out of Collective Agreement number 8 of 2008 which is a written agreement between the employer and the employee normally represented by unions (cope378 2013). It is a legal and binding document and must be treated as such. The views of teacher unionist on advocacy were crucial as people who knew learners best and should have autonomy on policy formulation. Their voices must be heard as implementers of policy who are at the forefront of education delivery. It therefore made sense that advocacy of any policy should be done thoroughly especially for teachers. It is also necessary to ensure that during this process people who are highly capable and knowledgeable must be involved in delivery of information and facilitation. Having stated this, the Department of Education states that a National Training Team (NTT) was established and went from province to province to train three teachers from each school to train teachers in their schools (pmg 2013). Therefore it is true as unionists indicated that training is only received by a few and there is no way of knowing their competency in facilitation to cascade information learnt. The GDE has no measures in place to establish if they are doing the right thing. Therefore an instrument or competency test to measure and assess if facilitators are ready and able to train others must be established.

Unions play a pivotal role as representatives of teachers on the ground. It is however evident these unions are not at all times reliable when it comes to advocacy, sharing information or even training of teachers because they are also part of the NTT. Evidence pointed that even with unions, it is only a selected number of members who receive the training, and others rely on either the SDT's or principal for training. Even with the use of principal and SDT's their capacity as managers and experience is still questionable because some schools are not well managed. Nolan and Hoover (2004:33) believe that an accurate judgement of good teaching or training is impossible without knowledge of the content taught. It is of outmost importance that facilitators have good knowledge of IQMS to be able to train others. It is also highly recommended that the GDE, as an employer, looks at alternative ways of training that would encompass all teachers to ascertain that such policy stands a better chance of being well implemented in the schools. Another point that came forward was the use of unions in negotiations on policy formulations. Some unionists felt that their interests were not prioritised by union representatives in matters that dealt directly with their livelihood. They believed that policies that dealt with measuring

their performance directly impacted on their day to day function and so impacted on their working conditions. Therefore they should be given a chance to choose their own representatives whom they have confidence in. These deductions mean that even as union representative in the bargaining chamber, it does not necessarily mean that unionist at schools have confidence in their ability to negotiate. This is simply because they work with them and know them better. They also deal with the quality of education that they impart to learners which also impacts on the whole education system. They want to be given a mandate to choose people that will represent them and speak on their behalf and put their interests first. The many changes in the systems do not only confuse them but also learners and leads to their inability to perform better. This causes instability and many drop outs from learners and burn out on teachers, therefore unions must be in a position to negotiate good systems that would not only assist learners but also accelerate progress within the country. An example of teachers resigning because they are unable to cope with the many changes is proof enough. They believe that unions have failed to do that since they are not given enough power to make an impact on policy formulation. It, therefore, means that union representatives must be involved in the drafting, formulation and amendment to present an end product in policy formulation.

#### **6.4.2 Policy Implementation**

To make policy a working document for the success of quality education, implementation is imperative. Good policies have been formulated but have never seen the light of day because of the inability to implement successfully. For IQMS to really work it is essential that all implementers are brought on board and understand all details pertaining implementation.

This is possible thorough training in the form of long term training or continuous training in the form of reskilling and up-skilling that could be adopted instead of one to three days training.

- Highly qualified and efficient trainers assigned to do the job.
- A thorough audit of who is trained or not is done to facilitate training for all.
- Unions are also given a schedule of training that they can share with their constituents, that is more structured and can be monitored by their seniors.

- GDE facilitators or officials are given permission to come to schools to monitor implementation not only to check documentation, but to support as colleagues not as seniors.
- Facilitate exchange programmes with other countries to learn different skills and cascade those skills to others.

During observation it was clear that some teachers are not sure of what they are doing. The presence of an outsider made them uncomfortable. With intense training and the continuous presence of outsiders, teachers would get used to this and start relaxing. To assist with the acceptance of monitors, teachers would gain confidence in what they do through acquisition of knowledge through training. Knowledge could only be acquired through workshops, in-service training and lots of information sharing. Horne and Pierce (1996:104-107) emphasise that both the appraiser and the appraisee need to extend training in negotiation, questioning, listening, feedback, recording and observation. This type of training could assist in building the confidence of teachers and ensure good implementation. They could also get to this phase if there could be continuous and constant monitoring of the process and the impact could be seen in implementation. The incorporation of performance standards, especially one to four into everyday teaching and if executed diligently by all teachers could also improve implementation. This should be monitored by the HOD's, deputies and principals in assisting the DoE to achieve the objectives of IQMS.

### **6.4.3 Availability of resources**

The opinion of many unionists is that funding must be secured at the treasury department specifically for the implementation of IQMS. It is an important programme that deals with quality education and must be given the necessary status because the whole country depends on it to elevate the standard of education. These funds should not only be allocated at national and district level but also at school level. At school level the funds should be utilised to assist with teacher relief during summative evaluation. Lack of funds is considered as a factor that seriously hampers success of IQMS implementation. There was an outcry by teachers saying that the GDE did not consider what the movement of teachers did during implementation. Classes were unattended and they posed a very serious threat of teachers charged with negligence if anything could happen to the

learners. Unions are supposed to pick up on such gaps and close them before the document is endorsed and distributed. This is why teachers indicated that they want independent representatives for such processes. Schools in the townships are plagued by non-payment of school fees for fee paying schools, budget shortages for non-fee paying schools. They are not able to assign SGB posts during the process to alleviate the burden of unattended classes. It is therefore imperative that the GDE funds schools specifically for implementation of IQMS. The funding would assist the school in funding their internal training if a need arose to ensure the smooth running of IQMS.

#### **6.4.4 Regulation of IQMS**

The system of performance measurement must be regulated by the GDE to ensure that its objectives are achieved and to curb inconsistency and lack of interest that frustrates teachers. Teachers are frustrated by a number of facts that render them incapable in implementing IQMS. The paperwork involved, the number of learners in one class, the time allocated to do a number of programmes at a time clearly impedes progress in this subject. The whole IQMS procedure is bureaucratic and clearly time consuming. The recommendations are that the paperwork involved should be minimised and user friendly to ensure usability. The GDE should cut down on the teacher and learner ratios or monitor that it does not exceed an acceptable number. The GDE should refrain from introducing a number of systems at the time because that impedes implementation. SACE (2006:3) also warns against the introduction of too many systems that impact on policy overload by stating the new policies have also resulted in policy overload and intensifying teachers' work. This has caused confusion and, in some areas, loss of confidence by some teachers.

The last recommendation is that IQMS should be registered with ISO 9000 as an instrument of quality assurance to be in line with international standards. Some teachers stated that good lessons should be taken from other countries. ISO 9000 is a quality measurement instrument that uses certification as a compliance measure. The GDE came up with an amendment on IQMS in 2010 stating, amongst others, that IQMS will be streamlined and rebranded. Mechanisms for identifying and responding to teacher development needs will be improved particularly in relation to developing curriculum competence that will enhance quality teaching and learning in our schools (Collective

Agreement no.2 of 2010). As much as this agreement does not address all challenges or regulate all concerns, it shows consideration in addressing some of the concerns raised by teachers through this document.

#### **6.4.5 Learner achievement versus performance scores.**

To ensure that objective scoring is aligned with the achievement of learners, there should be people who are objective to adjudicate the process. The person must be an official of the GDE as suggested by other teachers and should not, in the process, belittle teachers. The person should be supportive whilst adjudicating the process. The GDE, in wanting to correct the challenges of IQMS, also states in Collective Agreement no.2 of 2010 that whilst streamlining IQMS teachers must be given support that secures trust and confidence so that they are able to discuss their challenges. They should also be able to access relevant mentoring, support and training. The scores should also not be based on the once off observation during summative evaluation, but must be a culmination of different activities leading to the final score. There should be documentation that tracks those activities and monitoring by the immediate senior is necessary. The GDE should do away with incentive based scoring to eliminate enrichment instead of concentrating on learner achievement. Incentives can rather be given to teachers whose performance ensures learner achievement at a specified level. It should also monitor the over scoring or the process thereof by introducing portfolio of evidence linked to how learners are performing.

