

INVESTIGATING FACTORS INHIBITING THE IMPLEMENTATION
OF IQMS IN A SOUTH AFRICAN SCHOOL

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LWAZI KNOWLEDGE MJI

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DECLARATION BY THE CANDIDATE

I, Lwazi Knowledge Mji, declare that this Master's thesis entitled '**Investigating factors inhibiting the implementation of IQMS in a South African school**' is my own work and that all the sources cited or quoted have been duly acknowledged.

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ABSTRACT

After the 1994 elections education reform has been characterized by the introduction of laws and policies, including IQMS, that seek to reconcile post-apartheid traditions to practices that would address deficiencies borne by the era in the education field. The IQMS is a clear reaction to the autocratic mode of evaluation that operated during the apartheid era and is a major shift from the old paradigm of external evaluators. It was designed to review performance and identify strengths and weaknesses, encouraging personal and professional development, drawing on peer and collegial feedback rather than official Department of Education surveillance.

However, recent studies have shown that the IQMS has failed and is failing to achieve what it was intended to achieve. This study examines the reasons for this failure in a secondary school in the Eastern Cape, South Africa.

This research is an interpretive case study that uses observation, document analysis and interviews utilising theories of learning organizations, management and leadership. The study reveals that the policy is not applied in the way it was intended and is failing in this regard. The policy process has been bureaucratized and suffers from superficial compliance. The developmental thrust of the policy seems to have been lost. It was also discovered that the involvement of teacher unions has both positively and negatively affected the implementation process and that the support schools receive from the department is not enough to keep the policy alive in schools.

This research is likely to benefit school principals, policy makers and implementers, and IQMS coordinators, as it provides clarity on the issues restraining IQMS implementation in schools. The study also demonstrates the need for school principals to consider adopting transformational leadership as a strategy to lead teachers against political influence and expose them to professional development opportunities.

DEDICATION

This thesis is dedicated to my children, Zandi, Buchule, Mandihlume and Unako Mji. I hope the hard efforts I experienced during this study will inspire them, in various ways, to understand that stars are reachable and to have a contribution to society.

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LIST OF ABBREVIATIONS AND ACRONYMS USED IN THE STUDY

- CEPD:** Centre for Education Policy Development
- DAS:** Developmental Appraisal System
- DDP:** District Development Plan
- DIP:** District Improvement Plan
- DSG:** Developmental Support Group
- ELRC:** Education Labour Relations Council
- INSET:** In-Service Training
- IQMS:** Integrated Quality Management System
- PMS:** Performance Measurement System
- PGP:** Personal Growth Plan
- PS:** Performance Standard
- SADTU:** South African Democratic Teachers Union
- SDP:** School Development Plan
- SDT:** School Development Team
- SIP:** School Improvement Plan
- SMT:** School Management Team
- WSE:** Whole School Evaluation

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CHAPTER ONE

INTRODUCTION

1.1 Background of the study

Until the turn of this century, there had been no national system of evaluating the performance of teachers and schools, and no comprehensive data on the quality of teaching and learning or on the educational standards achieved in the education system. There was a need for a better educational system that would address the shortage of skilled teachers that would increase the effectiveness of the institutions in which they worked. The quest for educational reform had become a world-wide phenomenon as “the imperatives of globalisation and international competitiveness have placed educational outcomes on the agenda” of countries around the world (Skilbeck, 1995, p. 1) and South Africa, with the advantage of a new democracy, needed to respond to the global call for quality education.

According to a report presented to the Portfolio Committee on the Integrated Quality Management System (IQMS) (South Africa. Department of Education, 2006a), the process of development appraisal commenced in the early nineties and after years of research of best practices and consultations with the relevant stakeholders, was finalized in 2001. However, there was a need to integrate developmental appraisal in terms of the whole school development policy and personnel performance management systems. On 27 August 2003, collective agreement 8 in respect of the IQMS was signed at the education labour relations council. The collective agreement established performance appraisal standards and processes for institutions to use in the evaluation of teachers throughout the country. Despite the situation of educational reform South Africa had to engage in, Fullan (1993, p. 2) warns that advancement is complex, non-linear, frequently arbitrary and always highly political. It is rife with unpredictable shifts and fragmented initiatives. As with most aspects of South African education, the issue of quality assurance has been complicated by the legacy of apartheid.

The IQMS was therefore informed by schedule 1 of the Employment of Educators’ Act, no. 76 of 1998, where the minister was required to determine performance standards for educators by which their performance would be evaluated. The Portfolio Committee report

further adds that “the IQMS signals a new approach to performance evaluation in the South African education system. The IQMS is more than a policy; it is actually a framework for educational change. In short, it is a philosophy of advocating, reflecting and re-thinking on the best ways of providing quality services” (South Africa. Department of Education, 2006a).

In the South African context, IQMS is a process whose implementation links a substantial percentage (1%) increase to an educator’s remuneration as a result of explicit and substantive assessment over a period of year. According to the policy, each teacher elects a colleague and an immediate supervisor to form his/her Developmental Support Group (DSG) who will evaluate him/her in various aspects as stipulated in the policy. Thereafter, the school elects a structure called the School Development Team (SDT) that will ensure the existence of DSG’s and IQMS plans for each teacher over the year. During evaluation, if a teacher’s score is 2 or below, he or she qualifies for in-service training in that particular field. If a teacher scores a 3, 4 or 5, he/she qualifies for 1% salary progression. After evaluation, the SDT compiles a report as to who qualifies for training or progression and sends it to the District Office together with a summary of areas where most teachers need training. This is known as the School Development Plan (SDP). A report on areas of development that can be improved inside the school - the School Improvement Plan (SIP) - is also submitted to the District Office.

Unfortunately, in my experience and in the opinion of other researchers, the IQMS policy is failing to achieve its developmental role (Mncwabe, 2007; Biputh, 2008). Among South African researchers, Biputh (2008) has identified several reasons for this failure. Compliance to the letter of the law rather than the spirit of ‘development’ is one of the major causes, as is compliance for monetary gain. In one of the findings, seven educators spoke about the financial incentive emanating from the IQMS process. They mentioned that their only motivation to comply with the IQMS process was the 1% financial incentive which they received at the end of the process. Biputh further argues that “it must be noted that while unions were consulted, educators were not given an opportunity to make inputs to the criteria prior to its finalization and adoption. These criteria became mandatory and schools are required to comply with these criteria without question” (Biputh, 2008, p. 184). In his study on this topic, Mncwabe (2007) argues that while the IQMS policy looks good on paper, it is extremely difficult to implement. He explains that issues of honesty and trust are at the

root of the difficulties that make IQMS implementation problematic. It appears that in South Africa there is tension between the professional growth envisaged in the policy, greed and the sense of bureaucratic surveillance. According to a study conducted by Odhiambo (2008), similar problems exist in teacher performance appraisal in Kenya.

However, teacher appraisal can be useful and positive. A study conducted by Kelly, Ang, Chong, and Hu in 2007 in Singapore, shows that fairness of the performance appraisal system and clarity of appraisal criteria are related to greater satisfaction with the appraisal system, more positive attitudes towards performance bonuses and higher job satisfaction and motivation. Teachers who reported greater trust in their appraiser and a more positive assessment of their appraiser's credibility also reported increased cooperation amongst teachers in their schools.

Although beset by many problems around its successful implementation, the IQMS has become a prominent feature in education in South Africa. In seeking clarity on the challenges and problems in the implementation of the policy, this study was hoping to assist policy makers to review the structure of the policy and expose aspects that need immediate clarification so that the objective which it was designed for is achieved. This study also aimed to uncover the role principals and departmental managers have to play in the implementation of IQMS in their schools.

1.2 Research goal

The aspiration of this study was to investigate factors that inhibit the implementation of IQMS in schools. To satisfy the investigation, the following questions had to be addressed:

- How does the school interpret and implement the policy?
- What factors enable or inhibit the effective management and implementation of IQMS?
- How does the school manager monitor the implementation of the policy?
- What challenges does the school principal, School Development Teams, Development Support Groups and teachers perceive as obstacles to the implementation of IQMS?
- Is the policy clear in terms of what is expected? How could it be improved?
- What strategies does the Department of Education have in place to monitor and support the implementation of the policy?
- Do school managers "buy into" the policy?

1.3 Methodology

1.3.1 Research orientation

As my research consisted of participants' views as well as information contained in relevant documents, my research was placed within the interpretive paradigm. According to Packer (2000, p. 231), "interpretive inquiry aims to characterize how people experience the world, the ways they interact together, and the settings in which these interactions take place". In the case of this study I planned to gain an understanding of how the research participants experienced the implementation of the IQMS in a specific setting, namely a secondary school.

1.3.2 Method

I used the case study method. Leedy and Ormrod (2001, p. 150) define a case study as "an approach in which in-depth data are gathered relative to a single individual, program or event for the purpose of learning more about an unknown or poorly understood situation". In the case of this study the implementation of the IQMS is a poorly understood situation, as has been explained, which makes a case study an appropriate method.

The research was conducted in a secondary school in Ntabankulu. I chose this school for reasons of convenience as well as familiarity. The school was close to where I live, making it possible to conduct frequent visits. I knew the staff and principal of the school well enough to be granted the kind of access I required.

1.3.3 Data gathering tools

One of the tools I used was semi-structured interviews. Cohen (2003, p. 274) argues that one of the purposes of interviews in qualitative research is to "try to access what is in the participant's head" and it is on that note that I hope I will be able to "access" and interpret participants' realities from their perceptions. The school principal, two members of the School Development Team, two teachers and one member of the Development Support Group actively participated in the study. Semi-structured interviews allowed the researcher to invite responses with follow-up questions. Through the questions asked in the interviews

I elicited the participants' understanding of the IQMS policy, its value, how it was implemented and what challenges they experienced.

I also used observation as my second data collection tool. There were two steps in the evaluation process that I observed, namely, the class visit and the subsequent meeting between the evaluated teacher and the DSG. The purpose of the observation was to gain an understanding of how the policy was managed and implemented at the school. Leedy and Ormrod, (2001, p. 167) define observation as a "type of research in which a particular aspect of behaviour is observed systematically and with as much objectivity as possible". The observation data complemented data generated by interviews.

Finally, I examined relevant documents, such as the minutes of SDT and DSG meetings and evidence of the planning before the implementation of the policy. Document analysis helped me to build a richer picture of the school's approach towards the implementation of the IQMS.

1.3.4 Data analysis

Since my study was grounded in perceptions and facts rather than statistical data, I can categorise the obtained findings as qualitative. The mode of inference was inductive. I used data analysis to identify similar and conflicting ideas. To analyse data correctly, I coded similar themes from interviews, documents and observations, looked at similar patterns and sorted data to address my research question. Ryan and Bernard (2000, p. 781) describe coding as "the heart and soul of whole-text analysis". This categorization and interpretation of data in terms of common themes and the synthesis into an overall portrait of the case is supported by Stake (1995, p. 71) when he writes, "data analysis is a process of unlocking information hidden in the data that the researcher transforms into meaningful and useful information".

1.4 Validity

I used triangulation to validate my research. Cohen (2003, p. 112) perceives triangulation as "the use of two or more methods of validating data collected". To do this, I compared the data I obtained from interviews, observation and documents to increase the validity of my

findings. I also performed member checking to confirm that what I had transcribed during interviews was what the participants had articulated.

1.5 Ethical issues

I ensured that I adhered to the ethical concerns expected of any researcher. These included getting informed consent from the school, participants and the Department of Education. I also informed participants of their right to withdraw from the process whenever they wanted to and that their names would be kept confidential during and after the study. So far I have been honest in my dealings with them and have never exposed them to undue physical or psychological harm.

1.6 Outline of the thesis

This chapter provided an introduction to the research problem and located the Integrated Quality Management System against the background of an emerging education system and positioned it within the historical context constructed. The rationale for the study was presented, followed by the aims and the research question. An overview of the current IQMS was then provided. Finally, the research methodology, validity and ethical considerations were briefly explained.

Chapter Two presents the literature review with regards to IQMS implementation at the school. For the benefit of this study, the literature review will attempt to achieve the following objectives:

- It provides a framework for establishing the importance of the research as well as the basis for comparing results;
- It relates to the larger, on-going dialogue in the literature about the topic, filling in gaps, and extending studies;
- It will share with the reader the results of other studies that are closely related to the study.

Chapter Three is the research methodology chapter which provides an explanation of the research approach I take in this thesis. An interpretative, qualitative paradigm was employed to examine the participants' perceptions of the IQMS. In this chapter, I provide details about the data collection and data analysis procedures with particular reference to discourse analysis. In Chapter Four I present and discuss the findings of my research. Chapter 5 discusses the findings in relation to the literature review section of this thesis.

Chapter 6 comprises the summary of the findings, recommendations for further research, limitations of my study and conclusion.

CHAPTER TWO

LITERATURE REVIEW

2.1 Introduction

Hart (1995, p. 148) argues that a literature review is an account of what has been published on the researcher's topic of interest. Hart also suggests that a literature review may be presented as a paper on its own, or it can be contained as an integral part of an article, research proposal, research report or dissertation. He perceives the role of literature review as one that describes, compares, contrasts and evaluates the major theories, arguments, themes, methodologies, approaches and controversies in the scholarly literature on a subject. Saunders et al., (2003) are of the view that there are two main reasons for conducting a review of relevant literature. The first reason is to generate and refine the research ideas. The second reason is to demonstrate the researcher's awareness of the current state of knowledge of the subject and its limitations. In addition, it also connects, compares and contrasts these arguments, themes and methodologies etc., with the concerns of a proposed piece of research.

In response to the above expectations, this chapter focuses on literature related to teacher or developmental appraisal, policy and practice, change management and organisational theory. For successful implementation of any policy, people need to be ready for change. Any era of change normally brings about varying situations, fears and sometimes tensions and resistance to change. These situations need a management team that is able to deal with any situation that may arise due to change. Developmental appraisal is one of the policies that require effective change management as it entails transformation in teaching as well as a substantial monetary value used to appraise the teacher. The programme of development appraisal intends to transform schools into working and productive organisations. Organisations are managed and led with the consideration of organisational theory where policies are implemented and change is going to take place. The quality and rate at which IQMS as a policy is implemented calls for a discussion on a comparison

between the content and practice. Teacher (development) appraisal is part of IQMS as discussed in the following section and is also the root cause of the inappropriate implementation of the policy. Apart from the intervention of IQMS in addressing the past inequalities, the crucial objective of the policy is grounded in the empowerment of teachers by shaping them to be internationally competent, innovative and exceptional in their respective fields and to becoming engines of transformation and development in their schools. Based on the rationale summarised so far, a quick look at the organisation theory and the role of leadership also follows.

2.2 Teacher appraisal

Although the process of teacher appraisal holds different names in different countries, the purpose it serves is common to all countries that have adopted the notion of improving quality standards in education through motivating teachers. Owens (2004, p. 104) describes motivation as the force that causes people to behave as they do. He further points out that behaviourists view motivation as extrinsic (the carrot and stick) while others believe it is intrinsic (cognitive and emotional, such as feelings, aspirations, attitudes, thoughts, and perceptions). Some examples of extrinsic motivation include the following:

- Remuneration – this includes salaries, allowances, and conditions of service for employees.
- Career – promotion opportunities and professional development.
- Support – positive feedback from supervisors and the appraisal process.
- Status – degree of respect in the public eye.

Intrinsic motivation on the other hand includes, among others, professional responsibility that can be acquired through education and socialization. With special focus on motivation, Steyn (1994, p. 61) maintains that motivation is the internal state that moves and activates a person to perform certain activities. In this regard Senge (1999, p. 33) asserts that the key to improving work performance lies in harnessing commitment and excitement. Sergiovanni (2007, p. 157) warns against the sole use of extrinsic factors such as money to motivate teachers and by implication the associated remuneration reward associated with the performance measurement of teachers. Mullins (1996, p. 639) believes that a comprehensive appraisal system can provide and motivate staff by allocation of duties and

responsibilities, pay, delegation, levels of supervision, promotions, training and development needs and even retrenchment. Staff performance appraisal programmes can be made considerably more effective if their purposes are clear. Mo, Corners and McCormick (1998, p. 23) quote Stronge who states that "if an appraisal system does not have a clear purpose, it will just be a meaningless exercise".

Developmental appraisal is a twofold package in South Africa. As previously mentioned, a teacher either qualifies for salary progression to the next level (1% increment) or qualifies for in-service training, depending on the scores he/she acquired at the time of appraisal.

2.2.1 Political nature of appraisal in South Africa

In 1998, the purpose of the proposed system created much interest and the date on which the resolution was taken promised that by 2010 the system would be in place at its most effective level. As the definition had some monetary involvement as a stimulus to better performance in the IQMS package, it remains questionable whether the 1% incentive is disbursed by default to all teachers and not because all have been appraised and qualified for salary progression. As this question still remains unanswered after more than ten years after the policy was incepted, it reflects the fact that there is a problem with the management of the policy.

Without undermining the value of human rights brought about by democracy in South Africa, teachers have used the opportunity to vest their hopes against abuse, in their unions, to protect them from exploitation. Such dependence has had a major contribution towards the forgetting of one's personal responsibilities. In one of Blaauw's (2000, p. 83) findings regarding principals' perceptions about staff appraisal, principals felt that the new process of appraisal in operation at that time - DAS - was perhaps too democratic. In his study, Biputh, (2008, p. 101) on IQMS and appraisal, revealed that teachers have a preference for the incentive embedded in the system more than the developmental part of the package. Also, researchers have discovered that teacher unions have played a role in the staggering pace of the policy's implementation. Their involvement in the planning and resolution stages led to the fact that upon the agreed date of inception, teachers had full rights to the incentive even if the department did not have enough resources to commence with advocacy and implementation. While class visits, for purposes of inspection, were banned

by teacher unions due to their bureaucratic nature, lesson observation is one of the requirements of the policy for its successful implementation. This is confirmed by Blaauw (2000, p. 87), when she discovered that in the past, appraisal was a threat to teachers due to the fact that inspectors and principals would visit teachers' classes to observe their teaching and complete a record which the teacher never saw. In this way the Department of Education was able to keep records of teachers, even though the teachers themselves were not aware of the criteria being used to judge their performance.