#### **6.4.6 Accountability**

For teachers to account for their work, they should own what they are doing. They should own the work because they have clear and concise understanding of what is expected of them and what they are doing. The way accountability is done, according to the findings, it is on paper only. It is, therefore, important to ensure that when dealing with issues of policy, teachers are included from the beginning and objectives are clearly stated. Their views must be taken into account as implementers of policy. It will then be easy to expect them to account simply because they have been part of the process from the beginning. An example of such involvement is evident in how teachers are hands on in the Curriculum



Assessment Policy Statement (CAPS) which is the new curricula. Teachers are involved in the writing of books and setting of common question papers. These makes them feel valuable and appreciated and are therefore able to own the new changes brought by this syllabi change. The change this has brought is visible in schools in the sense that teachers now go to class prepared. The syllabus is clear and easy to follow and affords teachers a chance to do their core work more effectively.

The approach taken with the implementation of CAPS must be used even with IQMS. Accountability can only be seen when learners' achievements are equivalent to their teachers' IQMS scores. Until such time that this balance is struck, teachers cannot claim to account for what they deliver in class, as much as IQMS Implementation expects teachers to show evidence of what they are doing. It must be confessed that it is not the true reflection of what is happening in schools every day. Some schools, as indicated during interviews, use fabricated scores or marks that cannot be substantiated. Also the tendency of teachers to impress on the day of appraisal gives a wrong impression of the status quo. It is imperative to take drastic measures to correct this situation. The DoE should re-strategize how they will correct implementation of IQMS. It is the prerogative of the DoE as an employer to audit the kind of personnel they have in schools. If IQMS is unable to indicate the type of teachers that are employed, then the DoE will not be able to know the kind of intervention that must be applied to correct the situation. The DoE should also address areas identified by unionists that impede implementation such as overcrowding, lack of resources and discipline. Smith and Ngoma- Maema (2003:348) purport that there is a need to contextualise quality processes to suit demographics and conditions of the school. They criticise the importing of many of the OFSTED quality processes from Britain and warn against the one size fits all implementation. Monitoring of the process should be done, however it should be more supportive than judgmental. In addition, this exercise should not be a takeover by the departmental officials as was the case during the inspectorate system. As much as teachers identify the need for officials to assist with quality assurance, they do not want to be oppressed by their presence. The officials should therefore approach the situation as supporters and motivators of policy implementation. On the contrary, they might not be taken seriously if they lose their authoritative cap. This recommendation should at least be explored to try and put correct the IQMs anomalies.

#### **6.4.7 Work ethics and attitudes**

IQMS is the only instrument up to now that measures performance of teachers. It has not done very well so far because of the challenges faced by teachers. One of the challenges is that teachers feel their work is undermined. In their own words they want the DoE to acknowledge and appreciate their profession and the work they do. The top down system that the department normally uses renders the knowledge and expertise of teachers useless. Teachers in their own right are very educated as seen in the table at the beginning of the chapter. Some are more educated than policy makers. They need a chance to show their ability, give feed-back to their peers, motivate and advocate the work that they are part of. This will assist in changing the mind-set of teachers and alleviate negative attitude of teachers, which they acknowledged during interviews. Having their peers advocating a policy and explaining it in a language and terminology that they know will assist in IQMS being perceived as a development tool instead of a monster as stated by other teachers. It must be confessed that as teachers lose trust in unions, it will be difficult to choose representatives from teachers. There should be criteria that will be agreed on by all as practice in a democratic country. There must also be transparency which on the other hand will lead to other challenges in the future. In spite of teachers pursuing bigger involvement in issues of policy formulation, unions are still the legal body that represents teachers' interests.

#### **6.5 RECOMMENDATIONS FOR FURTHER RESEARCH**

The findings of the study are based on the influence that unions have on formulation and implementation of IQMS. Further research possibilities stem from knowledge such as collective agreements are an agreement between the trade union and the employee. It has a lifespan of a specific period but not less than 12 months. Some amendments are made on some agreements for example Collective Agreement number 2 of 2010 amending IQMS. Therefore on further research the researcher recommends that:

4. Amendments are scrutinised by the end of the first year to curb the tendency of continuing with an agreement that is confusing, not fulfilling its purpose or is bringing more controversy than stability in the schools. This will assist the department of education to avoid fruitless expenditure and spend on valuable

exercises that will propel quality education. Research can therefore investigate why the DoE takes long periods of time before reviewing agreements.

5. The other recommendation should be based on the core factors that assist with implementation namely advocacy and training. Research should be done on the kind of training that is suitable for teachers, the times of training and trainers involved. Special attention should be given to infringing conditions of work for teachers as stated in the EEA. Therefore negotiations with unions should be thorough and cover training schedules. This should be tabulated as part of the agreement because of the legal and binding nature of the agreement. These will ensure that unions stick to conditions of the agreement. They should be encouraged to assist the country in making headway by pushing not only education but also the economy of the country forward. Proper training will also ensure the preparedness of teachers in implementing the policy.
6. Another recommendation for research must be based on models of quality appraisal and management that considers the demographics and contextual factors that affect all schools in SA for example townships, informal settlements, suburban, inner city and rural areas. This would eliminate the one size fits all formula as these schools are not resourced the same and are affected by different contextual factors.
7. Another study can be based on good administration, support and monitoring of IQMS or any quality management system to facilitate progress of quality education that will put SA on an equal footing with other countries.
8. A study on budget allocation for quality management and training in schools.
9. Lastly a study must be undertaken to investigate the effect of overcrowding on learner performance and delivery of quality education.

## **6.6 LIMITATIONS AND CHALLENGES OF THE STUDY**

The study was based on selected primary schools that fall under the Johannesburg Central Region. These schools are in Soweto which is only a part of Johannesburg Central. This region is one of the 16 districts that serve Gauteng and has townships, informal settlements, inner city schools and suburbs.

- The research is based on only 13 of the 136 schools.
- The biggest limitation of this study was the inability to get the same people that negotiated this agreement in order to acquire first-hand information. Data was received from GDE officials that are working directly with the management of IQMS but were not directly involved when it was formulated. Regarding unions, only the one SADTU member was a representative during the drawing of the agreement, the other union representatives were office based and were not nominated to sit during the formulation of this collective agreement. SAOU union representatives were not fully acquainted with the process of policy formulation.
- Unionists down played some of the activities they engaged in during IQMS, fearing that the researcher might inform the DoE of those activities, for example scoring without actual appraisal. This was attested by some members whilst others were instructing them not to divulge this information.

## **6.7 CONCLUSION**

The introduction of IQMS was perceived as an answer to the enhancement of quality education in SA after it was riddled by changes in curriculum, different education systems, and change of governance, strikes and even acts of violence. All these acts culminated in the breakdown of teaching and learning especially in Black schools. This agreement was meant to address and correct all the ills of the past. There was a need to serve the new generation with better education that would prepare them for better opportunities in the world by bringing stability in SA schools.

Changing past routines and tendencies is not an easy task. Some unionists indicated this. Changing schools will even be more difficult because it is never easy for people to let go of their comfort zones. However, there is a greater need to do that for South Africa's development. The main challenge is that IQMS is not well received in schools. The study, however, has shown that unionists are at a stage where they want change; they want to see schools performing better and being accountable to learners and the DoE. The researcher strongly believes the time to implement the amended version of IQMS is now.

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## **APPENDICES**

- Annexure A: Letters of consent to do research in schools from the GDE**
- Annexure B: Letter of request to conduct interviews with teachers**
- Annexure C: Interview Questions**
- Annexure D: Interview Schedule for union representatives, GDE officials and school based unionists**
- Annexure E: Collective Agreement number 8 of 2003/ integrated Quality Management System**
- Annexure F: Collective Agreement number 8 of 2003 for institution based teachers**
- Annexure G: Collective Agreement number 2 of 2010**
- Annexure H: Collective Agreement number 3 of 2011**
- Annexure I: Labour Relations Act 66 of 1995**



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**To:** Mrs L. A. Khanyi  
**From:** Ms. B. L. T. Seate  
District Director  
Johannesburg Central District (D14)  
**Date:** 06 August 2012  
**Subject:** **Permission to Conduct Research**

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Dear Mrs Khanyi

Correspondence received from you titled: *Permission to Conduct Study*, is acknowledged and has reference.

Thank you for informing the District Office of your intended research at thirteen primary schools in the Johannesburg Central District.

The following attachments are acknowledged and received:

1. Approval letter from the Knowledge Management and Research Directorate at GDE Head Office
2. A list of the thirteen schools targeted to participate in the research

You are welcome to proceed with your research once Principals have acknowledged, in writing, agreement to participate. Kindly forward such acknowledgement to my office once it is available.

The District Office wishes you great success with your research and reminds you to comply with the terms and conditions against which approval has been granted by the Knowledge Management and Research Directorate.

Kind regards

*Seate*

---

Ms. B. L. T. Seate  
District Director  
Johannesburg Central District (D14)

## **Interview Question**

What influenced the formulation of IQMS and what role did unions play in the formulation of this policy?

What role did unions play during the advocacy and information sharing of the IQMS policy?

What role do unions play in the implementation of IQMS?

Was there enough development/training given to unionists assist with the implementation of IQMS?

What can be done to ensure good implementation of IQMS to ensure quality education?

## **Interview schedule**

### **Interview questions for union representative**

What influenced the formulation of IQMS and what role did unions play in the formulation of this IQMS policy? Particularly your union

Do you mean that unions come up with their policies?

Would that have been the case with the formulation of collective agreement no.8 of 2003?

What % of representation do unions have in the ELRC when policies are formulated?

Is representation of unions always bigger than the employers?

Is that kind of ratio able to give unions a chance to influence policies put forward by government?

What role did GDE play in the formulation of IQMS

Do you think that the chaos that you have just alluded to seeing would influence the way IQMS is implemented in schools?

In your view who should be doing the training and monitoring?

What role did unions play during the advocacy and information sharing and development of the IQMS policy?

Do you think that that problem stem from the fact that they don't know what to do, they were not trained to do the right thing?

What is your view about learner performance, the link between IQMS and learner performance?

### **Interview questions for GDE official**

What influenced the formulation of IQMS and what role did GDE play in the formulation of this policy?

What role did GDE play in the formulation of IQMS

What was the real aim of formulating IQMS?

Was there enough development/training given to teachers to assist with the implementation of IQMS?

What can be done to ensure good implementation of IQMS to ensure quality education?

### **Interview questions for school based unionists**

What is your understanding of the purpose of formulating IQMS in schools?

How much were unions involved in the formulation, do you have any ideas?

Were you trained or given information before IQMS actually started? Did you get IQMS?

Are you not supposed to develop other staff members as SDT?

How do I link the achievement of your child to teacher performance?

What can be done to ensure good implementation of IQMS to ensure quality education?

## **Interview with union representative**

Interviewer: What influenced the formulation of IQMS and what role did unions play in the formulation of this IQMS policy? Particularly your union

Participant: Interestingly policy in SA done by government and sold to unions or stakeholders at chamber particularly in the ELRC unlike in other countries where policies are done by unions then sold to government. The role is scrutinizing policies that government come up with and see if policies are in favour of their union members and that policies are not interfering with conditions of employment and that policies r not contravening other legislations are the workers in the country eg basic condition of employment etc. act then check and scrutinise and consult wt the members make inputs into policies. Then get them approved by cabinet.

Interview: Do you mean that unions come up with their policies?

Participant: Unfortunately not, SADTU had previously made suggestions that policies of education be formulated by teacher org. because they are the ones on the ground they know issues in classes, they know what is happening but eh to our surprise in SA people who do not know what is happening on the ground are the ones that come wt policies. Out of speculations, theories, university researches but not out of what is happening in the classroom. We have always said it would be lucrative if policies were formulated by teacher org .self because they know what is happening in the classroom.

Interview: Would that have been the case with the formulation of collective agreement no.8 of 2003?

Participant: Ja eh remember Collective Agreement no.8 of 2003 came as a result of chapter 4 of educators act schedule1 which speaks to incapacity and bringing about charges of misconduct for incapacity and performance management of teachers. According to that schedule the employer must still determine the incapacity of the educator, develop the educator, come up wt. development programmes then capacitate the educator. But in case the educator is having been trained by the department and still does not perform then the dept. is right to charge the educator with, incapacity and incapacity is a dismissible offence as you know. Over and above that that agreement also came about because of chamber agreements to mingle the policies that were there before and that the education came out with that collective agreement called IQMS is borne out

whole school evaluation, development appraisal and performance management. Now the department used to implement them separately but through the negotiation at the chamber, the labour organisation said these had to be combined to form one document. It did not come with unions; unions were merely participating in policies that were already drawn by government.

Interviewer: What % of representation do unions have in the ELRC when policies are formulated?

Participant: Representation is done as per capacity of the unions, they call it the threshold were one union would have more members than the other. Eg sadtu happens to be the biggest union and enjoy the majority than other teacher org. the% is 50 plus one on the majority union. On the other unions that don't meet the threshold they had to be forced to come up with a collective arrangement which is called united trade unions.eh or collective trade unions the CTU, so that they come up with a collective agreement not separately. Minority trade unions come together so that they form the majority that SADTU has at chamber. So its 50 plus one.

Interviewer: Is representation of unions always bigger than the employers?

Participant: No the constitution of the ELRC says it has to be equitable, although the chairperson will come from the ELRC committee in terms of the constitution but the constitution says representatives. Must be equitable. If the employer brings 5 members the unions must bring 5 members but it will be 5 members from different unions because labour org, are taken as labour organisations they are not taken separately.

Interviewer: Is that kind of ratio able to give unions a chance to influence policies put forward by government?

Participant: In my view my view the chamber is a platform to rubberstamp policies formulated by government. There is no way that unions can come to the chamber and say we don't want this policy and formulate their own policy, they only discuss policies and legislation that are drawn by government. They don't have an influence at all, their only influence is to rubberstamp and to say we were part or we negotiated contents of this policy. But they would never influence a policy to a different direction. for example if government. would say today that we are going to separate this performance standard. To labour organisations. It is not like labour organisation formulates policies and sells them to

government. it happens the other way round, so it's not necessarily the influence of labour org. labour org are merely drawn in to come and endorse the policy that government has formulated.

Interviewer: What role do unions play in the implementation of IQMS at schools?

Participant :My impressions is that the implementation is quiet chaotic em chaotic in the sense that everyone seems to do what he things is convenient for a particular situation, but IQMS is not drafted to suit situations. It is not situational; it is an agreement that must be implemented by all stakeholders in the same way regardless of conditions of employment and circumstances or situations that they find themselves. so it is quiet chaotic for example you find that districts are not happy in the manner in which IQMS is implemented because district would say the DSG are not giving a true reflection of what is happening and they would want to go to class themselves and do classroom observation which is not part of IQMS ehmm on the other hand the implementation at classroom level such that teachers themselves don't have the commitment to implement in the same comprehension and understanding spirit that it was brought to at the chamber. Educators simply implement IQMS for the sake of the remuneration process but the intention of the chamber was that IQMS must monitor teacher performance but schools don't use it to measure performance. Ehh what happens is that if you request schools to give you the SIP the classroom observation, you realise that schools are submitting sips for the sake of submitting ja. What you call malicious compliance. The SIPS would be repetitive for instance the educator would request to be trained in classroom discipline. The next time the cycle SIP comes the same educator will request to be developed in classroom discipline

Interviewer: What role did unions play during the advocacy and information sharing and development of the IQMS policy?

Participants: Ehm well sometimes it is not given sometimes it is given, but when you monitor you realise that teachers would not be aware that it was given even if it was given because you would call educators to a training or workshop. If you are not going to say you are in this workshop because in your PGP you have indicated that you want a workshop in discipline. If you are not going to say that then they will not be able to link the workshop to the PGP. So the next time you requests a SIP they are going to write the



same thing because they were not aware why they attended that workshop. It is still chaotic; it needed a serious and close evaluation.

Interviewer: In your view who should be doing the training and monitoring?