In this part of the chapter, I have attempted to expose the nature of teacher appraisal. Although IQMS is just one aspect of a political shift in education in South Africa, its successful implementation depends on the readiness to adapt oneself, to change and become an agent of transformation. The section that follows will focus on change management, as teacher appraisal requires awareness of change management issues.

2.3 IQMS policy framework

2.3.1 Definition

Worldwide, the phenomenon of quality management has received a lot of attention especially in the education sector and this has redefined the role of school managers and teachers in schools. The main objectives of the Skills Development Act No. 97 of 1998 involved:

- Improving productivity in the workplace (school) and the competitiveness of employees (teachers);
- Increasing the levels of investment in education and training; encouraging teachers to use the school as a learning environment;
- Providing teachers with the opportunity to acquire new skills and much more.

In response to this demand, The South African Education Labour Relations Council (consisting of various divisions of the Department of Education and teacher unions) formulated a programme known as Development Appraisal System (DAS) (Resolution 4 of 1998), which came into being on 28 July 1998, which is sometimes referred to as teacher appraisal.

As a symbol of improvement, the council reached an agreement on 10 April 2003 (Resolution 1 of 2003) that a Performance Measurement System (PMS) be implemented

together with the Whole School Evaluation programme (WSE). These stakeholders reached an agreement (Resolution 8 of 2003) to integrate the existing programmes on quality management in education and this new programme was called the Integrated Quality Management System (IQMS).

The IQMS came into being in 2003 and is informed by Schedule 1 of the Employment of Educators Act, No. 76 of 1998, where the Minister is required to determine performance standards for educators, by which their performance is to be evaluated. According to the report presented to the portfolio committee on the Integrated Quality Management System (IQMS) on 20 June 2006, IQMS is more than just a policy but is a framework for educational change as it is a significant tool in providing quality education. In the South African context, the IQMS is a non-formal process whose implementation links a substantial percentage increase (1%) to an educator's remuneration as a result of explicit and substantive assessment over a year's period. As shall be clarified below, each teacher elects his/her Developmental Support Group who will evaluate him/her in various aspects as mentioned in the policy document. During evaluation, if a teacher's score is 2 or below, he or she qualifies for in-service training in that particular field. If a teacher scores a 3, 4 or 5, he/she qualifies for 1% salary progression. After evaluation, the SDT compiles a report on who qualifies for training or progression and sends it to the District Office together with a summary of areas where most teachers need training.

2.3.2 Purpose of the policy

Based on the guiding principles of IQMS implementation, each of the three programmes has its own focus and purpose. The purpose of DAS is to appraise individual educators in a transparent manner with the view to determining areas of strengths and weaknesses, and to draw up programmes for individual development. PMS was designed to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives. WSE has a special role to evaluate the overall effectiveness of a school - including support provided by the District, school management, infrastructure and learning resources - as well as the quality of teaching and learning (ELRC, 2003, p. 3). According to the IQMS document, the purpose of the policy is to:

- Identify specific needs of teachers, schools and district offices for support;
- Provide support for continued growth;
- Promote accountability;
- Monitor an institution's overall effectiveness and
- Evaluate an educator's performance.

In principle, the policy is a holistic approach that aims at rewarding hard working teachers and developing teachers in areas where they show signs of weakness and turning those weaknesses into strengths.

2.3.3 Policy content and implementation

2.3.3.1 Formation of structures

According to the IQMS policy (2003, p. 3), the structures involved in the process of evaluation are the principal, the educator, School Management Team, Development Support Group and the School Development Team (SDT). Among the roles which each of the structures have to play, the principal has the responsibility to ensure that the IQMS is implemented uniformly and effectively at the school. He/she must organise a workshop where each educator has the opportunity to clarify areas of concern. The educator has the responsibility to undertake self-evaluation of his/her performance and also to identify his/her personal support group – Development Support Group (DSG) - which will comprise his/her immediate senior and peer of his/her choice. The educator must engage in feedback and discussion after evaluation.

The DSG has the responsibility to provide mentoring and support and assist the educator in the development and refinement of the educator's Personal Growth Plan (PGP). It is the responsibility of the DSG to verify that the information provided for performance measurement is accurate. The School Management Team (SMT) has to inform educators of the in-service training programmes and other programmes that will be offered and make necessary arrangements for educators to attend. Also the team has the responsibility to ensure that self-evaluation is done in terms of the WSE policy and in collaboration with the SDT. The SDT is a structure that is formed by the principal, the WSE co-ordinator, democratically elected members of the school's management and democratically elected educators. The school has to decide on the size of the SDT. This also applies even in schools

that have one or two educators. The SDT has the responsibility to co-ordinate all activities pertaining to staff development, they also have to prepare and monitor the management plan for IQMS as well as its effectiveness. In addition, the SDT has the responsibility to liaise with the department in respect of high priority needs such as INSET, short courses, skills programme or learnerships.

2.3.3.2 How IQMS should Be implemented In schools

What is presented here is a fairly detailed account of the process. The objective is to assist and familiarise the reader with the IQMS implementation process. Jansen and Sayed (2001) mention that before 1990, the production of education policy in South Africa was a relatively simple matter. The state maintained control in ways that were bureaucratically centralised, racially exclusive and politically authoritarian. In redressing past imbalances, since 1990 a multitude of educational policies were formulated in anticipation of the formal and legal termination of apartheid. Just as the purpose of IQMS has been mentioned, the implementation process of the policy has also been highlighted in the policy document. Some of these include, the theoretical implementation process which entails nine stages comprising advocacy, training and planning; self-evaluation by educator; pre-evaluation discussion; lesson observation; evaluation in respect of other performance standards; feedback and discussion; resolution of differences and/or grievances; monitoring; and moderation.

Advocacy, training and planning: Advocacy should be done by the principal at a full staff meeting. The principal should explain to the staff what IQMS is, what the benefits will be for educators, learners, the school and the system. He/she should also explain to the staff why this approach was adopted. According to the policy document, training must specifically address issues relating to how IQMS should be implemented at the school. Also all educators must have a thorough understanding of the purposes, principles, procedures and processes of the IQMS. Training must enable officials and educators to plan and administer the IQMS in a uniform and consistent manner. IQMS planning by the SDT must incorporate all the processes, together with the time-frame in which they must be completed, as well as the responsibilities of all individuals involved. (Republic of South Africa, 2004, p. 6).

Self-evaluation by the educator: Immediately after the initial advocacy and training, each educator should evaluate him/herself using the same instrument that will be used for both DAS and PM. This enables the educator to become familiar with the instrument. Educators should also familiarize themselves with the Performance Standards, the criteria as well as the levels of performance in order to meet at least the minimum requirements for pay progression. This self-evaluation forms part of both DAS and PM. Since PM will be used for determining pay and/or grade progression, it must be used to evaluate the performance of educators within the period of a calendar/school year even though the award will be only be made in the following year.

The emphasis on self-evaluation serves the following purposes:

- The educator becomes familiar with the instrument
- The educator is compelled to reflect critically on his/her own performance and to set own targets and timeframes for improvement
- Evaluation, through self-evaluation, becomes an on-going process
- The educator is able to make inputs when the observation takes place and this process becomes more participatory
- The educator is able to measure progress and successes and build on these without being dependent on cyclical evaluations (Republic of South Africa, 2004, p. 7).

Pre-evaluation discussion: Each DSG must have a pre-evaluation discussion with the educator to determine whether the educator understands what is expected of him/her in terms of the various performance standards and criteria and how he/she will be rated. The DSG must inform the educator about procedures and processes that will be followed throughout the IQMS cycles and also explain to the educator that classroom observation involves performance standards 1 to 4. The DSG must explain to the educator that the evaluation in respect of the remaining performance standards will be based on general on-going observation by the DSG and on documentary evidence and other information that the educator may provide to the DSG. Guidance is provided to the educator on the development of his/her PGP. After the baseline evaluation, further discussion on the development of the PGP needs to take place. The educator is also given an opportunity to raise issues that are hampering his/her performance. This is important in the light of the contextual factors, which may be recorded in the report and considered for possible

adjustment of the mark awarded in respect of a particular criterion (Republic of South Africa, 2004, pp. 7-8).

Classroom Observation: After identifying the DSG the educator needs to be evaluated for the purpose of determining a baseline evaluation with which subsequent evaluation(s) can be compared in order to determine progress. By this time the educator will have completed a self-evaluation and will have determined strengths as well as areas in need of development. This evaluation must be preceded by the self-evaluation discussion. If an educator would like to request for an additional member to serve on the DSG, the response may be granted by the SDT. A reasonable request may not be refused.

The purpose of class evaluation by the DSG is to:

- Confirm the educator's perception of his/her own performance as arrived at through the process of self-evaluation;
- Enable discussion around strengths and areas in need of development and reach consensus on the scores for individual criteria under each of the performance standards and to resolve any differences of opinions that may exist;
- Provide the opportunity for constructive engagement around what the educator needs to do for him/herself, what needs to be done by the school in terms of mentoring and support and what INSET and other programmes need to be provided by, for example, the district office;
- Enable the DSG and the educator to develop PGP, which includes targets and time frames for improvement. The PSG must primarily be developed by the educator with refinements being done by the DSG; and
- Provide a basis for comparison with the evaluation for PM purposes, which is carried out at the end of the year (Republic of South Africa, 2004, p. 8).

Evaluation of other Performance Standards: The educator has to be evaluated on Performance Standards (PS) other than classroom observations. This is based on general on-going observations, discussions and feedback by the DSG, submission of documentary evidence, proof of participation and evidence of information that should be provided by the educator (Republic of South Africa, 2004, p. 8).

Feedback and Discussion: The DSG must discuss their evaluation with the educator and must provide feedback. If there are differences, they should be resolved. Feedback on classroom observation should focus on performance displayed by an educator during

evaluation and not his/her personality. The DSG should also focus on observations and not assumptions, and be as objective as possible (Republic of South Africa, 2004, p. 9).

Resolution of Differences and Grievances: Where the DSG and the educator cannot resolve differences of opinion regarding the IQMS evaluation, the SDT should be consulted within a week. If the SDT is unable to solve the problem, the provincial department should be consulted within five working days (Republic of South Africa, 2004, p. 10).

Monitoring and Moderation: Monitoring, according to Fletcher (2004, p. 93) should take place from the outset in order to modify and correct any deficiencies at the earliest possible stage. It is an on-going activity, which is conducted by departmental officials, SMTs, SDTs and DSGs (Republic of South Africa, 2004, p. 10). Two types of moderation can be distinguished, namely external and internal. External moderation is conducted by the district office officials in order to ensure consistency among schools. Internal moderation is conducted at the school level by the principal and the SMT (Republic of South Africa, 2004, p. 10).

Records and documentation that need to be developed and maintained:

a) Completed documents serving as reports

The appraiser is required to record observations. The instrument for evaluation has twelve performance standards for principals and deputy principals, ten for HODs and seven for PL1 educators (see Addenda in appendices). Each performance standard indicates expectation, questions, criteria, level of performance, strengths, recommendation for development and contextual factors (Republic of South Africa, 2004, p. 11).

b) Personal Growth Plan (PGP)

The PGP is developed by an educator with the DSG. It is used to inform the SIP. PGP should address areas where the educator needs development, areas where the DSG should provide guidance, and areas where the district should provide training. Along with the self-evaluation, the baseline evaluation and the performance measurement, the PGP forms an important record of needs and progress of individual educators (Republic of South Africa, 2004, p. 12).

c) School Improvement Plan (SIP)

The IQMS document defines SIP as a blueprint of the actions and processes needed to produce school improvement. It enables the school to measure its own progress through a process of on-going self-evaluation. The SIP is informed by the PGP of individual educators as well as the other seven focus areas included in the WSE policy (Republic of South Africa, 2004, p. 13).

I have so far discussed the historical background of the policy and its content in this chapter and will now have a look at important information on how a policy is designed.

2.3.3.3 The Nature of policy

Van Meter and Van Horn (1974, pp. 447-8) argue that policy implementation encompasses those actions by public or private individuals (or groups) that are directed at the achievement of objectives set forth in prior policy decisions. According to Haddad (1995, p. 36), a significant amount of planning and even de facto policy formulation takes place during actual implementation. This is the case because, during implementation, the following is the rule rather than the exception:

- Circumstances related to implementation constraints cause policy modifications to take place;
- Feedback obtained during implementation causes reassessment of aspects of the policy decision and subsequent modifications by policymakers; and
- The mere translation of abstract policy intentions into concrete implementation causes re-assessment and re-design.

These changes occur with great frequency because, unfortunately, implementation problems are often greatly under-estimated during the stage of policy planning. Misjudging ease of implementation is, perhaps, the most frequent error in policy planning. Haddad, (1995, p. 42), further adds that, no matter how deeply the various groups affected by a new initiative have been involved in reviewing and shaping plans, the concreteness of the first day of a new programme, often casts it in a new light. Implementation is the time when one discovers that schedules are unrealistic and that programmes are over-ambitious; it is the

time when the ravages of inflation cause the teachers' union to demand a pay increase prior to using the new texts.

There is justifiable assumption that when policies are formulated, they will be implemented in accordance with policy maker's aspirations and predictions of consequences. Despite the intended goal of any policy, it is a natural phenomenon that, sometimes, the implementation of any policy may have some unintended outcomes (Prew, M., 2009 course notes). Although it had pre-anticipated outcomes during its formulation, it is no wonder the implementation of IQMS aroused several areas of interest and research.

Jansen (2001, p. 88) states that the making of education policy in South Africa is best described as a struggle for the achievement of a broad political symbolism that would mark the shift from apartheid to post-apartheid society. He argues that every single case of education policy demonstrates in different ways the pre-occupation of the state with settling policy struggles in the political domain rather than in the realm of practice. The IQMS is a good example of what Jansen is referring to. The practice of IQMS in schools has been raising questions since its inception in 2003, hence a number of studies have been conducted around the topic. Since 2004, it has quite often been heard in the media and from teacher unions that teachers would receive a yearly one percent increment in their salaries which they are only supposed to get if they individually qualified for salary progression. The motivation behind this would be the ineffective implementation of IQMS, hence the focus of this study on the challenges facing the implementation of the policy.

The above discussion highlights that policy is fluid, adaptable and contextual, but not cast in stone. Also, it has proved that South African policy, IQMS included, addresses politics rather than practice and the needs of the recipients.

2.3.4 Challenges in the implementation

As mentioned earlier, the problematic nature of IQMS has given rise to many studies. This section focuses on some of the findings of previous studies, particularly the challenges. A seminar, in a series of six, was held in Pretoria on the 3rd of October 2007 whose theme was, **“Do we need an inspectorate? Seminar series on making a difference in public schooling”**. The series was jointly organised by Umalusi, Council for Quality Assurance in General and

Further Education and Training, and the Centre for Education Policy Development (CEPD). The series aimed to focus debate on key aspects of the public schooling system including the structure and the current implementation of IQMS, and to bring different role-players together to explore where improvements could be made. Challenges mentioned included the following aspects:

- The purpose of the IQMS is neither explicit nor clear; neither is the relationship between the Development Appraisal System (DAS)—the part of the system designed to evaluate development—and Performance Measurement (measurement of actual performance) straight-forward or clear. This lack of clarity hampers full successful implementation of the system.
- The design of the IQMS is problematic, as the language used within the instrument is ambiguous, rendering its design unclear. Further, the design is incomplete.
- Training for use of the IQMS is based on a cascade model, and this model needs to be rethought for more thorough training that reaches more users of the system more closely. Training needs to be on-going rather than once-off, and all training needs to be quality assured.
- There are challenges associated with the technical requirements of the IQMS. The rating system is problematic, for instance. There is confusion between the requirements and purposes of the different documents provided. Multiple documents - such as those for the School Development Plan (SDP); School Improvement Plan (SIP); District Development Plan (DDP); and District Improvement Plan (DIP)—are mentioned in the project documentation. But the relationships between these documents and the functions they serve are not clearly delineated.
- There are also challenges around the human capacity required to implement the IQMS. The study found that there is a lack of capacity at all levels—from the highest levels within the national Department of Education, through various administrative levels in provinces and districts, to the level of individual schools.
- The quality of the IQMS results is problematic. Documents are often incomplete or inadequately filled in. As a result, the data obtainable from these documents is neither valid nor reliable.

According to the seminar lecture, the IQMS is perceived in a variety of ways. Many of the perceptions are not conducive to optimal functioning of the system. There is a need to shift from an approach in which individuals focus on *personal* motivation, to an approach emphasizing *institutional* competence. There is also a need to deal with the negative legacy of inspection—a legacy to be expected given the historically hierarchical authoritarian approach of inspection systems in South Africa. While this approach belongs to previous political regimes, it has engendered fears and negativity which have generally not been

forgotten. Further, the inconsistent status according to the IQMS is also reflected in the varying degrees of commitment to the system.

In his study of the topic, Mncwabe (2007, p. 43) argues that while the IQMS policy looks good on paper it is extremely difficult to implement. He argues that issues of honesty and trust are at the root of the difficulties that make IQMS implementation difficult. It appears that in South Africa there is tension between the professional growth envisaged in the policy, greed and the sense of bureaucratic surveillance that is triggered by the linking of a certain salary percentage increase as a means of motivation, where in-school colleagues have to decide on whether the teacher qualifies for it or not. In his study on educators' perceptions of the integrated quality management system in South African schools, Biputh, (2008, p. 92) discovered that in most instances principals were not properly trained to perform their tasks. The result was that the training and guidance given to educators was inadequate, once-off and often more theoretical. Educators, appraisers and facilitators alike were not clear about the purposes of the IQMS and how the single IQMS instrument could be used for three fundamentally different processes. According to a study conducted by Odhiambo (2008, p. 57) similar problems exist in teacher performance appraisal in Kenya.

2.3.5 Gains/ benefits of IQMS

However, teacher appraisal as part of Integrated Quality Management System can be useful and positive. A study conducted by Kelly, Ang, Chong, and Hu in 2007 in Singapore, shows that fairness of the performance appraisal system and clarity of appraisal criteria are related to greater satisfaction with the appraisal system, more positive attitudes towards performance bonuses, and higher job satisfaction and motivation. Teachers who report greater trust in their appraiser and more positive assessment of their appraiser's credibility also report more cooperativeness amongst teachers in their schools. As mentioned earlier in 2.3.3.3, for any policy, including IQMS, to be beneficial people must be able to adapt themselves to the demands of the policy. This kind of adaptation requires the recipients to be ready for change. The section that follows gives a brief description of change management.