Eh in terms of the collective agreements itself, there should be a national monitoring and evaluation team there should also be a provincial. The role of quality assurance eh that was OFSTED that is office of standards in education, their role is to implement whole school evaluation. Their role is not to monitor IQMS per say. According to IQMS, there is suppose to be a national monitoring and evaluation team but for one reason or another team never sat. The current negotiations on IQMS currently seem to be coming with this team. I'm seated with a memo here that comes from the director general that speaks to the recent negotiations that are currently taking place at the chamber. If I am to read just the closing line on the memo it says " although negotiation on the teacher performance appraisals negotiations at the chamber are still going on negotiating at the ELRC, the educators at school level must continue to implement the collective. Agreement no.8 while waiting for the new negotiated settlement on IQMS. The monitoring system is not in place, it's not there. That is why everyone monitor and those who monitor the way they see fit. There is a unit in district that is called performance management unit eh that unit visit schools to train and monitor and they will tell u that they are monitoring IQMS, but with monitoring instruments, eh they don't have a monitoring instrument and according to this memo from the auditor general eh it says district and province are training and monitoring IQMS using different tools. There is no synergy between the two. One does the way he sees fit so, that's why IQMS is chaotic

Interview: Do you think that the chaos that you have just alluded to seeing, would influence the way IQMS is implemented in schools?

Participant: Yes because IQMS does not bring the intended results as was expected at the chamber. As I indicated schools, some schools, if not the majority of schools merely submit the score sheets, the annexure, doing the base line, doing the evaluation. Somebody sits there and give them a score. It is not how IQMS must be done

Interview: Do you think that that problem stem from the fact that they don't know what to do, they were not trained to do the right thing?

Participant: Ehn district every year they request schools to send a list of new teachers so that they are trained in the IQMS processes, all education all educators are trained since the beginning of IQMS, although now that training itself is chaotic since training that is done is different. Teachers who are trained now receive training that is different that was received by teachers who were trained in 2003. Why so? Because districts and teachers that were doing IQMS are no longer there and upcoming teachers train teachers in intervention strategies in IQMS. They include their own thinking of IQMS now you are training teachers on what is not in the agreement. District identified a problem that principals don't teach now where will they get the scores from performance one to four, but because principals. Don't want to teach or don't have time to teach. Schools simply give principals scores without having taught, so principals are not observed in class but they get scores for classroom performance. Now districts , they would then say because principals don't want to go to class, our intervention will only come and monitor IQMS in class, we want to find the principal teaching, in that time u find the principal in class because he knows that district will be coming. To observe him in class the principal would borrow a class from one teacher and say borrow me your class I have officials from the district who are coming to observe me for IQMS purposes. Now that's not IQMS that is window dressing.

Interviewer: What can be done to ensure good implementation of IQMS to ensure quality education?

Participant: There is no way that IQMS can give an indication of what quality education is and that the education system is giving to the public out there. It was eh one IQMS per say as a document on its own does not link learner performance. To teacher performance that was another problem with the agreement. It never linked learner performance. To teacher performance. in terms of IQMS. There is no scaling down of which will be saying you are performing now at these grade, we must be able to say we are performing at these grades. If your comprehension test which is English must passed at this grades and your cycle test must be passed at this grade and be able to link that ja you are performing. All that IQMS does is it observe teaching in , classes and observe teachers in classes and observe if they prepare, if there are work schedules if teachers have knowledge of the curriculum content of OBE or NCS not as content of knowledge. When it comes to content of subject, you realise that it does not necessarily link the knowledge of the teacher on content subject to the performance of learners. I hope you understand that

Interviewer: What is your view about learner performance, the link between IQMS and learner performance?

The performance standard that speaks to learner performance in IQMS that looks at performance of learners eg performance standard 1 that speaks to the subject content. That is the knowledge on the part of the teacher not on the part of the learner. The teacher will be delivering to learners' but how do you link that to the reproduction of the learner, to say if you know physical science as a teacher, you know it, you articulate, how do I know that your learners understand what is taught. If your child gets 0 for physical science but you know your subject very well, do I say you are underperforming?

Interviewer: What can be done to ensure good implementation of IQMS to ensure quality education?

We must retain the performance, standards but we must merge them such that we are able to include perform std that link teacher performance to learner performance because right now we don't have one that correlation teacher performance to learn performance. if we say 1 teacher eeh we are not safe in SA to say if a school produce 100% pass rate then that school has good teachers that would make learners to be able to compare situations in schools to make schools that are well equipped with resources and schools that r not well resourced with equipments. And then the dept would always make n argument to say as far as we are not equipped but we getting 100% it does not tell you still that it is because of those educators but it is the environment it is the quality of learners that they have. You must remember that some learners especially from the type of background that they r from communities that u see where you growing up, you must work hard so that you see yourself somewhere one day. They get role models and motivation from the community from the household when they come to school they are ready to learn. Unlike learners that come from Soweto where there is everything that are nearer, there are buses and there are taxis when they want to go to school. This learners have nothing that motivate them to learn, instead they are exposed to glorified criminals that go to an extent of saying those criminals never went to school to buy posh cars so why should we go to school you see which we don't find with farm schools. So you see it's situational, so IQMS must find a way that links teacher performance to learner performance. that is why if you remember that Khutsong when Naledi Pandor was still minister she tried charging principals of underperforming schools but she lost the case cause IQMS doesn't link

school leadership to learner performance. it has nothing to do wt the principal as to how the principal lead the school and why the learner fail to pass English. It doesn't say anything about the teacher going to class to teach. In fact IQMS does not say

### **Interview with GDE officials.**

Interviewer: What influenced the formulation of IQMS and what role did GDE play in the formulation of this policy?

Participant: There were existing programmes namely: development appraisal system formulated on the 25<sup>th</sup> July 1998 (resolution 4 of 1998), PMS resolution 1 of 2003 and WSE- 26 July 2001. These three QM programmes were integrated to constitute IQMS. government negotiated with unions at ELRC level to implement these programmes to evaluate teachers. All unions I understand were represented, I am not sure about representation but they were represented.

Interviewer: What role did GDE play in the formulation of IQMS?

Participant: At the teacher development summit convened on the 29<sup>th</sup> June to 2<sup>nd</sup> July 2009 graced by unions and stakeholders, the following amongst others were agreed upon: That a clear, coherent policy and regulatory environment be designed for both teacher appraisal and development, which teachers and role players can easily understand and with which they can readily engage. The teacher appraisal for purposes of development is de-linked from appraisal for purposes of remuneration and salary progression. IQMS be designed to evaluate the performance level in order to achieve high levels of school performance. It is critical in assessing the extent to which teachers are performing in line with their job description in order to improve accountability. This is evident that the unions were part of the formulation of IQMS and acknowledged that by signing the ELRC Collective Agreement no 8 of 2003 which is informed by schedule 1 of the EEA no 76 of 1998, so unions were very much a part of IQMS formulation. Unions were involved; they would trick their members if they were not involved.

Interviewer: What was the real aim of formulating IQMS?

The aim was to determine education performance standards of teachers and to evaluate performance of teachers.

- To determine the level of competence
- To enhance educator efficiency, effectiveness, and good performance
- To improve accountability levels within schools
- To provide a basis for decisions on mechanisms.
- To recognise good performance and address underperformance
- To ensure that educators perform their duties with integrity and maintain a positive vigilant attitude towards all learning activities.
- To provide a basis for paying salary progression rewards and other activities
- To provide mechanism for assessing education, taking into account the context within which they operate.

Was there enough development/training given to teachers to assist with the implementation of IQMS?

Participant: All teachers were trained by the GDE some unions, even new teachers are trained according to the schedule of the department.

Interviewer: What can be done to ensure good implementation of IQMS to ensure quality education?

Participant: schools must adhere to the guidelines of implantation of the policy and all schools without exception. If they have a problem they should speak to their districts. By the way the guidelines are very clear.

### **Interview from school based unionists**

Interviewer: What is your understanding of the purpose of formulating IQMS in schools?

Participant 1: During the apartheid era government felt that there was remuneration of teachers that is annual and general increment. Performance of teachers were not considered, unions, NUESA came wt other unions to say that something must be done in class to motivate teachers. To motivate them to put a foot forward considering that we were the lowest paid. The aim was to motivate and develop teachers. Unions came out wt a tool that would assess teacher performance not only that but motivates teachers. The aim was to develop, motivate and also increase salaries of teachers.