2.4 Change management

2.4.1 What is change management?

Various parts of this study have identified IQMS as a holistic approach which was designed with the intention to transform schools into learning organisations through Whole School Evaluation, whilst teachers would become change agents through the programme of teacher development appraisal. The whole process of implementation of the policy invites an understanding of change management, as the successful application of the policy differs from context to context.

Shaffer (1994, p. 5) defines change management as a systematic approach to dealing with change, both from the perspective of an organization and on the individual level. This implies that teachers at the school must be ready to adapt to change. The ability to adapt necessitates a positive attitude that will identify readiness of implementation as well as controlling and effecting change. The readiness of teachers to adapt helps the school management together with the team responsible for the implementation of IQMS, to define and implement procedures and/or technologies to deal with changes in the school environment and to benefit from opportunities which the implementation will bring with the intention to attain the standard envisaged for schools, teachers and students as mentioned in the National Curriculum Statement.

2.4.2 Change management objectives

Change management plays a role in the holistic transformation of schools, teachers and students. Scott (2003, p. 74) identifies the objectives of change management, some of which are relevant to my study. The objective of ensuring that leadership is accountable, aligned and out-front leading, reminds us of the role which the school management team has to play in the implementation of IQMS in schools. As mentioned previously, IQMS opens opportunities for teachers to develop and excel in their respective areas of expertise. The objective of equipping the right people with the right skills who are ready to perform at implementation is of relevance as teachers and the school management team are the only workforce on whom the implementation of IQMS depends. In this regard, the change management objective of ensuring the workforce understands and accepts the need for change plays a vital role. In the change management objectives, Scott further adds that one

needs to continually identify and address key barriers to change. This objective tests the effectiveness of a policy like IQMS in schools and tackles challenges which become stumbling blocks in the implementation of the policy.

2.4.3 Value of change management

Kotter, (1995, p. 147) perceives the role of change management as one that provides a structured approach for making changes in a planned and systematic fashion to effectively implement new methods and processes in an on-going organization. The goal is to prepare stakeholders (teachers in this regard) for the transformation, ensure that they are knowledgeable to face change in a dynamic work environment and ultimately ready to embrace the change. He further adds that change management is essential to effectively addressing workforce concerns that arise in any transformation effort. Change management, also helps to foster organizational acceptance, enthusiasm, and cooperation, despite the uncertainty that any transformation holds.

2.4.4 Tips for effective change management

Hellriegel et al., (2001, p. 63) states that organisational change presents complex challenges hence the inappropriate implementation of IQMS. The seminar's report about IQMS confirms Carnall's (1990, p. 102) view that change often creates conflict and uncertainty amongst people implementing the change program. He further adds that individual resistance to change can produce substantial time lags. Ingram and Schneider (1990, p. 95) identify six views of success found in the implementation literature:

- Agency compliance with the directive of the statute;
- Actions and discretion of implementers leading to achievement of broad goals of the statute;
- Whether the effects, both intended or unintended, were provided for in the initial design;
- Mutual adaptation;
- Achievement of local goals;
- And political resolution of conflicts.

Ingram and Schneider (1990, p. 106) are also of the view that with the exception of the third view (whether the effects, both intended or unintended, were provided in the initial design), implementers themselves have a great deal of control over the success of the implementation efforts. However, satisfying one criterion certainly does not mean that all will be satisfied. In fact, some could be mutually exclusive, for instance, agency compliance with the directives of the statute and achievement of local goals. The type of success by which policy implementation should be judged depends on the context of implementation. What I have discovered from studying the concept of change management is that most authors refer to the term as organisational change management. This is based on the fact that change is often practiced in organisations and not just in a vacuum, with a goal to achieve at the end of the day in order to be regarded as functional organisations. The fact that each functional organisation has a goal to accomplish suggests that I should consider including organisation theory in this study.

2.5 Organisation theory

Abell (2006, p. 93), views the environment surrounding the school as one that includes the social, political and economic forces that impinge on the organization. By social forces, I understand that he means the influence of the community in which the school is situated. While policies which the school is expected to implement are subject to contestations and resistance to implementation inside the institution, they are also subject to the same conditions from teacher unions and political organisations outside the school. Economic forces may include financial gains and expenditure that the school incurs. According to Abell, the environment in the open systems model takes on added significance today in a climate of policy accountability.

According to Senge (1990, p. 3), learning organizations are organizations where people continually expand their capacity to create the results they truly desire, where new and expansive patterns of thinking are nurtured, where collective aspiration is set free and where people are continually learning to see a holistic viewpoint. This is typical of a school that is enthusiastic to implement a new policy like IQMS. The basic rationale for such organizations is that in situations of rapid change only those that are flexible, adaptive and productive will excel as the organization theory suggest. For this to happen, it is argued,

school principals who have adopted the style of transformational leadership need to discover how to attract teachers' commitment and capacity to learn at all levels. While all people have the capacity to learn, the schools in which they have to work and sometimes school committees are often not conducive to reflection and engagement. These are the schools that have teachers who are not willing to take the initiative. Furthermore, people may lack the tools and guiding ideas to make sense of the situations they face. This is typical of the situation that schools currently find themselves in with regards to implementing the policy, as those participating in its implementation deny any form of support received from their immediate seniors, including the department itself.

Abell (2006), also views organisations as usually consciously constructed with a common goal in mind. Abell points out that while it is common for any organisation to have differing options; all strive for the achievement of the organisation's vision or goals. Some of these options include, differing opinions within an organisation about what its objectives are or should be and the many different mechanisms for controlling and coordinating human activities both within and outside organisations. While the objectives of an organisation may change over time, organisations can be more or less effective (efficient) in achieving their objectives. According to Abell (2006), a great deal of organisation theory is concerned with describing and explaining the occurrence of different sorts of mechanisms for achieving control and co-ordination.

He further perceives control mechanisms as the means by which the actions/behaviour of actors, (sometimes individual human beings, sometimes and groups) are motivated in order to achieve the objectives of the organisation. In terms of IQMS, the teacher appraisal system aimed to act as a strong motivator so that the envisaged quality of teachers could be achieved.

When explaining co-ordination mechanisms, he states that they are the means by which the actions/behaviours of actors (individual or collective) are brought into alignment with each other in order to achieve the objectives of the organisation. In other words, the issue of advocacy, formation of structures (teaming up) and an agreed upon plan of action and implementation, (when the school is about to implement IQMS) is one fundamental ingredient of organisation theory. The emphasis of control and co-ordination mechanisms in

the policy document of IQMS clearly specifies that the developmental role of the policy is dependent on an organisational framework that is non-bureaucratic and perceives everyone as a worthy being.

Within the organisational theory, schools are regarded as open systems. The term "open systems" reflects the newfound belief that all organizations, including schools, are unique and should therefore be structured to accommodate unique problems and opportunities. This implies that schools are always in dire need of empowered corps of educators who are innovative and dedicated. IQMS could meet those needs so that teachers have all the abilities needed to develop the school and students holistically. Relevant to this theory is a type of leadership that aims to convert schools from bureaucratic organizations to learning organizations; a kind of leadership that takes into consideration that people have different needs and are, therefore, motivated by different incentives to achieve organizational objectives. This is a kind of leadership that is aware that people's needs change predictably over time as the needs of people lower in the hierarchy are met and new needs arise.

2.6 Leadership

Given the complexity and controversial nature of IQMS, an important question to address is what kind of leadership has the ability to motivate people to want to change, to improve, and to be led. A process of this kind requires leadership that involves assessing associates' motives, satisfying their needs and valuing them. This leadership approach is well known as transformational leadership.

Transformational leadership falls under the umbrella group of leadership theories which is regarded by Bush as a collegial model. Brundett (1998, p. 305) in Bush, defines collegiality as teachers conferring and collaborating with other teachers towards a common goal. Although there cannot be one single definition of transformational leadership, one can describe it as a process to shape and elevate goals and abilities so as to achieve significant improvements through common interests and collective actions. Having been proposed by Burns (1978) and emerging in the 1980's, transformational leadership cannot be defined within a single statement as it encompasses a variety of leadership approaches that value the involvement of followers and regards them as participants. Transformational leadership has three fundamental goals which are helping staff members develop and maintain a

collaborative, professional school culture; fostering teacher development and helping teachers solve problems together more effectively. Transformational leaders motivate and inspire people by helping group members see the importance and higher good of the task. Transformational leaders are focused on the performance of group members, but also want each person to fulfil his or her potential.

According to Bush, transformational leaders have the opportunity to apply any of the four critical and interdependent social processes: namely, idealized influencing, inspirational motivation, intellectual stimulation and individual consideration when a need arises. According to Blanchard (1982, p. 134), school managers using transformational leadership often attract strong feelings of identity and intense emotions, a process which will allow teachers to explore and assimilate better attitudes towards the IQMS policy and its implementation. The adoption of transformational leadership in the implementation of IQMS can easily send clear messages of purpose and mission, while generating excitement at schools through heightened expectations. Transformational leaders in the practice of IQMS have the opportunity to encourage innovation and creativity through challenging the normal beliefs or views of teachers and promoting critical thinking and problem solving to improve the school's performance. As each teacher is unique in their field of needs and development, the school management team and the implementation team have to act as coaches and advisors to the associates. Managers who consider the individual, especially in the implementation of IQMS are likely to encourage teachers to reach goals that help themselves, their associates and the school.

Leithwood (1993, p. 75) is of the opinion that transformational leaders foster the acceptance of group goals, convey high performance expectations, create intellectual excitement and offer appropriate models through their own behaviour. This opinion implies that transformational strategies that can be applied in the implementation of IQMS have the capacity to motivate and inspire teachers and provide a sense of purpose and meaning that can unite them in a common cause. It also implies that for successful implementation of IQMS, school managers and implementers have to become strong role models, encouragers, innovators and coaches in order to transform teachers into better, more productive and successful individuals. This is confirmed by Northouse (2001), when he states that in 39

studies of transformational literature, individuals who exhibited transformational leadership were more effective leaders, with better work outcomes.

2.7 Conclusion

The above literature is one attempt to cover some of the concepts which have been revealed as fundamental findings in the data collected for this study. The practice of IQMS as policy is extremely diverse in school contexts as principals practice different leadership and management styles and strategies. As previously mentioned, one focus of this study is on the leadership styles of principals in relation to the management and implementation of IQMS, the factors that affect effective implementation and the impact IQMS is supposed to have in schools.

As per the discussion above, it is advisable to view change positively and pro-actively and to consider the fact that change is complex. The literature also highlighted that people within an organisation can successfully adapt to change through being actively involved in the change process. With the consideration of their active participation, teachers will receive the maximum amount of information about the potential change and through their involvement schools will be able to provide valuable feedback.

The literature has also shown that it is easier to develop new policy and that the most difficult part is always the implementation (Fullan, 1993). It is important to consider the numerous gaps which exist between policy and practice and which hinder the effective implementation of policies such as IQMS. Change management underlines the fact that schools should become learning organizations and exercise strategic management and effective leadership which will be able to successfully implement and manage innovations brought about by change. In policy implementation, transformational leadership and participative structures are suggested to assist with the implementation of change innovations. Most transformational theorists argue that making implementation practice more democratic solidifies a role for administrators in the support and development of democratic institutions. According to my understanding, the fundamental nature of school effectiveness, school improvement, a collaborative school culture and informal structures are all rooted in effective leadership and management of people.

Although different studies have revealed that IQMS can be an effective policy to produce the quality of learners as envisaged by the National Curriculum Statement, problems around its implementation still prevail. Some studies have brought to light some of the inconsistencies, which include compliance with filling in the forms to qualify for salary progression, which due to the double packaging of teacher development is linked to a salary increment. While teaching is still recognised as a calling, programmes that empower and develop teachers to be internationally competent are still highly recommended. Policies that contribute to the betterment of educators are vital, but policy planners need to be aware of the unintended consequences of their policies and take the necessary action to ensure that the policy is implemented successfully.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 Introduction

In this chapter I discuss the research orientation in which my research has been conducted. I further discuss the phenomenological aspect of my research, the population and sample, data collection and data analysis, the validity and reliability of the methods used, limitations as well as the ethical considerations during the study.

3.2 Research orientation

Cohen, Manion and Morrison (2000, p. 19), have a perception that in interpretive research, individual behaviour can be understood by the researcher sharing their frame of reference, namely, that the understanding of individuals' interpretations of the world around them has to come from inside, not from the outside. This strengthens the belief that the intention of qualitative research is an attempt to inform our deeper understanding of issues and thereby help in the interpretation processes as well as through narrative description. To understand participants' behaviour and their interpretation of their 'lived world' from 'the inside' and to delve into their experiences and perceptions on IQMS and its implementation, I perceived the interpretive paradigm suitable for this study. The main purpose was to probe and understand participants' experiences and perceptions on IQMS implementation and what they feel is necessary to improve the quality and rate of its implementation.

Terre Blanche and Durrheim (1994, p. 124) are of the view that interpretive research "relies on first-hand accounts, tries to describe what it sees in rich detail and presents its findings in engaging and sometimes evocative language". According to Winegardner (2001, p. 147), this is an interpretation by the researcher of social environment. She points out that interpretations are transitional and situational. This view is supported by Eisner and Peshkin (1990, p. 249) when they argue that qualitative research "has to adopt, create and use a variety of non-quantitative research methods to describe the rich interpersonal, social and cultural contexts of education more fully than can quantitative research".

The interpretive approach criticizes quantitative approaches for assuming that there is a world out there to be controlled and measured. This study looks at human behaviour and its interpretation and takes the stand that a quantitative approach would be inappropriate especially if the attempt here is to address the research question.

With this view in mind, the IQMS study does exactly that as it engages the opinions and judgements of participants, because, according to Becker, as cited in Cohen et al. (2000, p. 21) people are not “cultural dopes or passive dolls” of positivism but participate fully in the phenomenon in which they are part. In support of this position, Garfinkel as cited in Adler and Adler (1987, p. 25), maintains that research should focus on how people in their everyday lives, make sense out of, ascribe meaning to and create a social structure of the world through a process of continual negotiation and interpretation. To strengthen this point, Dowding (1997, p. 29) goes on to contend that the qualitative approach allows researchers to examine a large number and range of behaviours and meanings amongst members of the organization to bring out details which would have been overlooked in a quantitative approach.

The foregoing statements encouraged me to emphasize the importance of the interpretive orientation of my study. I am investigating the factors inhibiting the implementation of Integrated Quality Management System as seen through the eyes of the participants. The challenges will be constructed through the opinions, views and experiences of the people, which will appropriately be accommodated within the interpretive approach. The intention is not to arrive at a generalization or to establish a causal relationship but to gain the persuasive voices of the participants regarding the ‘implementability’ of the policy and the leadership and management role as it is studied in its natural setting (Denzin & Lincoln 1994, p. 3). This research attempts to maintain interaction with participants as they begin to make sense of their situation as well as reflecting on the meanings they attach to their actions.

It is also important to suspend the researcher’s bias, perceptions and judgements and allow the interpretation the participants bring to the phenomena being studied, to speak for

themselves. The participants will be allowed to present their own understanding of the challenges obstructing the implementation of IQMS.

The research to be conducted has a phenomenological orientation. It is qualitative in nature as it is centred on the subjective meaning and clarification of descriptions of 'lived world' experiences. The review of literature on phenomenology has influenced me to discern the consistency within my views and interests and therefore it is an appropriate tool that could help me answer the research question.

3.3 The phenomenological aspect of my research

This section discusses why the phenomenological orientation is of relevance to this study. In this research I am interested in studying the direct experience (or primary experience) and perceptions of the principal, DSG, SDT and teachers on the implementation of IQMS at their school. As Creswell (1994, p. 12) explains, in phenomenological studies human experiences are examined through the detailed descriptions of the people being studied. Understanding the "lived" experiences marks phenomenology as a philosophy based on the works of Husserl. Husserl, (2002, p. 314) perceives that as a method, the procedure of phenomenology involves studying a small number of subjects through extensive and prolonged engagement to develop patterns and relationships of meaning.

Generally, phenomenology can be regarded as a qualitative method that attempts to understand participants' perspectives and views of social realities. With reference to the study on IQMS, it is of importance to understand how people interpret and apply the policy in their respective schools. In agreement with my choice of approach, Leedy and Ormrod (2001, p. 157), are of the view that phenomenological study aims to understand an experience from the participants' point of view.

3.4 Population and sampling

3.4.1 Population

A population can be defined as a group of elements or causes whether individual, object or event, that conform to specific criteria and to which the researcher intends to generalize the

results of the research (McMillan & Schumacher, 2001, p. 169). White (2005, p. 113) describes population as all possible elements that can be included in the research. Population can be people or curricula or anything that is investigated as the focus of the research. The population for this study comprises teachers, DSG, SDT and a principal at a secondary school in Ntabankulu.

3.4.2 Sample

According to De Vos (1998, p. 191) a sample comprises the elements of the population considered for actual inclusion in the study. Two methods of sampling are distinguished, i.e. probability and non-probability. For the purpose of this study, the emphasis will be on non-probability sampling which in direct terms will be regarded as purposive or purposeful sampling. This is a form of sampling that is based on the judgement of the researcher as to which subjects best fit the criteria of the study. This is confirmed by Doherty, (1994, p. 2) when he states that “methods involving judgement are sometimes referred to as purposive selection, judgement selection or non-probability selection”. Patton, (1990, p. 169) sees purposeful sampling in qualitative research as appropriate if the research question is likely to benefit. He argues that “the logic and power of purposeful sampling lies in selecting information-rich cases for study in depth. Information-rich cases are those from which one can learn a great deal about issues of central importance to the purpose of research”.

In this study, purposive sampling was used because each element in the population had an equal chance of being chosen. In sampling, I used the school principal, two members of the School Development Team, two teachers and one member of the Development Support Group as active participants in the study. To identify the participants I had to think about each of the staff’s responsibilities. The principal, as the most accountable person in the implementation of all policies at the school, had to be the first to be identified. The group of people who carry the responsibility of ensuring the implementation of IQMS at school is the SDT through conducting advocacy workshops at school, ensuring the existence of the DSG, ensuring the implementation of baseline evaluation for each teacher and documenting evidence for every IQMS related activity done. It was because of these responsibilities that I realised that the inclusion of the SDT in this study would be of utmost importance. In order to be able to manage responses, I had to limit the number of participants in each category

to two, except for the principal and the DSG. The implementation of IQMS in schools aims at improving the quality of teaching as well as making teachers agents of change in their workplaces. This implies that the inclusion of teachers as participants in this study could not be underestimated. As the SDT has the responsibility to set the annual plan for the implementation of the IQMS policy, it is also their responsibility to follow in the footsteps of the DSG and monitor the validity and authenticity of the process. The inclusion, therefore, of the DSG, in attempting to explore the existence of effective implementation and management of the policy would also be of importance to the study.

3.5 Data collection

This research will be conducted as a case study in which the ethnographic technique of interviews and participant observation will be used. The case study approach is clarified by Hart (1993, p. 103) when he states that, it “relies on detailed analysis of interaction processes among people, especially the analysis of talk, which is uniquely a suitable method for understanding principal’s leadership, because the vast majority of these interactions are verbal”.

Holland as cited in Mwingi, (1999, p. 42) emphasizes that a case study method enables the researcher to extract information from phenomena over which he/she has little control and to come up with significant associations, illuminating information and persuasive arguments. According to Becker as cited in Mwingi, (1999, p. 46) in a case study the researcher realizes that he/she works with people who are integrated beings with working parts and boundaries. As a result people become active subjects, as they are not only affected by internal and external influences, but are themselves the centre of meaningful action and reaction. A case study takes these matters into consideration.

Stake as cited in Mwingi (1999, p. 46) states that a case study is therefore well suited for understanding human relations because it is able to appreciate the uniqueness and complexities of the people to be studied since people are embedded within the context of the phenomenon to be studied. Dowding (1997, p. 30) cites that a “case study allows a movement beyond formal conceptions of the organization to consideration of informal phenomena that reflects the members’ meanings and sense-making practices”.

This implies that the case study method encompasses intrinsic and instrumental techniques. In the intrinsic technique, the case study will be learning about the role the principal, SDT and the DSG has played towards the effective implementation of IQMS, while the instrumental technique will bring forth the alignment of actions with regards to the policy content and expectations, as well as what and how the challenges emerged during the implementation of the policy.

The use of the case study in this instance enables the researcher to deliberately get information that is context-bound as this may also be pertinent to the challenges that are being investigated (Yin, 1994, p. 13). The intention, according to Patton, is to understand a particular event, role, group or interaction. This entails immersion in the everyday life of the setting chosen for the study. The researcher enters the world of the informants and through on-going interaction, seeks the informants' perspective and meanings (Patton, 1990; Cohen & Manion, 1994).

In agreement with Cohen's (2003, p. 274), thinking that one of the purposes of interviews in qualitative research is to "try to access what is in the participant's head", in my study I used semi-structured interviews with the intention to access the participants' thoughts and how they interpret their realities in the understanding and implementation of IQMS. Another reason why I decided to conduct semi-structured interviews is that, while key elements for exchanging views are retained, the open-ended approach adopted allows for a rich and detailed discussion of those key elements. This allows for a free flowing engagement that changes the ordinary question and answer routine into a two-way discussion process (Seidman, 1991, p. 3).

Kvale (1996, p. 18) describes this type of interview as grounded in the conversation of daily life. He regards its aim as obtaining the description of the 'life world' of the interviewee with respect to interpreting the meaning of the described phenomena. This assumes that social knowledge and reality are not objective data to be quantified, but are meaningful relations to be interpreted (Kvale, 1996). The purpose here is to find the meaning and ideas of the participants about the challenges they faced during the implementation of the policy. It is expected that meaningful interpretation may emerge from the interview interaction. Kvale (1996, p. 14) highlights that "a qualitative research interview is a construction site for

knowledge and the purpose of the exercise is to understand themes of the lived daily world from the subject's own perspective". In support of this view, Seidman (1991, p. 4) states that, "interviewing provides access to the context of the people's behaviour and thereby provides a way for researchers to understand the meaning of that behaviour". He further notes that "a basic assumption in in-depth interviewing research is that the meaning people make of their experience affects the way they carry out that experience".

Kvale (1996, p. 31) emphasizes that the interview must be conducted with what he calls "deliberate naiveté". He explains this as an attempt to gather descriptions of relevant themes of the interviewee's 'life world'. Seidman (1991, p. 10) categorizes interviews into those that focus on the life history of participants; those that focus on reflections on meanings of experiences and those that focus on details of experiences of the participants within the context. The combination of the three types of interviews with special emphasis on the second one, assures me that interviews would be suitable for this study.

I understand that reflections on meanings address the intellectual and emotional connections between participants' work and life, and as a result the researcher is able to obtain pertinent information on the factors inhibiting the implementation of the policy. In Le Compte and Preissle (1993, p. 43), Denzin classifies the forms of interviews as scheduled standardised, non-scheduled standardised and non-standardised interviews. With this in mind, I associate semi-structured interviews with the non-standardised interview. I decided to conduct interviews during times that would not affect the smooth running of the curricular activities of the school. Some sessions of the interviews lasted up to fifty minutes depending on the quality of content I obtained during that particular time and the willingness of the respondent to expand on the information given. As my study has a phenomenological orientation, I understand that the interview has an element that provides the rationale for entering research participants' realities, and to dig their experiences as these are assumed to shape their attitudes and perceptions. I used prompts and probes such as 'Can you explain more? What do you mean by that? Can you expand on that?' to unearth participants' experiences and perceptions and for them to open up further and articulate their experiences. Having entered participants' minds with open ended questions, I was able to gain insight into their experiences and understand it from the participants' point of view.

Powney and Watts (1987, p. 35) caution the researcher against bias that creeps in and may distort the work produced in an interview. They highlight that bias starts at the time of the interview process and continues through the analysis stages and that researchers have to acknowledge and be explicit about their own bias to counter the possibility of distortion. One area they identify is that of the background of the researcher where psychological factors such as attitudes, expectations and motives which can lead the researcher to show bias.

There are also behavioural factors which may arise out of the circumstances in which the interview is done. As quoted in Powney and Watts (1987, p. 37), Brenner emphasises the unavoidable existence of bias in interviews where he says, “to want to interview without interviewer’s influence is a contradiction in terms”. This implies that the interviewer must be vigilant of his/her own perceptions as well as those of the interviewees as these may have a distorting influence on the outcome of the interview.

To expand my understanding of their perceptions and implementation processes, I used observation as one of the data gathering tools. Leedy and Ormrod, (2001, p. 167) define observation as a type of research in which a particular aspect of behaviour is observed systematically and with as much objectivity as possible. There are two steps in the evaluation process that must be observed, namely, the class visit and the subsequent meetings between the evaluated teacher and the DSG. The purpose of these observations was to gain an understanding of how IQMS was implemented at the school. The observation data successfully complemented data that was generated from the interviews.

This research tool is intended to get into the ‘lived world’ of my participants. It observes how these people make sense of their world and how they give meaning as well as how they interact as a result of those meanings (Jorgensen, 1989, p. 14). It is the intention of the researcher to get closer to the insiders’ conception of their reality. I understand that this would have been difficult if I had never worked at the school, but I was once a teacher at the school and am still informed about current events taking place at the school. I wanted to ensure that the actions of my participants and meanings thereof came from their own standpoints (Jorgensen, 1989). According to Jorgensen (1989, p. 23), “the methodology of

participant observation involves a flexible, open-ended, opportunistic process and logic of inquiry through which what is studied is constantly subject to redefinition based on field experience and observation”.

Cohen, (2000, p. 311) emphasises the importance of participant observation as he says it reduces the “reactivity effect”. He goes on to say that it enables the researcher to see how events evolve over time, catching the dynamics of situations, the people, personalities, contexts, resources, roles and so on. This implies that participant observation helps in facilitating thick description which lends itself to accurate explanation and interpretation of events rather than relying on the researcher’s own influences.

The importance of context and time finds support from Lincoln and Guba (1985, p. 189) who argue that reality construction cannot be separated from the world in which it is experienced and that any observations that might be made are inevitably time and context dependent. They argue that no phenomenon can be understood outside of the “time and context that spawned, harboured and supported it”. A word of caution from Jorgensen (1989) is that entrance into the insider’s world can cause the researcher to lose focus and get blinded by his closeness to the participant’s daily life. This implies that the researcher’s own image may be affected by participant observation while it may also be true that the participant observer influences the participant in one way or another. This implies the possibility that the researcher may be invading the insider’s world and therefore, care has to be taken to ensure mutual understanding.

Ely, (1991, p. 50) argues that there are some difficulties in becoming ‘the other’ because the researcher “has to assume the role of an apprentice” as he/she begins to learn the roles of the people he/she is to investigate. Getting engaged in ‘shadowing’ makes the researcher conspicuous and may result in participants becoming over sensitive. Ely goes on to warn against these pitfalls and advises that the researcher should be aware of these shortcomings and be ready to amend the situation.

To finalise my data collection, I examined relevant documents, such as the minutes of SDT and DSG meetings and evidence of planning the implementation of the policy in order to build a richer picture of the school's approach towards the implementation of IQMS.

3.6 Data analysis

According to Bogdan and Biklen (1992, p. 153), analysis involves working with data, organising them, breaking them into manageable units, synthesising them, searching for patterns, discovering what is important and what is to be learned and deciding what you will tell others. In a more detailed description, Jorgensen (1989) goes on to say that data analysis involves "breaking up, separating or disassembling of research materials into pieces, parts, elements or units. With facts broken down into manageable pieces, the researcher sorts and sifts them, searching for types, classes, sequences, processes, patterns or wholes". When explaining the aim of the process, Jorgensen perceives it as assembling or constructing the data in a meaningful or comprehensive fashion. In addition, Yin (1994, p. 103), strongly suggests that the researcher must have a general analytical strategy as the ultimate goal is to treat the evidence fairly in order to produce compelling analytical conclusions and to rule out alternative interpretations.

The interviews of the participants were tape-recorded and prepared for data analysis. The process involved transcribing the interviews of participants. To analyse data, I coded similar themes from interviews, documents and observations while IQMS was in practice, looked at similar patterns and sorted data to address my research question. In support of this activity, Hart (1993, p54) points out that data analysis allows the researcher to identify conversational patterns and observe connections among the experiences of the participants. The discovery of these patterns offers the researcher alternatives towards generalisations. Ryan and Bernard, (2000, p. 781) describe coding as "the heart and soul of whole-text analysis". This categorization and interpretation of data in terms of common themes and synthesis into an overall portrait of the case is supported by Stake, (1995, p. 71) when he writes, "data analysis is a process of unlocking information hidden in the data that the researcher transforms into meaningful and useful information".

3.7 Validity and reliability of the methods used

According to Leedy and Ormrod (2001, p. 31), validity can be defined as the extent to which the instrument measures what it is supposed to measure. This implies that the data collection tools I used have to satisfy the intention I used them for, to produce data that has sufficient weight and integrity. To ensure the validity of the findings, three methods were used to collect the data. Leedy and Ormrod (2001, p. 104), regard the use of multiple sources of data collected with the hope that they will converge to support a particular hypothesis, as triangulation. Cohen, Manion and Morrison (2003, p. 112), also define triangulation as the use of two or more methods of data collection in the study of some aspect of human behaviour.

Leedy and Ormrod, (2001, p. 31) define reliability as the consistency with which the data gathering tools yield a certain result when the entity being measured has not changed. The uniformity and validity of the data provided by the participants was tested on various spheres. Before the interviews commenced, I first created a relaxed atmosphere for the interviewees so that they would feel free to talk as participants. During the conversation, I kept on rephrasing certain questions to ensure that the interviewee understood the meaning of the questions. I also used member checking during the process to ensure that I had accurately described participants' experiences. At times I would ask questions like, "do you mean...?" while I would also replay the tape in order to confirm what the participant had said. To make my results more reliable, after I had transcribed them I went back to the participants and discussed the transcribed data so that they could confirm after reading the transcripts that I had reflected their views accurately.

It was through the use of this form of member checking that I could be certain about the accuracy and reliability of my findings.

3.8 Ethical considerations

According to Cohen, Manion and Morrison, (2003, p. 58) ethics embody "individual and communal codes of conduct based upon adherence to a set of principles which may be explicit and codified implicit and which may be abstract and impersonal or concrete and

personal". Leedy and Ormrod, (2001, p. 106) warns that whenever human beings are the focus of the investigation, the researcher must look closely at the ethical implications of what they are proposing to do. In consideration of this content, before the study I had to receive consent from the district office, my immediate senior (circuit manager who is sometimes called the EDO) and the school principal, granting me permission to conduct the study at the school. After receipt of such documents, I had to get permission from the prospective participants to engage themselves in interviews, informing them of their right to withdraw during any moment when they felt uncomfortable and that each one's involvement in the study was voluntary.

I also assured them that they would not be exposed to undue physical or psychological harm nor would they be subject to any form of unusual stress, embarrassment or loss of self-esteem. In adherence to the right to confidentiality as an ethical issue in research, participants were aware that no one except myself would have access to any of the participants' responses or behaviour and that the content of my study was strictly confidential. To retain the honesty engendered with my professional colleagues and other researchers, in my presentation I will report the findings in a complete and honest fashion, without misrepresenting what my participants have done or intentionally misleading others as to the nature of their findings.

In addition to this, I will not fabricate data to support any particular conclusion no matter how seemingly noble that conclusion may be.

3.9 Conclusion

This chapter has focused on the context in which the study was conducted, including the methods used, orientation, sampling, how the data was analysed as well as adherence to ethical issues.

This chapter has shown that the study was conducted within the interpretive paradigm as an attempt to capture rich detail of the 'lived world' of the participants. I have highlighted the significance of the interpretive orientation in the study conducted and how narrative description and interpretation thereof would form part of this research. I have also argued for an interpretive orientation on the understanding that it would facilitate the continued

interaction of the participants as they begin to make sense of their situation while at the same time they reflect on the meanings they attach to their actions.

Driven by the fact that I am investigating issues relating to leadership and management, I had to argue for the interpretive paradigm and justified the approach by highlighting that dealing with experiences, attitudes, perceptions and bias requires this paradigm, as it adequately accommodates the issues I have just mentioned.

I have also argued the relevance of this research to the phenomenological orientation as it studies direct experience (or primary experience) and perceptions of the principal, DSG, SDT and teachers on the implementation of IQMS. I have also supported the use of the case case method in my investigation as appropriate as it has been of help in the understanding of human relations and appreciates the uniqueness and complexities of people within a given context.

I have mentioned the use of semi-structured interviews with the intention not only to gain answers to simple questions, but also to probe issues during the two-way interaction and discussion, anticipating gaining a better understanding of issues within the phenomenon that is being studied. During the study, six people were interviewed to represent the cross-section of the school so that they could provide information needed to fully discuss the factors inhibiting the implementation of the policy.

In this chapter, I have exposed the fact that participant observation is one of the instruments used to gather information. Participant observation has allowed me to see how events evolved over time and how participants acted and reacted in the course of events of policy implementation.

In this chapter, I have also shown how the data was analysed using the unitising and categorising strategy. Discussion and analysis have followed after understanding the role each of the affected parties has to play in the implementation of the policy. Themes and patterns have emerged after analysis and shall be presented in the chapters to follow. These themes and patterns have served to summarise the categories and highlight the important features around IQMS implementation at the school.

This chapter has also shown participant observation as an instrument used to validate the data collected during interviews. Most professional researchers regard the use of two or more forms of data collection as enough to complete the triangulation stage of data collection.

This chapter has also shown the limitations that were guaranteed to affect the quality of responses I was likely to encounter during the study. As shown previously, during the study I have adhered to ethical considerations to ensure that the research was conducted in an honest fashion and that respect for all people involved was an overriding consideration. All interactions, interviews, observations and document analysis were conducted with due consideration of participants' rights within the "informed consent" parameters where member checking also played a role.

The chapter that follows presents the data collected during interviews and observations.

CHAPTER FOUR

DATA PRESENTATION

4.1 Introduction

In order to respond to the questions on how IQMS is implemented and managed in schools, I present the findings of my research in this chapter. For triangulation purposes, I have woven the three strands of data collection together. This is where I have quoted substantially from the original data in order to present the participants' opinions as precisely as I possibly could. The significance of my findings in terms of the literature with reference to a way forward is discussed in Chapter Five.

4.2 Epigrammatic background (school and teacher profile)

This is the institution in which I have been teaching for six years. The information that follows is taken from my knowledge and experience and through informal talks with the school principal and some members of the school community.

This is a public school which caters for boys and girls from grade R to grade 9 in the Eastern Cape and is located in one of the most poor and disadvantaged areas. The school was established in 1912 with ten mud classrooms which were later renovated into permanent structures in 1986. The physical layout of the school gives evidence to the fact that many of the government schools were built more or less in the same way. This school has two classroom buildings opposite each other, with ten rooms which are used as classrooms except one room that is used as the principal's office, staffroom and store room as there is no administration building. There is a two room zinc shack, adjacent to the two buildings, which is used to accommodate the grade R class and the kitchen which is used during food preparation for students. The school has never been fenced by the department; hence teachers have no dreams of having a school garden. As the school is situated in an uneven site, learners have to walk a distance of one kilometre (with no exaggeration) to get to the sports fields although even those fields are not up to standard.

This institution is neighbored by five other institutions, two of which also run from grade R to grade 9, two from grade R to grade 6 and one high school. The most interesting part about this school is that in spite of its very small feeder zone it exceeds the other four in terms of student enrolment. Some learners even drop out from other institutions to enrol in this one and as such it is the only one in the area with a staff enrolment that has reached twenty. The majority of the teachers are female with six male teachers, where the management consists of one male Principal, one female Deputy-Principal (DP) and two female Heads of Department (HOD). The school at the moment has 589 learners which are all from the communities around the feeder zone and areas around the other institutions. None of these schools, except the high school, has ever benefited from the scholar transport subsidy the department is offering to schools.