Participant 2: I think it as a way of checking performance of teachers in class also there was this thing of inspectors coming to class, so we saw it as a way of managing ourselves. We just thought it will be easier without having a stranger in your class. A stranger makes it much more difficult and tense so it's better when we manage our own performance.

Participant 3: To speak to what she just said to match what we do in class

Participant 4: Union felt that teachers need to be developed and appraisal is the way see the weaknesses so that they can give development, at the same time to give performance measurement for salaries and awards, but for whole school evaluation it is just to know the overall effectiveness of the whole school. So it was initially adopted by the unions who are representing educators and they came back to educators.

Interviewer: How much were unions involved in the formulation, do you have any ideas?

Participant 4: The document was compiled together with unions the unions signed on members behalf

Participant 5: We think all unions were involved because when you look at the original document you see a few signatures so probably all were involved.

Participant 3: I think all unions were involved; they would trick their members if they were not involved.

Interviewer: Were you trained or given information before IQMS actually started? Did you get IQMS? training

Participant 2: Only one day we were trained for 1 day only by the department and unions were also there.

Participant 3: For me 1 day is not enough a week maybe IQMS is too much

Participant 2: I went this year for training and we only did 2 performance. standards and nothing else

Participant 1: I think more than that the training of teachers is important and should be done thoroughly.

Participant 3: They can't just take teachers after school for training they r tired and sleep in this workshops.

Participant 4: I'm saying if they can leave a group of learners with 1 system like OBE I think they changed it after 10 yrs so that the whole group that started with that system are out instead of changing them within their year of study. Then they can start with a new group. And they should stop playing with the terminology. So even IQMS they should have started training when there was no new system

Interview: Are you not supposed to develop other staff members as SDT?

Participant 2: Yes hence we need more training because sometimes when you come back, you concentrate on your classes and you forget what you were trained on and by the time you have to train others you have totally forgotten

Participant 1: Another thing is when you are evaluated the DSG come up with their own criteria, the HOD will go through learners books find that you did not mark and score you low marks. If you ask why they will tell you because of unmarked work. There is no criteria that say that you should be scored low cause of that.

Participant 4: Before coming they should indicate their expectation hence the squabbles between teachers and the department ended up giving everyone 1 % instead of pay progression.

Participant 3. It's also difficult for SDT to know everything as 1 it took me I think 2years or more. When they come for a visit u r alone and u don't know something and they demand this and that and you don't even have a picture of what they are looking for, it's frustrating. They should take you through step by step so that you know and understand.

Interview: How do you link the achievement of your learner to teacher performance?

Participant 2: I am happy that you have used teacher performance, the word underperforming, there are schools that are rated as underperforming schools those that are deemed underperforming how are they rated or what criteria was used to rate them?

Participant 4: The grade12 results, you see they are not rated as per the performance of teachers, you not rating the performance of learners, your rating the performance of the school eh let's say there a very thin

Participant 5: Unions must be given responsibility by government. to formulate policy eh be major players in formulation of curriculum, be major players in formulation of curriculum

and policy implementation cause at the moment although unions take part in the chamber but cause chamber is a give and take situation and some find themselves defeated by the majority they end up defying what was agreed. For instance there is a memo by SADTU that says teachers must not do IQMS and they are defying the implementation of IQMS. AND YET THEY SAID----- yes like I said it's out of frustration they signed but they are not the major players in formulation of policy. What will sort the problem in S.A is that teacher organisation themselves must be given the upper hand to formulate policy so that they be the ones to reprimand their members if they are not working. Unions are not playing a role in implementations. Those that are submitting are doing so for the sake of submitting

Interviewer: What can be done to ensure good implementation of IQMS to ensure quality education?

Participant 1: It is well and good but there is no involvement from districts, it is done by teachers, initially it was said the districts will come and verify that IQMS is implemented. It is only up to the principals' level that it is done otherwise there is no follow ups no monitoring; it just ends there no verification done

Participant 4: Ja whether it is correctly done they don't know the whole procedures, if it is effective they are not sure because they don't come I think according to the agreement it was the educator only that will discuss the whole process before implementing it and then they go to class and consider all performance standards the after they will be able to pick up the strengths and weakness of the teacher. Then they will plan for development and at the same time we must make a follow up on the educator to give develop. But at the end of the day the development is not totally connected and teachers are not faithful.

Participant 4 You find that educators know what is expected, but because of the rights, they choose their own DSG, date, time. And on that particular day I do everything perfectly and the next day I won't work as I did on the day of the visit. I think if it was continually done as during the day of appraisal then it would be good.

Participant 5: On the day of appraisal everything is perfect, believe you me all teachers are able to satisfy all performance standards and deserves good points but now the problem lies on the fact that after the evaluation the person goes back to doing what she is used to doing. The problem is consistency and monitoring. Apart from that the fact that you have chosen



your DSG who are also teachers and have their own classes, that they should come to you and monitor. It's not possible, so teachers must retain the good work they have done.

Participant 3: I'm asking myself this question is the system really working, because it's not practical, the aims were good but delivery is bad. There is no correlation between the work done by teachers and how IQMS is implemented. It's the nature of the job, it's not like we are dealing with products that is easy to see the standards of the product. Our job makes it impossible to see whether such systems work because of the nature of our job.

Participant 2: It's not possible to measure teaching like any other product, yet we are supposed to be measured by what we produce and unfortunately the product that we are dealing with is children. Now what I'm thinking of is, there is a way in which this can be done by reducing the number of learners in class, maybe even if we can have the 3 types of learners in class if we can only bring the number down, then I would be able to go to T1 class assess her and be able to assist. And yet when I go to my class I will know that I will manage the requirements that my employer expect me to without depriving my learners. The problem is that I'm expected to appraise someone and go back to my class and see to it that I teach my learners and they are too many and need lots of attention. Having said that the employer will also say we are coming in two weeks and we are expecting you to have this and that. And all that must be done for 46 children and you have your colleague who you need to develop her and you still have to manage IQMS, it's too much for 1 person hence we end up not doing it correctly and it does not matter. As long as I am able to produce the expected results from the child so that if he is going to the next class I am able to account as to why the child is the way he is.

Participant 1: I just want to say there is no way that you can be able to leave at 2 to measure ourselves and government to measure us for performance. There should be something, the only way maybe to monitor, fill up the gaps. Like with the 2 has said number.1 minimised the number of learners in class, to involve parents. Our culture is that a teacher is a teacher and he is the one who is supposed to teach and the parent needs to groom the child's physical appearance. So the part of learning is only done at school but government must come in and make sure that parents do right from an early age. They should know their role as parents and also from the community should not judge the teachers, they judge a teacher about performance and they should play a role in developing these children. They only think that learning is done school, at home nothing.

They should be involved holistically and if it involve all stakeholders when we evaluate each other it should be that parents must judge but not critically but parents would say no its your job. They come here to shout you instead of supporting us.

Participant 5: I think the process is not effective enough, if the learners can be used to evaluate the performance of the educator because you cannot evaluate the performance of the educator in those 30 minutes. The product are with you get the results of with you measure you can get the picture thereof because of you come to evaluate the educator you should know that the educator knows everything. On the day of the appraisal, she will do everything which is not the same as everyday's performance. The performance of the learners will show you with is done every day.

Participant 3: Mam, You can look at other countries, what they are doing, maybe we can learn something that can make us change some things and implement correctly.

Participant 5: One thing that is not proper with IQMS is that you cannot measure ones performance in one day. You can't say in one day or 1 hour because as I've said before that the educator needs development. It can sometimes be that the educator doesn't need much development because she has the skills and the knowledge but she does not want to work. Sometimes you find educators postponing

Participant 2: It is not possible you know why because in the true sense, I'm suppose to sit and listen to you on the day that you do IQMS and thereafter monitor you on what I have seen you doing wrong. So now bounce back to your DSG that yes you doing well today that you doing IQMS but the ff year people will be complaining that your learners don't know much yet for now you doing good, see how much did you help that particular teacher to overcome the problems she had with learners. It's not possible because we are busy we all have our own responsibilities. We are not honest enough because we are still afraid of criticism. Accept people to criticise you as long as they are building you and not make it personal. I think in order to avoid that, one of the things that unions together with government need to do is, as teacher we need to have a way of being tuned psychologically because we also have cracks. Even if things are positive we can't see them. We are always expecting to see things our way. If they don't work our way instead of looking at it in this sense that if they don't work my way then I probably have to deal with things in this way instead of blaming others. Maybe if we do that we will be able to do well.

Participant 4: I just want to say if you don't give people good scores it's like you don't want them to get the 1 percent.

Interviewer: Do you implement because it is all about 1 %?

Participant 1: I'll go back to the point of ratio of learners to teachers. It is difficult, especially when the teacher is not doing well to go back and speak to her especially when learners are too many, to go and address the problem that the teacher has. If ever the class was smaller there would be change appraisal or even avoiding it. So by the time you do appraisal you are just complying for an hour instead of doing with is right.

Participant 2: We suppose to be doing it continuously for the whole year so we must get 1%.

Participant 5: The problem is that the score is what is considered which has to be done at the end of year or last term. What we did in march has no effect on the summary of scores or results that people get.

Interviews: What about the DSG do they assist with implementation?

Participant 2: We encourage teachers to choose each other according to the learning areas and grades they teach, so that those with experience are able assist the ones starting. This is disturbed by the requirement which says you must have your senior and that senior has never taught that learning are or grade. That senior when she evaluate you she sees everything as perfect cause she does not know instead of having someone wt lots of experience who can better help you tackle issues in that grade. So the problem is the protocol that we need to follow.

Participant 5: I think because we are a big school we do have an advantage of have a wide array of teachers to choose from.

Participant 6: We normally don't consider the people who assisted previously, we just choose a person, and you chose a person who you think will be most suitable in scoring and problems pertaining to your class.

Participant 2: I sometime chose from other grade just to get another version even if the standards are not the same.

Participant 1: I can say generally it's ok to choose your DSG, like in the case of going to your previous DSG who score you low marks. You are never going back to that DSG again; you will choose someone else even if it's a true reflection of where you were at the time. So IQMS is sometimes subjective.

Participant 5: Even with a senior it depends, you find that a principal does not spend much time in the school because of other commitment and does not know much about that particular subject then it's better to be evaluated by a junior wt much knowledge. So it depends on the reliability of a person whether she can be exemplary to you.

Participant 3: I feel that a senior is important cause she needs to know with is happening in the classrooms. So they definitely need to be involved in IQMS.

Participant 2: Ja for me to have a peer and senior because sometimes u develop clashes wt a senior might tell you something that you will perceive as negative but your peer see things the way your do and act like a buffer to say the senior is correct when she does this and that. The fact that your peer will be saying that to your will be much better than if it was your senior only.

Interviewer: Let's look at WSE which is part of IQMS, what's your general understanding and how does it help u as a school?

Participant 3: Some parts of WSE are good cause they talk to things that you can see like buildings, the school yard, they can be measured but if you take a particular teacher to represent the school then that score will be taken as a reflection of the whole school good or bad. OFSTED not coming or coming does not affect the processes of the school

Participant 5: Performance even if we want to cover the three years is not possible we can only do with we can

Participant 1. I think it can work if they would choose people annually to measure that school instead of randomly and not doing follow ups.

Participant 2: When thinking of whole school evaluation, I think of teacher performance against learner performance. I think the employer does not really consider that, if he was considering that. If the teachers score is 80% and the learner is failing or pass rate is 49% and the teachers are above and considered for grade progression. The OFTED should come and say guys with is the problem when we look at your scores versus learner

performance. Than that is where we can sit down with them and explain. We will be able to state the overcrowding. But the problem is the district will be saying we must continue admitting even if we are full. So the ratio of learners to teachers is never addressed even if we try to do our best considering that we have other things to consider.

Participant 5: For primary schools the results are not really measured against teacher performance. It's only at high school. And most teachers' are only doing it for the 1%. It is discouraging it does not motivate you because even if u r not working you will get the 1%.

Participant 1: If there were categories of getting the 1% then it would encourage people to do better. Unlike whether you get 70 /80/ or 100 you all get the same 1%

Participant 2: I think the roll of the school must also be considered, that the indication that something good is done so they must sit back and ask themselves why do they have so much roll and maybe help other schools with their outcome. They should not also refer to the principal only because that is discouraging.

Participant 5: IQMS scores are not authentic because we hear stories that in other schools are just filling paper work and not doing as required



## education

Department: Education  
GAUTENG PROVINCE

For administrative use:  
Reference no. D2013/78

### GDE RESEARCH APPROVAL LETTER

Date:	18 June 2012
Validity of Research Approval:	18 June 2012 to 30 September 2012
Name of Researcher:	Khanyi L.A.
Address of Researcher:	56 Hendrik Boom Street
	Witpoortjie
	Roodepoort
	1724
Telephone Number:	011 769 2338 / 032 939 4922
Fax number:	011 987 2135
Email address:	lindak1@webmail.co.za
Research Topic:	The influence of teacher unions on Integrated Quality Management System policy formulation and implementation in primary schools in Johannesburg Central District
Number and type of schools:	THIRTEEN Primary Schools and FOUR Other Institutions
District/s/HO	Johannesburg Central

#### **Re: Approval in Respect of Request to Conduct Research**

This letter serves to indicate that approval is hereby granted to the above-mentioned researcher to proceed with research in respect of the study indicated above. The onus rests with the researcher to negotiate appropriate and relevant time schedules with the school/s and/or offices involved to conduct the research. A separate copy of this letter must be presented to both the School (both Principal and SGB) and the District/Lead Office Senior Manager confirming that permission has been granted for the research to be conducted.

The following conditions apply to GDE research. The researcher may proceed with the above study subject to the conditions listed below being met. Approval may be withdrawn should any of the conditions listed below be flouted:

*Making education a societal priority*

#### **Office of the Director: Knowledge Management and Research**

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**EDUCATION LABOUR RELATIONS COUNCIL**  
*Established in terms of the LRA of 1995 as amended*



**COLLECTIVE AGREEMENT  
NUMBER 2 OF 2010**

**23<sup>RD</sup> JUNE 2010**

**IMPLEMENTATION OF PARAGRAPH 3.2  
(APPRAISAL AND EVALUATION) OF THE  
TEACHER DEVELOPMENT SUMMIT  
DECLARATION OF JULY 2009**

*Handwritten initials/signature*







**EDUCATION LABOUR RELATIONS COUNCIL**  
*Established in terms of the LRA of 1995 as amended*



**COLLECTIVE AGREEMENT  
NO. 3 OF 2011**

**31 AUGUST 2011**

**VOTE WEIGHTS FOR THE TRADE UNIONS  
THAT ARE PARTIES TO COUNCIL**















## The Education Labour Relations Council

GAUTENG VOTING WEIGHT PER PERSAL AS AT 31 DECEMBER 2010

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CTPA	23				
1.2 SADTU	29,717				
1. "SADTU"	29,740		29,731	57.11%	6
2.1 HOSPERSA	23	9			
2.2 NATU	490				
2.3 PEU	3,086				
2.4 PSA	708				
2.5 SAOU	7,465				
2.6 NAPTOSA	10,628				
2. "ATU"	22,400	72	22,328	42.89%	4
<b>Grand TOTAL</b>	<b>52,140</b>	<b>81</b>	<b>52,059</b>	<b>100.00%</b>	<b>10</b>

ANNEXURE "A.4"


  
**The Education Labour Relations Council**

**KWAZULU NATAL VOTING WEIGHT PER PERSON AS AT 31 DECEMBER 2010**

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CIPA	2				
1.2 SADTU	50 935				
1. "SADTU"	50 937	1	50 936	60,60%	6
2.1 HOSPERSA	988				
2.2 NATU	23 025				
2.3 PEU	216				
2.4 PSA	3 643				
2.5 SAOU	1 103				
2.6 NAPTOSA	6 097				
2. "ATU"	35,072	1,956	33 116	39,40%	4
<b>Grand TOTAL</b>	<b>86,009</b>	<b>1,957</b>	<b>84,052</b>	<b>100,00%</b>	<b>10</b>