The school does not have even one computer or a library. There is a filthy staff room that stores old typewriters, garden equipment and old and new books ready for distribution to learners. Another more disturbing characteristic is the lack of parental involvement in the school, although it is not surprising as this is a common element in most schools in the black community. Many parents do not attend meetings and do not even fetch progress reports for their children and as such, students end up requesting cousins or other people to collect them. The school depends largely on monies allocated by the Department of Education (DoE). As there are no complaints, suggestions nor compliments from the parent community, the lack of interest from the parents is one cause for the lack of resources and school improvement and has resulted in poor teacher morale.

From my knowledge, the principal has attained an honours degree in education management, while the deputy principal who is about to retire holds a primary teachers course. Both HODs possess an advanced certificate in mathematics education while most teachers at the school only have a teaching qualification ranging from the National Professional Diploma in Education to the Secondary Teachers Diploma. The people who agreed to be interviewed were the Principal, two School Development Team members, one Development Support Group member and two teachers, who do not hold positions in the IQMS committee. All participants have undergone IQMS workshops right from its inception, and all of them have spent more than eight years as teachers at the school.

4.3 IQMS management and implementation

In the previous section, a school and teacher profile was outlined based on informal conversations and observations. In the section that follows, a formal content scrutiny of transcribed semi-structured interviews, observation of IQMS in practice, as well as document analysis are discussed and integrated with special focus on the implementation of IQMS.

4.3.1 Research tools analysis

The interviews were conducted with the intention to investigate:

- Whether the IQMS policy is implementable and meets its purpose,
- Challenges in the implementation - if there were any and how could they be addressed,
- Whether each of the stakeholders understood their role to ensure effective implementation and
- How much support the school receives from the department.

The interviews had the principal, two SDT members, one DSG member and two teachers as participants. From the interview data the following categories developed:

- **IQMS training**
- **understanding purpose**
- **competence of evaluators**
- **monitoring and support**
- **time frames versus planning**
- **developmental needs versus incentive**
- **compliance**

As I had to engage myself in participant observation as well as being a researcher, I typically became a member of the IQMS team at the school with the intention to conform to the setting. In doing so, the aim was to gain a closer insight into the school's implementation practice of the policy. The participant observation I undertook was intended to assist in validating or to proving otherwise the data that emerged from the interviews.

I also used document analysis in this data collection as I considered it a valid research methodology for the study of IQMS as a policy. I hoped that studying the policy and other documents would render a better understanding about its structure, expectations and implementation strategies as well as the school's preparedness to implement the policy.

4.3.1.1 IQMS training

With reference to the policy document, training "must specifically address issues relating to how the IQMS should be implemented in all schools. All officials and educators must have thorough understanding of the principles, processes and procedures. Training must enable officials and educators to plan and administer IQMS in a uniform and consistent manner" (DOE, 2003, p. 8). According to the document, the National Training Team (NTT) has to conduct training sessions for provincial delegates, the Provincial Training Team has to train officials from the regional or district level, while clusters and schools have to be trained by officials from the district level.

While IQMS is supposed to be effected right from the beginning to the end of each year, the policy document and the IQMS training manual do not define, in any manner, when introductory workshops to new teachers or revival workshops to existing teachers, should be conducted. It is only the IQMS year plan which is issued to schools around March and sometimes April that highlights introductory meetings that should have been conducted around January, although it does not specify what the content of those meetings should be.

This has been confirmed by all the participants who also added that it was only during the advocacy and training when there were about two workshops conducted by the Department of Education, each lasting not longer than three hours. The principal even asked, "How can you be certain about the success of the policy when your workshop for the recipients runs for less than an hour while the policy is designed to be here to stay?" The principal also highlighted that, "before the department could pride themselves about the inception and success of the policy, they should have made schools ready for it and its implications to the school community that is, learners, teachers, principals and the schools at large. Instead, they just trained us for that thirty minutes and demanded IQMS summative scores, thereafter. These were once off workshops while the scores are demanded yearly". Teachers added that, "the training we received was from the union

representative who was accompanied by a departmental official who seemed not to be knowledgeable about what she was presenting. Perhaps that's why the union decided to intervene".

In response to the question about training, the DSG also added that, "teachers have to be trained alone regarding what is expected of them, the same should be applied to SMTs, principals and DSGs. It is just pitiful that facilitators, themselves, are not erudite about IQMS and as such, when someone asks them a question, they easily get annoyed and emphasise the content of the document instead of answering your question". Regarding the quality of training, the DSG indicated that, "workshops should ensure quality assurance so that teachers can stop having negative attitudes to the policy and stop perceiving it as a threat or a money making business".

The IQMS training manual was used by facilitators during advocacy and the training period, as it is the only document that contains the roles and responsibilities of the principal, teachers, SDT and the DSG. The IQMS policy document only contains those of the SDT. With respect to documents with information on IQMS, the principal confirmed that the school has only the policy document, and that training manuals can only be obtained from the facilitators at the training workshops, district officials or be downloaded from the Department of Education's website. This resulted in the fact that the principal could not be explicit about his understanding of his role in the management of IQMS, while the other participants could not be certain about the roles they should play in the implementation of the policy. The SDT said, "we do what the SMT tells us to do, otherwise we, the SDT, are not sure of the role we should play".

The above fact reminded me about the goal of change management which is to prepare stakeholders for transformation and ensure that they are knowledgeable to face change in a dynamic work environment and ultimately embrace the change. All participants mentioned that even the presenters at the workshops could not satisfy all the questions that were posed to them. In support of this claim, the SDT members both said:

When asking about something in relation to the presentation, the presenter would not hesitate to say that they are just a messenger, or that they are not sure about it. They

might also say that they are just instructed to present the workshop as it is while sometimes they become angry, asking the audience if they doubted their confidence in the presentation. They never responded to the question.

While the document reflects processes like Self Evaluation and Personal Growth Plan as informed by the IQMS process, participants seemed unclear about how such processes should be carried out.

This is evident when they responded to the question, “During the training process, how did facilitators feature the Self Evaluation and PGP process into IQMS?” The question intended to identify how much they understood about the processes and how they utilized them during IQMS. The principal said that, “I never heard of such processes during the training session, it was only during practice when I heard about these from the SDT.” The same question was posed to the SDT who highlighted that, “too many concepts were introduced during the training session, most of which were new to us as recipients; but as for me, I first came across the issue of self-evaluation and PGPs from the document and when the District Office calls for them, otherwise I don’t remember any facilitator talking about them”. In response to the above question, the DSG also added that, “While we cannot be sure of what is expected in terms of self-evaluation and the PGP, since the inception of IQMS, there has never been any workshop subsequent to the one about IQMS advocacy. How can one expect us to know what we heard once, that is if the facilitators ever talked about them”.

The data collected so far implies the lack of quality of training received by principals and teachers of the school and perhaps in other institutions in some parts of the country. One may ask him/herself about the result of this type of training as described by the participants, when the document ‘imagines’ officials and teachers with a deeper understanding of the principles, processes and procedures involved. When the training of teachers is described, the document emphasizes that training has to enable officials and teachers to design and conduct operations of the policy in a successful mode. The data and the document content illustrate some inconsistency between the good intentions stated on paper and the results of the training as well as its implications, thereafter. Under normal circumstances, training people on something that is aimed to last requires constant re-training until the content has been mastered.

4.3.1.2 Understanding purpose

The policy document reflects the purposes of IQMS as:

- To determine competence;
- To assess strengths and areas of development;
- To provide support and opportunities for development to assure continued growth;
- To promote accountability; and
- To monitor institution's overall effectiveness.

These purposes seem to emphasise development rather than monitoring or surveillance. The third bullet, in particular, highlights the developmental role of the IQMS policy and practice. In this sense the IQMS is a departure from previous evaluation approaches which seemed to play a role of 'policing'.

During the interviews, all participants were asked about their understanding about the purpose of the policy. In response to the question, the principal's response was that:

Although the policy is not clear enough in terms of its structure and purpose, I think it aims to close the 'gap' that was opened by the banning of class inspections by teacher unions and the closing down of teacher colleges. In seeing that there is a depreciation of standards in teaching and learner performance, the department decided to turn teachers' weaknesses into strengths by introducing the policy. I also think it aims to boost confidence in teachers who obtain the teaching qualification through correspondence and those who attained the NPDE through contact classes without teaching practice experience. Although the purpose may be so, some performance standards are beyond teachers' control, for example the creation of space and that of extra-curricular activities, especially in a school that has no play grounds like this one.

In addition to the principal's response, the DSG said:

I understand, as per the facilitators, that one of its purposes is to develop teachers, but it's more than five years since the policy was incepted; we have seen the purposes as stated in the document, but I, myself, have not evidenced any form of support in any way. So far, I cannot say there are any of the policy purposes that have been achieved.

In response to the question, one of the teachers mentioned that, "we cannot say we are aware of the policy's purpose because we were not informed about it, but it looks like it is inclined to development and to motivate those who are more involved in school development by giving them incentives, although now it is everybody's entitlement". One of

the teachers also had the perception that, “it is one way by which the department substitutes the old school inspection process so that teachers can self-introspect and judge themselves for the incentive, although that will never be truly accomplished”. Also, one teacher added that, “when their period of lesson observation is coming up, every teacher thinks of the criticism instead of the development aspect and none are happy when the due date arrives. To alleviate this feeling, we try and ensure that the lesson observations coincide with other activities that are due. Another point is that the guidelines in the policy are not clear to the extent that one may not be aware of what is expected of them”.

The SDT appeared to be aware of some of the purposes, but complained about repetition, while stating that none of the purposes has ever been fulfilled. They said, “The purposes show good intent although their duplication causes one to lose the interpretation and meaning”. The example they mentioned was “the assessment of strengths and areas of development” which they perceived as being similar to “the provision of support and opportunities for development to assure continued growth”.

It seems that all the participants perceived the IQMS policy as having a developmental purpose, which shows a keen awareness of how teachers can learn from the system, while acknowledging that some of the criteria are not within teachers’ control.

4.3.1.3 Competence of Evaluators

In IQMS, the evaluators are the DSG. It was mentioned in chapter two that the DSG comprises an immediate senior and a peer from the same school. Most schools in the eastern part of the Eastern Cape have Heads of Department (HOD – immediate seniors to teachers) allocated to phases, not learning areas or subjects. The training manual identifies the responsibility of evaluators as

- To provide mentoring and support;
- To assist the teacher in the development and refinement of his/her Personal Growth Plan (PGP) and to work with the SDT to incorporate plans for development of a teacher into the School Improvement Plan (SIP);
- To conduct baseline evaluation of the teacher as well as summative evaluation at the end of the year for Performance Measurement (PM) and

- To verify that the information provided for PM is accurate.

During the interview, the two teachers emphasized that, “evaluators are not familiar with our learning outcomes as not one of them teaches the learning areas we are teaching, but I still have to get good scores that are satisfactory to me”. Also, one of the teachers explained that, “as each teacher is a DSG member for the other, I don’t feel I can be in a position to assess someone in lesson observation while I, myself have my own weaknesses in either lesson planning or presentation. If I happen to give a teacher a level below average (level 1) and cause them to not qualify for salary progression, this will either lead to conflict or cause me to receive lower scores than I gave him”. In addition, one teacher gave an example, “Perhaps you want to teach about the purification of water in Natural Sciences, and your DSG is not aware of the processes involved. They might just be impressed with how you presented your lesson and have to mark you on that area, as they cannot judge you on the learning outcome you are supposed to teach. It is likely that this is a common problem even at other schools”.

In addition to this, the principal cited that, “my DSG is my EDO and one neighbouring school principal. When receiving pressure from the department, my immediate senior who is the EDO, will telephone me to bring my IQMS file to his office. Then he will ask me a few questions and give me scores without even checking what is inside that file and he will never visit me at school to confirm the existence of the staff I proclaim to have in my file. Since I worked in this school as the principal, I have never been evaluated by my EDO or my peers, so none of them can proclaim the reality of what I always submit to the EDO”.

The DSG cited that, “it’s quite amazing that some of our immediate seniors are lazier than we are. If we could compare our work, we may be better than they are, but the policy says we must be evaluated by them just because they are our seniors. Also, the same evaluators have little or no knowledge about the lesson outcomes we intend to achieve and it can be a difficult exercise for anyone to conduct lesson observation for any of the teachers”.

In addition to the claim made by the principal, teachers and the DSG, the SDT revealed that, “the issue of competence of evaluators in developing schools cannot be compared to well

established institutions, which do not experience a severe shortage of human resources, where more than one teacher is allocated to teach the same subject in the same phase. Our evaluators, of course, may not be familiar with the intended outcomes and as such we just comply with departmental instruction in order to submit what is expected of us. Until the department appoints enough teachers or other staff whose job will be specifically to evaluate teacher performance, it is still far from being implemented correctly”.

The document content and the data from the interviews show an element of contradiction. As previously mentioned by the interviewees, being an immediate senior or being a peer does not necessarily mean that one is knowledgeable about the learning outcomes of a particular learning area that is about to be presented. While IQMS is said to have a one percent incentive to those “competent or said to qualify”, the fact that evaluators are sometimes unfamiliar with the content which they are to observe raises concerns on the quality and authenticity or validity of the lesson observation they are authorised to undertake. If for any reason, any of the parts that inform IQMS show an element of inaccuracy in implementation, that would imply that the whole programme needs attention before it leads to an uncontrollable situation which may ultimately call for political interest.

4.3.1.4 Monitoring and support

Among the purposes of the policy, is one to provide support and opportunities for development to assure continued growth. One of the questions asked was if the school receives any form of support from the department. In response to this question about monitoring and support from the department, principal or SDT, the interviewed teachers said, “We fail to understand what we would be monitored in, because there are no lesson observations. In fact, nobody is sure about his/her role with regard to IQMS, let alone DSGs who are just there to score us and not to evaluate, so we cannot admit that we receive any form of support. Also, as we mentioned earlier, we have never seen any departmental official coming to our school to offer any form of support either to the principal, SDT or the DSGs”.

In response to the question, the principal said, “Ever since the inception of IQMS, I have never had a departmental visitor coming to monitor or support any of us in any way. There

has only been silence from the department after the school has submitted the scores to the district office, which I handle myself”.

The SDT confessed that they do not monitor the implementation as scoring is a “round table” exercise. Contrary to their statements denying support from the department, the SDT acknowledged that they received compact discs (CDs) which were said to contain information on IQMS although they proclaim that, “they are just a waste of taxpayers’ money because they are distributed to schools that do not have electricity, while even those schools with electricity complain that very few CDs are clear in content, as some do not play at all. In terms of other forms of support, we can say that, the department has never called us to set up a meeting nor have they ever visited us to see whether we are on the right track or not”.

When asking the principal about the CDs, instead of responding with an answer, he asked, “How could they issue CDs while they know that our schools are not electrified, where did they think we would play them? As such I have never played any of them and so I cannot proclaim that I know anything about the contents”.

The DSG declared that, “it is not only here at school. None of the DSGs has ever received any form of support from the principal, SDT nor the Department. It is for that reason that processes like the PGP, Baseline Evaluation, School Improvement Plan and many others are only heard of by name, otherwise we are not familiar with them. It is not that we enjoy living in darkness or cheating, we are all sure that if any of the departmental officials knock on that door with the purpose to support us, we would welcome them with open arms. When they gave us CDs, I think they assumed that we would learn something from watching and listening to them, but that cannot be a substitute for a presentation by a human because if you are not clear about something, you cannot pose a question to the CD, but a live facilitator can respond to the question or allow the class to respond at times”.

The teachers also mentioned that, “we cannot mention the availability of CDs as a supportive initiative as most of them cannot play due to a factory fault, while most schools do not have electricity. Also, the short notice the department usually gives us shows their negativity and the kind of support they offer to us. The qualities of the scores we have to

forward to them are affected, as they do not announce the due dates in time and we do not have enough time to prepare”.

It was unfortunate that the researcher could not have access to the CD the school claimed to have, as none of them knew its whereabouts as well as there being no electricity. While huge amounts have been invested by the department in the training and implementation of IQMS to develop teachers for the betterment of schools and students, the responses above seem to reflect what is really happening in schools and if teachers continue to receive their one percent salary progression regardless of their expertise, this would imply that the country must expect that more funds will be wasted while the purpose of the policy is far from being achieved. Requiring data about scores from schools without understanding how the scores have been achieved and also by not evaluating how much support the schools have received, implies a ‘don’t care’ attitude and non-compliance on the side of the department and teachers, and seems to indicate that while this is the case, this system will never show any signs of improvement for the parties involved.

4.3.1.5 Time frames versus planning

As the IQMS training manual and the policy document could not show the time frames for events which schools should engage in in order to meet the deadlines, I ended up requesting to see the departmental year plan, as I was aware that the department usually issues them to schools. The policy document states that “schools have to factor in to their planning, cycles of evaluation and development in terms of this procedure manual. It is imperative that regional/district/provincial department offices plan in advance in order to ensure that the necessary support is provided and to enable this system to be implemented”.

It was unfortunate that the principal and the SDT showed me one for the previous year, claiming that they had not received one for the current year. Although the SDT did not have a file, there were some minutes recorded in a counter book, which could serve as the action plan for the year. This was where issues like observation dates, baseline evaluation and self-evaluation dates appeared. This was what they referred to as the action plan.

In the interviews, planning the itinerary and meeting deadlines emerged as issues. One of the SDT members cited that they had had one meeting at which they had allocated dates to teachers for lesson observations. The DSG admitted that they had never held meetings with teachers who had to be evaluated. She further added that, “as IQMS involves lesson observation, its readiness has to include the availability of materials like pace setters which are supplied by the department, but which always come late, including the year plan they normally distribute to a few schools. The district office will be silent for the whole year and demand the scores on very short notice when we are preparing students for exams”.

With respect to time frames, the two teachers highlighted that “at times we end up using the previous year’s scores and just change the dates, especially when the principal says that he has received a call from the office requiring the scores with immediate effect and so we have to adjust them”.

With respect to planning for the following year’s programme, the SDT confessed that because of departmental expectations during the end of the year, they do not normally plan for the year to come, but for purposes of compliance they use the previous year’s plan to give teachers dates for evaluation although they do not practically evaluate them. They emphasised that they do not receive the following year’s itinerary in good time and as such they end up making up the dates when the department requires the school’s IQMS calendar. Taking this school’s issue of receiving IQMS departmental year plans into account, it is likely that most schools in the Eastern Cape are experiencing the same problem as participants generalized in the distribution of CDs.

During the interview, the principal could not be clear about whether he is aware of the planning process or whether it is being executed or not, as this is the sole responsibility of the SDT. This likely implies that the principal does not overly concern himself about whether the SDT has played their role or not, as all he expects from them is the submission of relevant documents when the department calls for them. Although the principal may appear to be lazy in the implementation and management of the policy, non-receipt of departmental year plans, as he earlier mentioned, may be one reason for his apparent lack of interest.

The above data from interviews raised many areas of concern regarding the school's readiness to implement the policy. As a researcher, I am still looking for answers to my research question. Although the department seems to fail in helping schools to be prepared for IQMS each year by not being able to afford to send year plans and pace setters to schools, the school also fails to plan for the implementation of the policy each year on its own. Teachers confess to using the previous year's scores to claim their one percent salary progression and the department believes the scores to be true for the current year while no verification is made. This amounts to fraud. If one can compare how the IQMS is being managed to how exams are prepared for and conducted at the school, one can see that it is a well-planned activity with dates for all exam related events and circulars that are issued to all the schools affected. Sometimes they will follow up on how the students obtained the CASS marks, as well as how the scripts have been marked so that a student does not obtain a mark he/she does not deserve. Apparently the level of fraud with respect to exam papers has dropped ever since the responsibility was handed over to the body - UMALUSI.

4.3.1.6 Developmental needs versus incentive

In this section, I focus on both Performance Measurement (PM) whose purpose is to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives and Developmental Appraisal (DA) whose purpose is to appraise individual teachers in a transparent manner with a view to determining areas of strength and weaknesses, and to draw up programmes for individual development.

As mentioned in chapter two, the IQMS is a policy package which includes developmental appraisal and performance measurement. Hence the question about whether IQMS meets developmental needs raised much interest with participants who remarked about the linking of a substantial amount of money to teacher development which is also known as Developmental Appraisal.

The linking of PM to IQMS was perceived by the principal as motivational to teachers "as every teacher will strive to better his/her teaching standards envisaging reaching the minimum score that will place him/her on the level of pay progression".

In contrast to the principal's response the SDT perceived this alignment "as another strategy used by the department to increase teachers' salaries because all teachers anticipate getting the one percent increase in their salaries and as such, very few teachers qualify for developmental training".

In addition to this claim, the DSG member declared that, "many principals and teachers do not possess the expertise they claim to have when submitting IQMS documents. It is one strategy for demanding rewards which we do not deserve". Also, the DSG said that, "the issue of one percent would be perceived as motivational, but it is not what we need to focus on. The main focus should be development of teachers. This means that the school has to discuss the IQMS policy in detail after which we have to analyse what IQMS is and its sole purpose. This implies that there should be an internal workshop explaining the reason why it has been implemented in schools so that everyone can be clear about its purpose". The DSG further added that "the policy analysis will help different committees to understand their roles and if the policy has rules and regulations, schools have to stick to them. If a teacher has shown some positive improvement then he or she needs to be rewarded and if a teacher has fallen short of some criteria then he or she needs to be informed and constructive criticism be given". In her adjunct about the impact of salary progression incentive in IQMS, the DSG revealed that, "almost everyone at school has financial problems, so every DSG has a responsibility to ensure that every teacher gets the one percent salary increase. Then the form has to be filled in, after which we expect to receive the money. This implies that the policy is not properly implemented, instead it is used as a way of getting an increment while I, personally, think that is not the primary purpose of the policy. As for me, I think the department should not have linked salary progression with teacher development, instead they should have kept silent and salary progression should come as a surprise to teachers. Now the policy has lost focus while salary progression has become the main point of concern. For instance, the union is calling for all teachers who did not get the one percent increment to forward their names to the office, but it does not concern itself with their training".

With respect to developmental needs, the teachers declared that, “it is not really easy to identify teachers who need development in their respective fields because what they submit is not a true reflection of their weaknesses. That is why teachers are afraid when the department announces their visits to the school. Even the union plays a part in the failure of the policy’s implementation because the department cannot visit a school for that purpose without the union’s knowledge, even if the purpose of the visit supports the implementation of the policy”. The teachers also added that, “our understanding is that IQMS does not focus on what is done in class only, but is to develop teachers holistically”.

With regard to whether IQMS addresses teachers’ developmental needs, all participants mentioned that the developmental purpose is far from being attained as long as IQMS is linked with pay progression.

4.3.1.7 Compliance

According to Storey, (2001, p. 26) compliance “signifies and is built upon a centred approach that is concerned with notions of efficiency, cost control and adding value”. In contrast to this claim, he emphasises that engagement “places emphasis on creation of committed workers who will be motivated to work ‘beyond contract’ in an environment which allows for employee growth and development”.

The word “compliance” has been used in this text in contradiction to engagement, dedication and commitment. Compliance is seen as a phenomenon that emphasizes efficiency more than effectiveness or acting in accordance with instruction and meeting deadlines. During the interviews, compliance surfaced as a theme on its own. As has been mentioned earlier, one of the purposes of IQMS is to "identify specific needs of educators, schools and district offices for support and development as well as to provide support for continued growth" (DoE, 2003, p. 34).

On the third day of my visit to the school, I happened to arrive on the date when they were preparing to submit their results of evaluation. As I was informed about what was going to happen, I prepared myself to observe the events. The principal informed the SDT that documents were supposed to be submitted to the district office on that same day. He, also, advised the committee to prepare the scores. The SDT called an informal staff meeting

where teachers were informed about the matter as each of them was being given a score sheet to fill in for him/herself. When I asked one of my participants (the DSG) how this was going to happen, she said that "it is difficult to score for someone else as they may not be comfortable with the scores you give them, so it's better to give a person a score sheet so that they can be able to evaluate themselves with the score they feel they deserve."

As I observed them, all the teachers sat at the tables and began to fill in the forms. After they had completed, each of them brought the form to their HOD for endorsement by having them signed, while HODs gave theirs to the principal for his signature. After that, each of the teachers chose two teachers whom they regarded as their DSG to endorse by signature as well. After this exercise, all the forms were collected and submitted to the principal who stamped them and packed them for submission to the district office. This exercise meant that no more observation on the part of IQMS implementation would be observed; instead the same exercise would be practised the following year, as the teachers have stated. When I asked how long this exercise has been in practice, the DSG said, "right after the advocacy period. As the policy has never been easy to implement, we have been doing this for a long time and we will continue until we know what we should do and when".

During the interview with the teachers, it emerged that compliance comes in when the department calls for submission of documents on short notice. One teacher gave an example: "For instance, today is the 27th being Thursday, if the principal receives a phone call now that he should submit IQMS scores on Monday, we will be forced to forge them so that we can satisfy the Circuit Manager, although we know that the information provided is not authentic".

In response to the question about how the challenges they encounter affect the implementation of IQMS, the principal mentioned that, "what we strive for is submitting what they (the district office) want before the closing date. If they want score sheets, they will get them because we cannot deny the fact that IQMS is in deadlock at all schools". When asked to expand on this, the principal said that the policy implementation was not functional, not only in his school but in almost all schools. They only submit the scores in response to the department's deadlines because they have to.

This practice is what I have classified as compliance as the scores do not reflect the truthful and honest practice of the implementation of the policy. In addition to the principal's response, the DSG cited that, "when the office announces the date for the submission of score sheets, it is the time to photocopy templates and choose our DSGs, fill in the forms and submit. We have to make sure that everybody qualifies for pay progression". The SDT also added that, "in the true sense of the word, we are here to strive for the betterment of our families; therefore, everybody wants a percentage increase, that's why each of us has to score for themselves and get their DSG to endorse signatures until it reaches the principal".

The SDT also highlighted that the process of evaluating each other can affect internal relations and can arouse aversion as they said, "Do you think your relationship will last with your colleague when she knows you had an effect on whether she does not qualify for salary progression when others do? That is why we just give them blank forms so that each one can give themselves the score they would like to acquire".

The above responses reflect how self-interest overrides the departmental expectations which ultimately results in compliance more than effective implementation of the policy.

4.3.1.8 Participants' recommendations

As much was articulated about factors leading to the poor implementation of IQMS, participants showed their concern by suggesting some recommendations which they hoped could improve the current situation. Once again, some of the above themes transpired from the participants' recommendations.

The DSG recommended that the department should appoint staff who are fully knowledgeable about IQMS and who must conduct training programmes for teachers, principals and other relevant committees. These facilitators will have to assist principals on the management of the policy by giving advice and deadlines that have to be met and also by following up on them. The DSG proposed that the department should issue their itineraries to schools in the year preceding the following calendar year. According to the DSG member, "these year programmes must include baseline evaluation and workshops for the whole year".

To improve IQMS implementation, the DSG recommended that “the department should deliver its IQMS itinerary for the following year and material in good time so that schools can begin constructing their year plans early”. With regard to this, the DSG gave an example of the short notice “...which the department usually gives us to call for submission of material, while they do not inform us in good time what we should have prepared and have never given us the itinerary”.

As a remedy for poor planning, the SDT recommended that, “an in-school meeting must be held during which every teacher will be given their dates for all types of IQMS evaluation”. Teachers also recommended the arrival of necessary documentation at the right time, especially the pace setters and baseline evaluation forms.

In addition to this recommendation, teachers proposed that to eradicate the round table allocation of scores, each teacher should have a DSG (evaluator) that is selected from outside the school. Teachers together with the DSG recommended that, “the EDO should identify teachers with expertise on subjects that are offered in schools, and then select them to substitute the peer in addition to the immediate senior”. In support to this utterance, the SDT added that, “this will assist in the valid identification of the developmental needs of teachers”.

In their recommendations, all participants proposed that the structure of the policy has to be changed if the department means to achieve the purpose as presented in the document. Moreover, the SDT and the principal recommended that teacher unions must allow the free flow of education programmes and refrain from interfering with the departmental plans to strive for quality education. One teacher was recorded saying, “unions have to consider that their role is to protect their membership from abuse, but it now seems that they crush whatever improvement plan that comes from the department”. In addition to this claim, the principal said, “The unions, especially SADTU, must accept the blame because they are the ones who interfere with all the ministers' plans of improving education and as such, the failure of IQMS implementation has this union's blessing”.

In their recommendations, teachers mentioned that, “teachers should be thoroughly edified in IQMS by the department’s knowledgeable staff separately, then principals, SDT and DSG’s all separately”. Also, teachers added that “the policy should be better clarified so that everyone can be aware of its expectations. We also recommend that at least the evaluators should be persons from outside the institution who are aware of the specifics of what is expected from the one being evaluated. In addition, the issue of the alignment of the one percent increase with IQMS should be reconsidered as it has changed the focus or the purpose of the policy”.

The SDT, DSG and the teachers also recommended that Performance Measurement should be a standalone policy and be excluded from the IQMS policy because when IQMS is in progress, more focus is placed on salary progression than teacher development.

Using the proverb, "Rome was never built in a day", the principal complained about too many changes from the department which teachers are always expected to adhere to, while their primary role is on curriculum delivery. The principal further said that, “it is a good practice to reward teachers with incentives for those who deserve it, but it seems it's premature. Instead, they should have first implemented the policy by introducing the Whole School Evaluation followed by Teacher Appraisal and lastly the Performance Measurement, all step by step”.

The recommendations proposed by the participants reveal their thoughts on remedying the common challenges that arise in the implementation of the Integrated Quality Management System. These challenges have raised numerous concerns and provoked studies because of how it is currently implemented and managed in the Eastern Cape and may be so even in other South African schools.

I now conclude my chapter on data presentation which consisted of data from interviews, observations, data analysis as well as participants’ recommendations.

4.4 Conclusion

This chapter has focused on discovering the quality of IQMS implementation at the school. As mentioned earlier, the study was conducted through the use of interviews, participant observation and document analysis as tools to collect data. Each of the tools had a special

role to play in the study as clarified in the previous paragraphs and it was through the use of these tools that I was able to unearth the factors that inhibit effective implementation of IQMS. This implies that the data presented above reflects the ideas, perceptions and experiences of all the participants. The data is presented in a categorised form as they represent the total sum of views expressed on matters relating to the factors affecting the implementation of the policy, which may be common to most South African schools. These responses help in the creation and development of themes that summarise the challenges facing the implementation of IQMS in a school setting.

In varying degrees, the participants have shown that skills and knowledge on leadership and management theories play a significant role in the failure and successful implementation of any policy. This is likely to mean that the application of collegial models like transformational leadership may have played a noteworthy role in the inception of the policy before it invited concerns on its implementation.

When studying participants' views, it appeared that the introduction of a new policy like IQMS or the alignment of policies require knowledge about change management. It also appeared that lack of knowledge and application of change management could be a standalone encumbrance that may have had an impact right from the planners and presenters via the implementers down to the recipients of the policy.

Participants have drawn attention to lack of departmental support as one factor that may have contributed to the poor implementation of the policy. In general terms, this is similar to giving birth to a child and discarding him or her or giving him or her up for adoption because, if this claim is true, monies were spent by the department in planning and preparation for the implementation of the policy but now, they claim that the department seems not to own it. Participants agreed that some departmental calls do arrive and at some stage, even departmental officials pay visits although "those visits do not relate to anything of a supportive nature and are only to collect completed documents for submission and for payment of the one percent" (principal's citation).

This draws attention to their proposal which recommends the divorce of Teacher Appraisal from the IQMS policy. They perceive the alignment of the three policies, (Performance Measurement, Developmental Appraisal and Whole School Evaluation) as the primary cause of the greed for the one percent (one salary notch up) increase which every teacher would rather prefer than to get further training in professional development.

Participants also accuse teacher unions of being vehicles that bring failure to most departmental policies including IQMS itself. As they analysed the role of unions, they perceived it as the body that protects the rights of their members against exploitation by the employer but, according to their view, has been extended to interfere with policies being implemented.

One more theme that emerged during the study was lack of clarity in the policy. As much as there are documents which have been studied and analysed, some important subjects appear to be missing in one and sometimes all the documents that support the implementation of the policy. Some of the subjects appear to be fundamental in maintaining the stability of the policy and are significant in implementing the policy effectively.

From the interviews that have been conducted, I have noticed that the participants' recommendations have strengthened the value of the interviews as they gave them an opportunity to express their opinions on issues that had not been addressed by questions or sometimes to give clarity on what they thought was incoherent.

The following chapter discusses the themes highlighted above in greater detail.

CHAPTER FIVE

DISCUSSION OF FINDINGS

5.1 Introduction

In the previous chapter, I presented findings from semi-structured interviews, observation and document analysis. A brief initial analysis of each aspect was undertaken in Chapter Four. The results of the interviews have revealed that it is likely that most schools in the province and perhaps in the whole country experience the same hardships in the implementation of the policy, as this is not the only study that has been carried out around the implementation of the policy.

This chapter attempts to provide an in-depth discussion of the material presented in Chapter Four. In this chapter, I discuss the findings in relation to the literature review section of this thesis. Most themes that emerged during the study suggest that the IQMS is not working well at the school at which this study was based. There are several reasons for this, and these form the substance of this chapter. Further, I will interpret and comment on the data in order to make sense of the participants' thoughts, feelings and perceptions on how developmental programmes are planned, documented and managed, especially IQMS.

Also, it is in this chapter that the categories will be subjected to further discussion and the meanings of the participants' views are brought to the surface. In the development of themes, these categories tend to overlap as they appear in more than one theme. Most themes that emerged during the study demonstrated significant unclearness in the manner in which IQMS is likely to be planned and practised in schools. The meanings that the participants attached in creating these categories have been retained and distortion has been avoided as far as possible. I will now discuss the aim of the study after which the themes emanating from the data presented will be discussed in greater detail.

5.2 Aim of the study

The study conducted so far aimed at addressing the research questions that follow:

- How does the school interpret and implement the policy?
- What factors enable or inhibit the effective management and implementation of IQMS?
- How does the school manager monitor the implementation of the policy?
- What challenges do the school principal, School Development Team, Development Support Group and teachers perceive as obstacles to the implementation of IQMS?
- Is the policy clear in terms of what is expected? How could it be improved?
- What strategies does the Department of Education have in place to monitor and support the implementation of the policy?
- Do school managers “buy into” the policy?

The questions above are not the questions used during the interview, but the interview questions focused on addressing the concerns listed above. It was through the use of the research tools highlighted in the previous chapter that the following themes emerged.

5.3 Emergent themes

From several descriptions, the following categories surfaced dominantly and have formed the basis of my discussion:

- **Management and leadership of the IQMS system:** This category reflects the need to practice theories of transformational leadership in the learning organisation which entail motivation of followers, rather than bureaucracy.
- **Management and leadership of change:** This theme will lead us to examine how change that occurs in the implementation of IQMS is being managed and led, and I shall therefore have a look at change management theories.
- **Lack of support:** I hope this theme will lead us to analyse the nature of learning organisations as well as theories involved.
- **Political nature of IQMS:** The declarations made by participants about the involvement of teacher unions as being influential in the implementation of IQMS, calls for the analysis of the political nature of the policy.

- **Lack of clarity in the policy:** The utterances mentioned about the structure and purpose of IQMS necessitates me to analyse the need for the separation of performance measurement from teacher appraisal.

5.3.1 Management and leadership of the IQMS system

5.3.1.1 Management

In Chapter Two I agreed with Abell, (2006, p. 44) that organisations are usually consciously constructed with a common goal. Abell's claim enforces the idea that schools should be perceived as organisations as their goal is to shape the student into becoming a mature, responsible and independent citizen through the use of empowered corps of teachers. The inception of IQMS in schools resembles Abell's mechanisms (as stated in Chapter Two) for achieving control and co-ordination. This implies that the implementation of IQMS is dependent on an organisational framework that is non-bureaucratic and perceives everyone as an active member of the school and that their contribution to school development is perceived as paramount. Despite any statements that will be discussed later, Bush, (2003, p. 74) claims that the "principal or head of the school is invariably held responsible for any successes or failures on policy implementation conducted in his/her school".