Vote Weights of the Trade Union Parties to Council  
Collective Agreement 3 of 2011





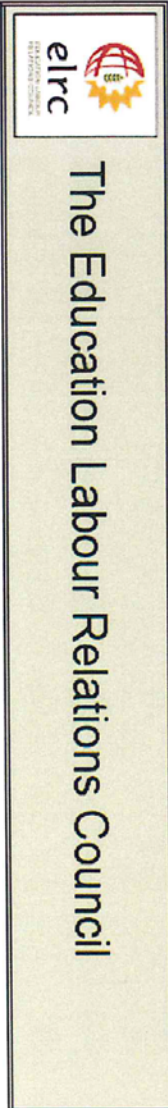

## The Education Labour Relations Council

LIMPOPO PROVINCE VOTING WEIGHT PER PERSAL AS AT 31 DECEMBER 2010

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CTIPA	0				
1.2 SADTU	43,123		43,123	80.00%	8
1. "SADTU"	43,123	0	43,123	80.00%	
2.1 HOSPERSA	5				
2.2 NATU	51				
2.3 PEU	8,642				
2.4 PSA	353				
2.5 SAOU	1,171				
2.6 NAPTOSA	645		10,784	20.00%	2
2. "ATU"	10,867		53,907	100.00%	10
<b>Grand TOTAL</b>	<b>53,990</b>	<b>83</b>	<b>53,907</b>	<b>100.00%</b>	<b>10</b>

Collective Agreement 3 of 2011  
Vote Weights of the Trade Union Parties to Council

ANNEXURE "A.6"




MPUMALANGA VOTING WEIGHT PER PERSAL AS AT 31 DECEMBER 2010

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CTPA	1				
1.2 SADTU	24,592				
1. "SADTU"	24,593	0	24,593	75.27%	8
2.1 HOSPERSA	5				
2.2 NATU	1,152				
2.3 PEU	1,814				
2.4 PSA	489				
2.5 SAOU	2,234				
2.6 NAPTOSA	2,485				
2. "ATU"	8,179		8,082	24.73%	2
<b>Grand TOTAL</b>	<b>32,772</b>	<b>97</b>	<b>32,675</b>	<b>100.00%</b>	<b>10</b>

Collective Agreement 3 of 2011  
Vote Weights of the Trade Union Parties to Council





## The Education Labour Relations Council

NORTHERN CAPE VOTING WEIGHT PER PERSAL AS AT 31 DECEMBER 2010

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CTIPA	534				
1.2 SADTU	5,375				
1. "SADTU"	5,909	92	5,817	68,85%	7
2.1 HOSPERSA	4				
2.2 NATU	0				
2.3 PEU	83				
2.4 PSA	233				
2.5 SAOU	1,444				
2.6 NAPTOSA	871				
2. "ATU"	2,635	3	2,632	31,15%	3
<b>Grand TOTAL</b>	<b>8,544</b>	<b>95</b>	<b>8,449</b>	<b>100,00%</b>	<b>10</b>



## The Education Labour Relations Council

NORTH WEST VOTING WEIGHT PER PERSON AS AT 31 DECEMBER 2010

	Total Membership	Total Intercoalition Membership	Net Membership	Net Membership %	Representatives
1.1 CIPA	12				
1.2 SADTU	16,905				
1. "SADTU"	16,917	5	16,912	70.99%	7
2.1 HOSPERSA	6				
2.2 NATU	7				
2.3 PEU	1,277				
2.4 PSA	354				
2.5 SAOU	2,012				
2.6 NAPTOSA	3,289				
2. "ATU"	6,945	35	6,910	29.01%	3
<b>Grand TOTAL</b>	<b>23,862</b>	<b>40</b>	<b>23,822</b>	<b>100.00%</b>	<b>10</b>

Vote Weights of the Trade Union Parties to Council  
Collective Agreement 3 of 2011





ANNEXURE "A.9"

  
**The Education Labour Relations Council**

WESTERN CAPE VOTING WEIGHT PER PERSAL AS AT 31 DECEMBER 2010

	Total Membership	Total Intercalation Membership	Net Membership	Net Membership %	Representatives
1.1 CIPA	2,577				
1.2 SADTU	13,026				
1. "SADTU"	15,603	336	15,267	58.06%	6
2.1 HOSPERSA	107				
2.2 NATU	1				
2.3 PEU	1				
2.4 PSA	280				
2.5 SAOU	3,416				
2.6 NAPTOSA	7,227				
2. "ATU"	11,032	4	11,028	41.94%	4
<b>Grand TOTAL</b>	<b>26,635</b>	<b>340</b>	<b>26,295</b>	<b>100.00%</b>	<b>10</b>

Vote Weights of the Trade Union Parties to Council  
Collective Agreement 3 of 2011