As much as participants have posed their perceptions on their understanding of the purpose of IQMS, findings have shown that IQMS was designed to supplement the needs of teachers so that schools could take the shape of learning organisations. Having the understanding that planning forms part of management, from the data collected it emerged that the school is failing to draw up year plans for the up-coming year. This, according to participants, is currently caused by the department's failure to distribute their itineraries in time. This has been confirmed by the DSG when she said, "as IQMS involves lesson observation, its readiness has to include the availability of materials like pace setters which are supplied by the department, but which always come late, including the year plan they normally distribute to a few schools, while the district office will be silent for the whole year and demand the scores on very short notice when we are preparing students for exams".

In Chapter Two, I discussed schools as open systems where each institution has unique problems and opportunities and therefore demands the presence of dedicated teachers

who are motivated, innovative and committed. For a better understanding of the theory, Norlin (2009, p. 54) perceives schools as social systems in which two or more persons work together in a coordinated manner to attain common goals. The organisation theory further claims that all public schools are open systems, although the degree of interaction within their environment may vary. Open systems contain five basic elements: inputs, transformation process, outputs, feedback, and the environment. According to Abell (2006, p. 93), schools use four kinds of inputs or resources from the environment: human resources, financial resources, physical resources, and information resources. Abell describes human resources as assets that include the School Management Team, the principal and staff, talent and labour. Financial resources are the capital the school or the department uses to finance both on-going and long-term operations. Physical resources include supplies, materials, facilities and equipment. Information resources are knowledge, curricula, data and other kinds of information utilized by the school or department.

Abell's description of the transformation process includes the internal operation of the school and its system of operational management. Some components of the system of operational management include the technical competence of school principals and other staff, their plans of operation, and their ability to cope with change (Abell, 2006, p. 93). It is my opinion that this process is most relevant when new policies like IQMS begin to be implemented so that their planned execution occurs smoothly and addresses any misgivings regarding change at the school.

It is a clear phenomenon that in social systems such as schools, outputs are the attainment of the goals of the school or the department and are characterised by the accomplishment of such goals, which include effective implementation of policies like IQMS. Tasks performed by school principals within the school's structure obviously have the ability to affect the school and sometimes the department's outputs. This implies that feedback is crucial for the analysis of any impediment and/or success attained during an operation that has been completed so that any future challenges which bear the same characteristics can be managed successfully. Negative feedback, for example, can be used to correct deficiencies in the transformation process during the implementation of IQMS, which in turn will have an effect on the school's future outputs.

As reflected in Chapter Two of this document, Prew (2009, course notes) believes that poor policy implementation and management is likely to bear unintended outcomes. Prew's claim strengthens Sergiovanni's (2007) warning and also emphasizes the fact that for the successful inception, implementation and management of any policy, it is vital to prepare the ground where it is going to be implemented by making people ready for change.

This section reveals that the implementation of IQMS policy is poorly managed at the school. It appears that it is not only principals who are to blame for the collapse of the implementation. Findings have also indicated that the department has had an effect on the poor management of the policy. The inception of the policy should have inspired government officials and principals who are in the position and have the ability to exercise transformational leadership. Also, the shortage of professionalism in the practice of the policy requires leaders who possess the strength to inspire, in varying degrees, intellectual stimulation, individual consideration, inspirational motivation and idealized influencing.

The above discussion leads me to discuss IQMS within the margins of leadership.

5.3.1.2 Leadership

According to Bush, (2003, p. 72) transformational leadership falls into a group of leadership theories called collegial models, where he defines collegiality as teachers conferring and collaborating with each other towards a common goal. Bush further adds that "collegial heads (transformational leaders) seek to create formal and informal opportunities for the testing and elaboration of policy initiatives", where a culture of shared values and a modified form of collegiality will be promoted and nurtured. In its ideal form, transformational leadership creates valuable and positive change in its followers with the end goal of developing followers into leaders. Enacted in its authentic form, it enhances the motivation, morale and performance of followers through a variety of mechanisms which include connecting the follower's sense of identity and self to the mission and the collective identity of the organization; being a role model for followers that inspire them; challenging followers to take greater ownership for their work and understanding the strengths and weaknesses of followers, so that the leader can align followers with tasks that optimize their performance.

This implies that principals, as transformational leaders, should be able to apply the above expertise of intellectual stimulation, individual consideration, inspirational motivation and idealized influencing (Bush, 2003, p. 72). I agree with Blanchard (1982, p. 134) who argues that school principals using transformational leadership “often attract strong feelings of identity and intense emotions” as highlighted in Chapter Two, where such a process will allow teachers to explore and assimilate better attitudes towards the IQMS policy and its implementation.

Leithwood (1994) in Bush (2003, p. 77) theorises that transformational leadership can create a productive school culture and develop structures to foster participation in school decisions. This claim indicates that meetings on planning, setting deadlines, implementing the policy and other formal processes should be a practice that involves everybody’s participation so that the departmental vision regarding the policy can be achieved.

A closer look at the study reveals that the team responsible at the school for the implementation of IQMS does what the school management tells them to do, “otherwise we (the SDT) are not sure of the role we should play”. Also, the data reveals that almost nobody at the school is aware of the role they should play in the organisation, implementation and management of the policy. I agree with Caldwell and Spinks in Bush (2003, p. 77), when they claim that transformational leaders succeed in gaining the commitment of followers to such a degree that higher levels of accomplishment become virtually a moral imperative. This could become a reality in a school situation, when each committee does not wait to be assigned duties but eagerly investigates what role they should play in the implementation of the policy and obtains the relevant information from those in charge.

In my literature review chapter, I identified Owens who is of the opinion that motivation is the driving force for someone to do what he/she does. In transformational leadership, inspirational motivation features as one of the most important realms of expertise that a leader has to galvanise his followers. The practices of scoring in order to qualify for salary progression were perceived differently by participants. Some participants perceived it as some form of motivation while some have identified it as a means of a “casual” salary increment; the DSG was recorded as saying that “the issue of one percent would be

perceived as motivational but it is not what we need to focus on, the main focus should be development of teachers”.

Motivation can be described as a term that refers to a process that elicits, controls and sustains certain behaviours. Motivation can either be intrinsic or extrinsic. Intrinsic motivation is based on taking pleasure in an activity rather than working towards an external reward. Teachers who are intrinsically motivated are more likely to engage in the task willingly as well as work to improve their skills, which will increase their capabilities. Extrinsic motivation can be understood as the performance of an activity in order to attain an outcome, which then contradicts intrinsic motivation. Extrinsic motivation is likely to include rewards like money and grades, coercion and threat of punishment. I hope the reader understands that should a motivating factor be driven by external forces which intend to elicit a certain kind of behaviour, that form of motivation falls under the transactional style of leadership. Extrinsic factors like money as an incentive have been warned against by Sergiovanni (2007, p. 157) (as mentioned in Chapter Two) as it may cause recipients to lose focus.

5.3.2 Management and leadership of change

As defined in Chapter Two, change management is a systematic approach that aims to change the institution as well as the individual who is inside it, for developmental purposes. According to Kotter, (1995, p. 162) change management processes may include creative marketing to enable communication between different audiences, but also deep social understanding about leadership styles and group dynamics. Kotter further adds that as a visible track on transformation projects, organizational change management aligns groups' expectations, communicates, integrates teams and manages people training. It makes use of performance metrics, such as financial results, operational efficiency, leadership commitment, communication effectiveness and the perceived need for change to design appropriate strategies in order to avoid change failures or solve troubled change projects.

While the purpose of IQMS has been highlighted in the previous chapter, the argument forwarded by the SDT when they perceived the existence of IQMS “as another strategy used by the department to increase teachers' salaries”, reveals poor understanding of the change process. Although they did not specify their attitudes to any further change, it appeared

from the findings that teachers are prepared to continue the round-table style of scoring. Fullan, (2001, p. 31) claims that “understanding the change process is less about innovation and more about innovativeness and is less about strategy but more about strategizing”. In simple terms, Fullan is emphasizing the ability more than the action which may ultimately result in determination. According to my understanding, the forceful driver in the ability to change is people’s personal will. I agree with Fullan (2001, p. 33) when he suggests that the best way to manage change is to allow it to happen. It is not surprising that relevant structures, teachers and sometimes principals confuse their roles in the implementation of IQMS as Carnall (as stated in Chapter Two) is of the view that change often creates conflicts and uncertainty among the implementers of the programme.

As much as it seems that the principal has reached a deadlock in the implementation of IQMS and the findings have substantiated his exclusion in the planning and implementation process, Fullan, (2001, p. 44) perceives leading in a culture of change as a means of producing the capacity to seek, critically assess and selectively incorporate new ideas and practices. In Chapter Two I listed the six views as suggested by Ingram and Schneider which could serve as advice for effective change management. The interpretation of Ingram and Schneider’s views (1990, p. 95) reflect that successful change management is more likely to occur when school principals consider in their plans the following aspects: the benefits, management and realization of measurable school goals , including the IQMS policy; the creation of a plan for their achievement (which should be continuously updated) and the monitoring of assumptions, risks, dependencies, costs, return on investment and cultural issues affecting the progress of the associated work; effective communications that inform various school committees of the reasons for the change, the benefits of successful implementation as well as the details of the change; the devising of an effective education, training and skills upgrading scheme for the school; to counter resistance from the employees of companies and align them to the overall strategic direction of the organization; to provide personal counselling (if required) to alleviate any change related fears and the monitoring of the implementation and fine-tuning as required. In agreement with the above view, findings from the data through the interview with the DSG suggest that “the school has to discuss the IQMS policy in detail after which we have to analyse what IQMS is and what its purpose. This implies that there should be an internal workshop

explaining the reason why it has been implemented in schools so that everyone can be clear about its purpose”.

It is a possible factor that the failure to recognise and manage change experienced by teachers, relevant committees and principals, may have been brought about by the lack of support principals and teachers each experience from their immediate seniors. This notion therefore, is discussed in the section that follows, as it has also emerged from the data presentation.

5.3.3 Lack of support

When discussing providing support, I cannot underestimate the value of transformational leadership. It is for that reason that I will request the reader not to regard the reintroduction of this topic as a form of repetition as this type of leadership has already been discussed.

Earlier in Chapter Two the purpose of IQMS emerged, which amongst others, was to provide support for continued growth. With regard to the document content, most participants have complained about the lack of support they received from their immediate seniors as the SDT said:

We fail to understand what we would be monitored in, because there are no lesson observations. In fact, nobody is sure about his/her role with regard to IQMS, let alone DSGs who are just there to score us and not to evaluate, so we cannot admit that we receive any form of support. Also, as we mentioned earlier, we have never seen any departmental official coming to our school to offer any form of support either to the principal, SDT or the DSGs.

On the other hand the principal also claims that, “ever since the inception of IQMS, I have never had a departmental visitor coming to monitor or support any of us in any way. There has only been silence from the department after the school has submitted the scores to the district office, which I handle myself”.

The above claim reveals the lack of support that each level complains about which results in the forging of scores. The most interesting part of it is that the principal is supposed to render support to the SDT, DSGs and teachers, but surprisingly, he also complains about the same lack of support from the department. As such, teachers have changed their focus from

complaining about the lack of support from the principal, to the lack of support from the department. The teachers are correct in their changed viewpoint as it is the department that deals directly with teachers when workshops are organised, whereas the principal is only responsible for submissions.

For Senge (1990, p. 14), the dimension that distinguishes learning organizations from more traditional organizations is the mastery of certain basic disciplines or 'component technologies'. The five components that Peter Senge identifies are said to be converging to innovate learning organizations and are, systems thinking, personal mastery, mental models, building shared vision and team learning. In addition, he recognises that people are agents and are able to act upon systems and structures of which they are part. The emphasis on building a shared vision, team work, personal mastery, the development of more sophisticated mental models and the dialogue thread that runs through all these components, does have the potential of allowing workplaces to be more convivial and creative.

In general terms, the notion of support is a phenomenon that involves the feeling of owning and commitment towards the attainment of a desired goal. If I can give the example of a plant for instance, I would say that there is a time for irrigating, for sowing and weeding until the plant can be seen as independent. In IQMS terms this reflects the support that the school should have had through advocacy and through follow-up workshops to examine how schools were progressing. These could have been conducted at least once in the first six months. I agree with Furlong, in Bush (2003, p. 5) when they say, "increased government control and support of education has significant implications for the status of teachers as professionals". This arouses the fact that had the department actively committed themselves to effective implementation of the policy, there would have been far fewer challenges experienced by schools putting the policy into practice.

It is a well-known fact that under normal circumstances, monitoring and moderation is one form of identifying support needs for any live organisation. As mentioned in Chapter Two, Fletcher perceives monitoring as a process that should take place from the outset in order to modify and correct any deficiencies at the earliest possible stage. In Chapter Two, the policy emphasizes that external moderation should be conducted by the district office

officials in order to ensure consistency while internal moderation should be conducted at school level by the principal and the SMT. The participants' responses appear to contradict this statement as the teachers are only given a short notice period from the department which forces them to create their own scores to qualify for salary progression.

In contrast to their previous view about the lack of support, participants admitted that they received compact discs from the department. I agree with the participants that such support may not deserve to be regarded as successful or enough, as some participants stated that most disks were faulty, while some schools do not have electricity. I also agree with the SDT when they declare that, "they are just a waste of taxpayers' money because they are distributed to schools that do not have electricity, while even those schools with electricity complain that very few CDs are clear in content and some do not play at all". The distribution of CDs seems to have been printed for all schools in the Eastern Cape or perhaps the whole country. It is really difficult to imagine how much was spent to produce such a huge number of resources which ultimately did not work because they were faulty or the schools did not have electricity, a situation that the department was aware of.

The findings discussed so far show the lack of support and a certain irresponsibility from varying levels of leadership and management, ranging from DSGs up to senior officials who hold leadership positions in the department. While motivation forms part of transformational leadership, support also forms part of motivation. As mentioned earlier in Chapter Two, inspirational motivation is one characteristic of transformational leadership, and involves offering individualized support. I feel it is fundamental to remember the fact that a transformational leader is someone who inspires followers through inspirational motivation to move towards the new idea or goal.

The first major characteristic of inspirational motivation leadership includes articulation of a clear and appealing view of the future. This is to say that, during the early stages of IQMS, principals and teachers should have been made to understand the goals of the policy by showing them through effective training sessions the value of the policy before it was implemented. The second includes development of a shared vision in both economic and ideological terms so that the followers see the meaning in their work. The third is making

sure of each follower's role in the fulfilment of the shared vision. The vision that the department and the school shares, in this regard, is the effective implementation of IQMS.

The findings in the previous chapter have shown that teachers and other structures that play a lead in IQMS implementation do not have enough knowledge about their roles instead they "do what the department tells" them to do. Had the department conducted more training sessions or offered support and monitoring after inception of the policy, accusations regarding their lack of support would have been eliminated, especially if the principal and relevant structures had been informed about the roles they ought to play in the implementation of the policy. School principals, as transformational leaders have the responsibility of setting high standards for the objectives teachers have to attain and encouraging them to integrate and become part of the overall organizational culture and environment, so that they can also support their leader's vision and work towards the betterment of the school and its operations.

According to Mayes and Allen, (1977, p. 672) organizations are political coalitions in which decisions are made and goals are set by bargaining processes. In addition to this perception, Peterson, (1992, p. 405) is of the view that politically motivated behaviours are "activities that are not required as a part of one's formal role in the organization, but that influence, or attempt to influence, the distribution of advantages and disadvantages within the organization". The emergent idea is that it is possible for employees, as well as leaders, to use politics to promote their self-interest, compete for power and leadership and build a personal profile. It may be predictable and sometimes undeniable therefore, that the flow of support in the implementation of the policy from the relevant levels may have been disheartened by the intervention and influence of political bodies in the implementation and management of the policy. This forecast is also strengthened by Sussman, Adams, Kuzmits and Raho, (2002, p. 317) when they claim that "organizational members engage in strategic message encoding/decoding for purposes of protecting their ego, enhancing their image, or increasing the probability of receiving favourable treatment".

Following from the above discussion, I will now focus on the political nature of the policy.

5.3.4 Political nature of IQMS

Some of the findings revealed that various facets of politics, especially democracy, exist in the implementation of the policy. The power of politics in the implementation of any policy cannot be underestimated, as sometimes they are put into place in order to address backlogs, such as the South African norm of “addressing past differences”. It is just unfortunate that changes in education are executed by sacrificing the poor students who are unarmed to mediate the ties between the political parties or unions and the government.

As highlighted in Chapter Two, Jansen (2001, p. 88) claims that “the making of education policy in South Africa is best described as a struggle for the achievement of a broad political symbolism that would mark the shift from apartheid to post-apartheid society”. Jansen’s declaration has been confirmed by some of the findings when the teachers had the perception that, “it (implementation of IQMS) is one way by which the department substitutes the old school inspection process so that teachers can self-introspect and judge themselves for the incentive, although that will never be truly accomplished”.

Jansen’s claim and the findings above, position the concept of democracy in the planning, implementation and management of the policy under development. Chapter Two of this document brings to light Blaauw’s finding in her thesis, when she discovers that the implementation of IQMS is “too democratic” (Blaauw, 2000, p. 83). In support of Blaauw’s conclusion, my findings from the teachers have revealed that, “it is not really easy to identify teachers who need development in their respective fields because what they submit is not the true reflection of their weaknesses” and reflect IQMS implementation and scoring as a round table exercise.

Where the policy is concerned, compliance is seen as a rule of law where anyone who contravenes its demands will be subject to a form of disciplinary action that will be determined by whoever is in charge. In observance of this expectation, the findings proved through the principal and other participants that, “what we strive for is submitting what they (the district office) want before the closing date. If they want score sheets, they will get them because we cannot deny the fact that IQMS is in deadlock in all schools”. Such conformity has been evidenced by Biputh (2008, p. 98) when he discovered that,

“compliance to the letter of the law rather than the spirit of ‘development’ is one of the major causes, as is compliance for monetary gain”. To emphasize the finding, the DSG cited that, “when the office announces the date for the submission of score sheets, it is the time to photocopy templates and choose our DSGs, fill in the forms and submit. We have to make sure that everybody qualifies for pay progression”.