Prepared by: Piotrans (Pty) Ltd							
GL Detailed Ledger 01/03/2012 to 28/02/2013							
Date	Entry Type	Reference	Contra Acc. (If Avail)	Description	Debit	Credit	Cumulative
<b>2900/000 : Sundry Income</b>							
<b>Opening Balance as at 01/03/2012</b>							
08/03/2012	CB 1 Receipts	BS02-02		Jabulani mall: MB Masondo		600.00	-600.00
13/03/2012	CB 1 Receipts	BS02-03		The Rose: 0729403122		400.00	-1 000.00
31/03/2012	CB 1 Receipts	BS03-01		Oriplaza: Lenah Dlamini		500.00	-1 500.00
03/04/2012	CB 1 Receipts	BS03-02		Deposit Maponya: Gloria Mogodi		500.00	-2 000.00
04/04/2012	CB 1 Receipts	BS03-03		Deposit Lenasia: Jackson Hobe		500.00	-2 500.00
07/04/2012	CB 1 Receipts	BS03-04		Deposit Jabulani: 5009095541088		500.00	-3 000.00
10/04/2012	CB 1 Receipts	BS03-05		Deposit Southdle: Masipa		500.00	-3 500.00
18/04/2012	CB 1 Receipts	BS04-01		Deposit FNB: MI Shumang		500.00	-4 000.00
30/04/2012	CB 1 Receipts	BS04-02		Deposit Bank City: Samuel Phala		500.00	-4 500.00
30/04/2012	CB 1 Receipts	BS04-03		Deposit Maponya: James Gwala		500.00	-5 000.00
02/05/2012	CB 1 Receipts	BS04-04		Deposit Dube		500.00	-5 500.00
02/05/2012	CB 1 Receipts	BS04-05		Deposit Jabulani Mall		500.00	-6 000.00
04/05/2012	CB 1 Receipts	BS04-06		Deposit Jabulani: J Mohone		500.00	-6 500.00
04/05/2012	CB 1 Receipts	BS04-07		Deposit Maponya: KG Msimango		500.00	-7 000.00
07/05/2012	CB 1 Receipts	BS04-08		Deposit Jhb: Lenah Dlamini		500.00	-7 500.00
07/05/2012	CB 1 Receipts	BS04-09		Deposit Dube: NE Khanyile		500.00	-8 000.00
07/05/2012	CB 1 Receipts	BS04-10		Deposit Maponya: Gloria Mogodi	1 000.00		-9 000.00
08/05/2012	CB 1 Receipts	BS04-11		Deposit Southdle: Petrus Mzimela		500.00	-9 500.00
09/05/2012	CB 1 Receipts	BS04-12		Deposit Lenasia: A		500.00	-10 000.00
11/05/2012	CB 1 Receipts	BS04-13		Deposit Westgate: Zwane	1 000.00		-11 000.00
16/05/2012	CB 1 Receipts	BS04-14		Deposit Sthgate: Michael Khumalo	2 100.00		-13 100.00
23/05/2012	CB 1 Receipts	BS05-01		Deposit Jabulani: Sebenzile Sibiya		500.00	-13 600.00
28/05/2012	CB 1 Receipts	BS05-02		Deposit Bankcity: Samuel M Phala		500.00	-14 100.00
28/05/2012	CB 1 Receipts	BS05-03		Deposit Maponya: James Gwala		500.00	-14 600.00
31/05/2012	CB 1 Receipts	BS05-04		Deposit Dube: Raymond		500.00	-15 100.00
04/06/2012	CB 1 Receipts	BS05-05		Deposit D'ville: FJ Malinga		500.00	-15 600.00
05/06/2012	CB 1 Receipts	BS05-06		Deposit Lenasia: Jackson Hobe	1 000.00		-16 600.00
05/06/2012	CB 1 Receipts	BS05-07		Deposit Jabulani: LC Ntuli		500.00	-17 100.00
07/06/2012	CB 1 Receipts	BS05-08		Deposit Jhb: Lenah Dlamini		500.00	-17 600.00
09/06/2012	CB 1 Receipts	BS05-09		Deposit Jabulani: Siphon Khanyi	1 000.00		-18 600.00
12/06/2012	CB 1 Receipts	BS05-10		Deposit Southdle: Junice Nhlapo		500.00	-19 100.00
21/06/2012	CB 1 Receipts	BS07-01		Deposit Lambton: Ntombi Ngcobo	1 500.00		-20 600.00
27/06/2012	CB 1 Receipts	BS07-02		Deposit Maponya: Siphon Khanyi	1 100.00		-21 700.00
29/06/2012	CB 1 Receipts	BS07-03		Deposit Southdle: TI Hala	1 500.00		-23 200.00
29/06/2012	CB 1 Receipts	BS07-04		Deposit Jabulani: NE Khanyile	1 000.00		-24 200.00
29/06/2012	CB 1 Receipts	BS07-05		Deposit Maponya: James Gwala		500.00	-24 700.00
29/06/2012	CB 1 Receipts	BS07-06		Deposit Southdle: Masipa	1 300.00		-26 000.00
30/06/2012	CB 1 Receipts	BS07-07		Deposit Jabulani: Sebenzile Sibiya		500.00	-26 500.00
30/06/2012	CB 1 Receipts	BS07-08		Adt cash deposit D'ville	1 000.00		-27 500.00
02/07/2012	CB 1 Receipts	BS07-09		Adt cash deposit Jabulani Mall		500.00	-28 000.00
02/07/2012	CB 1 Receipts	BS07-10		Adt cash dep. Carlton: Dawn Mtetwa	1 500.00		-29 500.00
02/07/2012	CB 1 Receipts	BS07-11		Cash dep. Sthgate: Evelyn Lande	1 500.00		-31 000.00
02/07/2012	CB 1 Receipts	BS07-12		Cash dep. Sthgate: Junior Nhlapo		500.00	-31 500.00
03/07/2012	CB 1 Receipts	BS07-13		Cash dep. Wstgate: Jane Sibanyoni	1 500.00		-33 000.00
03/07/2012	CB 1 Receipts	BS07-14		Cash dep. Bankcity: Busi	1 500.00		-34 500.00
03/07/2012	CB 1 Receipts	BS07-15		Cash dep. Jhb: Raymond		500.00	-35 000.00
03/07/2012	CB 1 Receipts	BS07-16		Adt cash dep Pres Str Wt: MI Shumang		600.00	-35 600.00
03/07/2012	CB 1 Receipts	BS07-17		Cash dep Melville: Victor Masango	2 100.00		-37 700.00
03/07/2012	CB 1 Receipts	BS07-18		Cash dep Jhb: Mary N Maboea	2 100.00		-39 800.00
03/07/2012	CB 1 Receipts	BS07-19		Cash dep Jhb: Agnes K Serasengoe	2 100.00		-41 900.00
04/07/2012	CB 1 Receipts	BS07-20		Cash dep Westgate: CT Zwane		500.00	-42 400.00
05/07/2012	CB 1 Receipts	BS07-21		Cash dep Dube: Mr Nhekiswa Mjoka	1 500.00		-43 900.00
07/07/2012	CB 1 Receipts	BS07-22		Cash dep Greytown: Lenah Dlamini		500.00	-44 400.00
10/07/2012	CB 1 Receipts	BS07-23		Cash dep Jabulani: Samuel Phala		200.00	-44 600.00
17/07/2012	CB 1 Receipts	BS07-24		Teller pmnt: Priscilla T Mbisi	2 100.00		-46 700.00
17/07/2012	CB 1 Receipts	BS07-25		Cash dep Southdle: TI Hala		600.00	-47 300.00
30/07/2012	CB 1 Receipts	BS08-01		Adt cash dep Maponya: Morathi	1 000.00		-48 300.00
31/07/2012	CB 1 Receipts	BS08-02		Cash dep Dube: Raymond		300.00	-48 600.00
01/08/2012	CB 1 Receipts	BS08-03		Cash dep Maponya: James M Gwala		600.00	-49 200.00
02/08/2012	CB 1 Receipts	BS08-04		Cash dep Jabulani: Lenah Dlamini		500.00	-49 700.00
03/08/2012	CB 1 Receipts	BS08-05		Adt cash dep Jabulani: Samuel Phala		200.00	-49 900.00

Prepared by: Piotrans (Pty) Ltd							
GL Detailed Ledger 01/03/2012 to 28/02/2013							
Date	Entry Type	Reference	Contra Acc. (If Avail)	Description	Debit	Credit	Cumulative
<b>2900/000 : Sundry Income</b>							
06/08/2012	CB 1 Receipts	BS08-06		Cash dep Jabulani: LC Ntuli		600.00	-50 500.00
06/08/2012	CB 1 Receipts	BS08-07		Cash dep Maponya: Gloria Mogodi		600.00	-51 100.00
14/08/2012	CB 1 Receipts	BS08-08		Cash dep Lenasia: Joesph Masipa		300.00	-51 400.00
17/08/2012	CB 1 Receipts	BS08-09		Cash dep Sthgate: SP Madi	2 100.00		-53 500.00
30/08/2012	CB 1 Receipts	BS09-01		Cash dep Jabulani: Samuel Phala	200.00		-53 700.00
03/09/2012	CB 1 Receipts	BS09-02		Cash dep Dube: Mr Mhlongo		300.00	-54 000.00
03/09/2012	CB 1 Receipts	BS09-03		Adt cash dep Jabulani: FJ Malinga	600.00		-54 600.00
06/09/2012	CB 1 Receipts	BS09-04		Cash dep Eastmall: Ntombi Ngcobo	600.00		-55 200.00
07/09/2012	CB 1 Receipts	BS09-05		Cash dep Oriplaza: Lenah Dlamini	500.00		-55 700.00
03/10/2012	CB 1 Receipts	BS10-01		Adt cash dep Chris Hani: T Ngubane	2 100.00		-57 800.00
03/10/2012	CB 1 Receipts	BS10-02		Adt cash dep Chris Hani:Contribution	300.00		-58 100.00
03/10/2012	CB 1 Receipts	BS10-03		Adt cash dep Maponya: Khehla	600.00		-58 700.00
30/11/2012	CB 1 Receipts	BS12-01		Cash deposit Lenasia: JS Hobe		600.00	-59 300.00
13/12/2012	CB 1 Receipts	BS12-12		Cheque deposit Bnk City: E Motshwane	2 100.00		-61 400.00
03/01/2013	CB 1 Receipts	BS13-01		Cash dep Jabulani: NE Khanyile	600.00		-62 000.00
10/01/2013	CB 1 Receipts	BS13-02		Cash dep Eloff Str: J Mohone	500.00		-62 500.00
10/01/2013	CB 1 Receipts	BS13-03		Cash dep Clrwater: Bongani Dube	2 100.00		-64 600.00
31/01/2013	CB 1 Receipts	BS14-01		Cash dep Kilarney: Benjamin	500.00		-65 100.00
<b>Closing Balance as at 28/02/2013</b>						<b>65 100.00</b>	<b>-65 100.00</b>

## ANNEXURE A

**QUALITY MANAGEMENT  
SYSTEM  
(QMS)  
for  
SCHOOL BASED  
EDUCATORS**

**Draft**

(revised 08 May 2012)  
(2<sup>nd</sup> revision : 25 June 2012)  
(3<sup>rd</sup> revision: 2 August 2012)  
(4<sup>th</sup> revision: 19 March 2013)  
(5<sup>th</sup> revision: 25 March 2013)

