As mentioned earlier in Chapter Two, Biputh’s findings (2008, p. 101) revealed that “teachers have preference for the incentive embedded in the system than the development part of the IQMS package”. The same challenge has also emerged from my findings that it has become a normal practice during the implementation of the policy in schools to ensure that every teacher qualifies to receive the one percent salary progression. This implies that teachers prefer salary progression to development. This was confirmed by the DSG during their interview when they said, “almost everyone at school has financial problems, and every DSG has a responsibility to ensure that every teacher gets the one percent salary increase”. Chapter Two of this document warns through Sergiovanni (2007, p. 157), against the “use of extrinsic factors such as money to motivate teachers and by implication the associated remuneration associated with the performance measurement of teachers”. It is not surprising, therefore, that teachers are of the idea that, “in the true sense of the word, we are here to strive for the betterment of our families, therefore, everybody wants a percentage increase, that’s why each of us has to score for themselves and get their DSG to endorse signatures until it reaches the principal”.

Other findings from the same study have proved that teachers are scared of being evaluated in class either by their colleagues or someone else. Such anxiety became obvious when the teachers declared through the interviews that, “that is why teachers are afraid when the department announces their visits to the school”. The same situation has been discovered by Blaauw (2000, p. 87) in her findings, that “appraisal was a threat to teachers due to the fact that principals would visit teacher’s classes to observe their teaching and complete a record, which the teacher would not be able to access”.

The influence of teacher unions has emerged as a contributing factor to the poor implementation or deadlock of the IQMS policy. Findings have shown that under the umbrella of exercising protection of their members’ rights, they also include the right for

every teacher to receive the one percent salary progression regardless of the score level a teacher qualifies for. This was one of the findings emanating from the interviews when the DSG drew my attention by saying that, “the union is calling for all teachers who did not get the one percent increment to forward their names to the office”. Although he doesn’t dwell on it much, in Chapter Two, I show the same situation being discovered by Biputh, (2008, p. 101) who through his findings found that teacher unions have played a role in the staggering pace of the policy’s implementation.

Also, in Chapter Two of this thesis, Biputh, (2008, p. 101) from his findings notices that after the first democratic elections, class visits, for purposes of inspection, were banned by teacher unions due to their bureaucratic nature even though lesson observation is one of the requirements of the policy for its successful implementation. In addition to the above claim, my findings confirm through the utterance of teachers (who are also members of unions) that “even the unions play a part in the failure of the policy’s implementation because the department cannot visit a school for that purpose without the union’s knowledge, even if the purpose of the visit supports the implementation of the policy”. On the issue of the involvement of teacher unions in policy implementation and its consequences, an accusation was made by a teacher that "the unions, especially (name of union), must accept the blame because they are the ones who interfere with all the ministers' plans of improving education and as such, the failure of IQMS implementation has this union's blessing ".

The above findings show that the formulation of the policy was based on the exercise of power, as is its implementation. The nature of its formulation and how the evaluation results are submitted, resemble the bureaucratic control that is characterized by compliance and compromise. According to Peter Senge, (1990, p. 25) bureaucracy emphasizes the call for the organization/s to operate in a rational manner that reasonably responds to an organization’s needs as the implementation of IQMS has been shown in many parts of this document. It does not rely on the selfish whims of managers and business owners. A genuine organizational bureaucratic setup has no room for nepotism, influence peddling and the like. Bureaucracy is usually characterised by the combination of formal rules and procedures that ensure organizational order and uniformity and/or specialization of labour that ensures that workers know what is expected of them in their assigned jobs;

organizational rules and regulations are impartially applied and/or career advancement is exclusively based on merit where selection of personnel to be promoted is solely based on a workers performance on the job and not on their connections in the organizations' hierarchy and every position is clearly defined so that it will establish responsibility and order since every worker in the organization will know where he belongs.

5.3.5 Lack of clarity in the policy

As mentioned earlier in Chapter Two, according to Haddad (1995, p. 36), a significant amount of planning takes place during policy formulation and even during its implementation. This is the stage where feedback obtained during implementation should lead to the reassessment of aspects of the policy decisions and subsequent modifications by policy makers. Some findings have revealed that the policy is not clear to the facilitators although they proceeded with the training. This situation was confirmed by the DSG when they say, "It is just pitiful that facilitators themselves are not erudite about IQMS and as such, when someone asks them a question, they easily get annoyed and emphasise the content of the document instead of answering your question". Blaauw's findings (2000, p. 87) add that teachers were not aware of the criteria that were used to judge their performance.

Van Meter and Van Horn (1974, pp. 447-8), as stated in Chapter Two, are of the view that policy implementation should encompass actions by individuals that are directed at the achievement of set goals. This gives rise to the idea that while the assumptions may be clear and explicit, the outcomes of the policy have to be clearly stated as well. The problems of the clarity of the policy seemed to affect everyone, from the facilitators down to the recipients, as the findings noted the principal saying, "'I never heard of such processes during the training session, it was only during practice when I heard about these from the SDT.'" The DSG also complained that, "while we cannot be sure of what is expected in terms of self-evaluation and the PGP, since the inception of IQMS there has never been any workshop subsequent to the one about IQMS advocacy. How can one expect us to know what we heard once, if the facilitators ever talked about them?" In addition to the findings, the SDT were also of the opinion that "'the purposes show good intent although their duplication causes one to lose the interpretation and meaning". The findings displayed

above highlight the lack of clarity in terms of the understanding of the policy at large on different levels, ranging from the facilitators down to the implementers.

I agree with Haddad (1995, p. 78) when he says that part of the consultative process prior to the implementation of policy needs to be a testing of the process and ideas as to why the policy needs to be implemented. In his advice he also includes the requirement that the policy is enforceable and public interest must be given priority before it is brought to the people.

5.4 Conclusion

The purpose of this chapter was to discuss the findings related to challenges inhibiting the effective implementation of Integrated Quality Management System (IQMS) in a particular school although findings spread to show that same problems may also be common even in other schools.

The themes that emerged were dictated by the responses of the participants, which compelled me to consider the use of open systems theory, theories on transformational leadership, organization theory, theory on learning organizations and theory on policy making.

It emerged from the findings that the structure of the policy needs immediate attention so that every participant or recipient can benefit from the policy. Human resources at schools have to be continuously serviced before and during the implementation of the policy. It also emerged that sometimes a policy that is driven and monitored by politics is likely to confuse implementers or recipients as it usually displays elements of bias. The findings also revealed the need for transformational leaders who have the ability to transform schools from being bureaucratic, into being centres of learning and continued growth.

In the following chapter I will summarize the findings from the study, suggest recommendations for practice and for further studies and discuss this study's limitations.

CHAPTER SIX

CONCLUSION AND RECOMMENDATIONS

6.1 Introduction

This chapter presents a summary of the findings, recommendations and the suggestions for future research that are related to the implementation of IQMS in schools. My research question was: What challenges does the school encounter during the implementation and management of the Integrated Quality Management System? The ultimate goal was to gain insight and understanding of the internal processes and all other possible inhibiting factors that act against the effective implementation of the policy at the school. The findings of the study were discussed in the previous chapter and this chapter presents a summary of the findings, recommendations for further research, the limitations of my study and the conclusion.

6.2 Summary of findings

In Bush, (2003, p. 1) Bolam defines education management as an executive function for carrying out an agreed policy. The data collected has shown that the element of poor management of IQMS in the school may be a common challenge which has spread from departmental officials down to school principals and the respective committees (as the participants stated). The study has revealed that the principal is not involved in the planning, implementation and management of the policy, and as such, he is not familiar with the essentials of the policy, even though he remains accountable.

The data has shown some of the factors that inhibit the effective implementation and management of the policy at the school. Other studies on the implementation of the policy share some of the findings that emerged from this study.

The structure of the policy appeared to be one of the factors that cause confusion and conflicting ideas about the roles which each member of the IQMS committee has to play. Some participants viewed the existence of IQMS as a policy that has a developmental purpose, while others perceived it as a “sweet” substitute to the bureaucratic style of inspection. Regarding the lack of clarity in the policy document, it seemed that policy

implementers were not aware of the exact roles they had to play during the implementation process. This resulted in a situation where nobody in the institution understood the content of the policy. It is no wonder that other researchers' findings emphasize the apparent effortlessness of policy on paper and difficulty of practice. Also, within the structure it appeared that the linking of salary progression to the outcomes expected from the policy is the propelling factor that drives teachers to show elements of greed rather than the need for development. The study also shows that the criterion used to select evaluators needs to be revised as most of them are not familiar with the learning outcomes they have to assess during lesson observation. Douglas (2005, p. 14) expresses deep concern about IQMS, which he advises, "must be watched with careful attention because it is a monster on paper and could become a monster in schools".

It has emerged from the findings that the training that was conducted with the teachers and principals in preparation for the implementation of IQMS was not enough. Participants perceived the training as poorly conducted, as they noticed symptoms of incompetency on the part of facilitators. Participants are of the view that the training process should be reinstated using knowledgeable facilitators. They are also of the view that such training should be followed by further training sessions that will emphasize the role that each individual has to play and that will also monitor and give support to schools that experience difficulty in implementing the policy.

Most participants, especially the principal, showed lack of knowledge regarding how IQMS should be implemented. The study also showed that the principal as a leader lacks understanding of the contemporary leadership thinking and therefore, does not possess the ability to influence, motivate and inspire the staff for the good of the policy. The lack of transformational leadership, as a contemporary style of leadership in the school and within the department (as stated by the participants), also emerged as a contributing factor to the collapse of the policy implementation.

Issues of support from immediate seniors was another inhibiting factor, as poor management skills at all levels of managing and implementing IQMS were apparent. It is of utmost importance to note that the introduction of any educational initiative has to be backed by the support of the school principal. This idea is espoused by Berman and

McLaughlin (as quoted by Westraad, 2005, p. 49), who claim that “projects having the active support of principals are likely to fare well”. Although findings have shown that the policy is accessible to all and is open to modification (too democratic), some elements of bureaucracy also arose from the findings. As no one can claim to be in control of the policy, it can also be regarded as a free-flowing policy.

Because of the policy’s status in terms of ownership, it was evident that there is a shortage of school managers who have the ability to lead through change and as such there are teachers who seem to resist change when a new policy, like IQMS, has to be implemented. Such school managers would be principals who are intrinsically driven by the spirit of changing bureaucratic schools into learning organizations. In the right hands, the IQMS could be a powerful medium through which professionalism among teachers could be promoted.

The data and some references in this study also revealed that the structure and implementation of the policy reflect signs of acquiescence to political influence. In addition, although teacher unions play a leading role in the protection of teachers from being manipulated by the department, findings have also shown that their intercession in the implementation of the policy has changed the focus from qualifying for salary progression by merit to “Salary Progression for All”. Unions have also been identified as responsible for the lack of support in schools, by laying down regulations under which school visits can be made. This has resulted in the scarcity of departmental visits that would offer required support in the implementation of education policies. The unfortunate part of the blockage is that departmental representatives now have a reason for not offering support to schools.

6.3 Recommendations for practice

This study is placed among a number of studies that have been conducted in South Africa to identify challenges that affect implementation and to recommend possible solutions for improvement of the implementation of IQMS in schools. It has to be noted that principals play a significant role in mediating transformation in schools. While it is the department’s expectation for principals to offer sufficient support to their staff members, it is only possible when they are provided with the necessary skills to improve the quality of the input (Arco, 1995, p. 56; Wedell, 2009, p. 39). This requires the recommendation that the

department should provide support to principals to equip them with the necessary skills to effectively lead and manage change. Also, in-service training has to be provided to implementers to enhance proper understanding of the policy. Therefore, I recommend an intensive training workshop on leadership and management for all principals and School Management Teams so that when they have to effect change in their schools or implement new policies, less vagueness is experienced.

Various aspects of ambiguity within the policy emerged as participants exchanged their views with the researcher and also emphasized that the problem is probably common to the whole country. The same finding has also been revealed in other studies on the same subject. Most studies carried out before this one have disclosed that teachers have shown an interest in IQMS. This implies that for effective implementation of the policy, their perception on the policy has to be noted as vital by the department. According to Middlewood and Cardno (2001, p. 94), the majority of educators want appraisal to be an integral part of their professional development, not a mechanism for enforcing state control. This also motivates me to recommend the revision of the policy so that the content can be simplified and explicable to implementers.

The findings have revealed that the attachment of salary progression to IQMS has lowered teachers' levels of honesty and professionalism so that teachers prefer salary progression to professional development. Along with the appeal from some of my participants and previous researchers, I would like to add my recommendation of divorcing salary progression from IQMS so that the integrity of the teaching profession can be reinstated.

6.4 Recommendations for future research

As much as this is not the first study on issues regarding progress in the leadership, implementation and management of IQMS, I recommend that further studies be conducted because of the uniqueness of the institutions in which the policy is implemented, which may lead to new observations being made .

Further research on the preparedness of teachers and principals to lead and manage the effective implementation of the IQMS in terms of the expected competencies, remains a requirement.

Furthermore, in the policy, continued growth and development of teachers and schools has been stated as the focal purpose of its existence. I would like to recommend a research study that will investigate the extent to which the department has moved towards the attainment of that goal. I would also like to recommend further studies on the level of support the department and principals offer to policy implementers to ensure that the implementation of IQMS is effective in all schools. And lastly, I believe that a study on the department's strategic plans towards the improvement of IQMS implementation is necessary.

6.5 Significance of the study

This study, its findings and recommendations have potential value for SDTs, SMTs (including principals), EDOs, District IQMS Coordinators, District Managers and national and provincial policy planners for the Department of Education.

From this research, SDTs and SMTs can use the findings of this study to improve their implementation of IQMS with the utilisation of relevant leadership skills that will have a positive influence on teachers, helping them to be more committed to the policy.

As much as EDOs represent the department, they can use this study to identify challenges experienced by schools in implementing the policy and offer the necessary support to principals within their circuits.

District IQMS Coordinators can use this study to support schools by distributing the necessary materials in good time and by paying visits to schools to offer enough support to the SDTs and DSGs. While District Managers have the responsibility to monitor programmes undertaken within their territories, this study can assist them to learn and understand the difficulty schools in their districts experience in implementing the policy and to forward recommendations to the policy planners.

This study can be of relevance to policy planners and influence them to revise the policy and rectify the flaws that many studies, including this one, have revealed from their findings. Lastly, schools of leadership or institutions of higher learning, especially in the field of leadership and management, may benefit from this study.

6.6 Limitations of the study

According to Marshall and Rossman (1999, p. 42) no research project is without its limitations and there is no such thing as perfectly designed research. This implies that any research approach has its limitations and in this study the factors that restricted the scope of my study are the chief limitations. One of my limitations was the size of the sample I used. Despite the choice of the school in which I decided to conduct my study, the poor implementation of IQMS in schools is not limited to this school, but the size of the sample I used to conduct the study prevents me from making generalisations.

My position as a school principal has been a limitation on its own. Although my immediate senior is aware of my study, I could not abandon the responsibilities vested in me with the excuse that I am studying. Sometimes we would be called for a principal's meeting by my immediate senior or we had a departmental visitor at school that I had to attend to, while I had an appointment with the participants. Therefore, although I was engaged in studying, I still had to ensure the smooth running of the school and the implications were that collecting the data was a difficult task to manage. According to my timetable, data collection was scheduled to take place between May and June. This is the time when schools finalize their summative assessment for the semester, as they are about to close for the holidays. It was really difficult to request participants to avail themselves for interviews as all of them were involved in the process and the preparation of promotion schedules.

Also, because of my senior position, it was possible that my participants were not truthful and that they would try to say what they thought I wanted to hear. It was also possible that the principal would respond in defence of his practice as manager of the institution, while other participants could use their responses with the hope of exposing their principal's inability to manage and ensure effective implementation of policies.

6.7 Conclusion

The inauguration of IQMS as a policy was perceived by the Department of Education and teacher unions as an advancement towards unlocking and promoting undiscovered abilities which teachers and principals could use to better their teaching practices and improve the schools in which they operate. The study has revealed much about the structure of the policy, how it is implemented and managed and the effect of the intervention of teacher unions. I feel it remains crucial that affected stakeholders devote their commitment to the effective implementation of IQMS in all schools, so that the purpose which the policy was designed for can be achieved. Then our pride in our multi-talented teachers can be revived and we can produce future citizens, as envisaged by the Department of Education, through schools that will have been transformed into learning organizations.

This thesis has endeavoured to suggest strategies which can be used to accomplish such goals and my hope is that it will inspire readers to consider transforming their planning and leadership styles.

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APPENDIX A: INTERVIEW SCHEDULE

1. What is your impression on the IQMS policy in terms of the structure? Is the policy clear? Please expatiate.
2. What do you think is the purpose of the policy?
3. For how long has the policy been implemented at the school? Is it working?
4. What is your impression about its implementation?
5. How can you describe your experiences since you implemented the policy? What do you think may have been the cause?
6. Do you think all principals share the same experiences with regard to implementing the policy? Why?
7. How do you think the challenges and successes affected the implementation process?
8. How much support does your school normally receive from the department to assist you in the implementation process?
9. Do you think the policy is successful? Why?
10. Are there any areas that you think need improvement in the policy? Please expatiate.
11. How much shift do you anticipate for schools if the policy can be so improved?

APPENDIX B: PERMISSION TO CONDUCT RESEARCH

P. O. Box 1158
Ntabankulu
5130

Circuit Manager
Ntabankulu Central
P/Bag x 504
Ntabakulu
5130

Dear Sir

REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I, Lwazi Knowledge Mji, am an employee of the Eastern Cape Department of Education and I am currently teaching at Ludeke Junior Secondary School. I am doing a masters degree in education and hereby apply for permission to conduct research. The research will be conducted at the school (refer to copy). The research will be conducted in non-contact time and will not interrupt education programmes.

Please find enclosed the following documents:

1. Application letter
2. Research Proposal
3. Research instruments
5. Letter from my supervisor showing proof of registration for the degree

I thank you for your assistance and look forward to your favourable response.

Yours faithfully

_____ MR. L. K. Mji Persal no: 52828298 Contact no.: 076 723 3353

APPENDIX C: REQUEST FOR PERMISSION FROM SCHOOL PRINCIPAL

Dear Principal

I hereby request permission to conduct an interview with the following teachers in your school:

- a. The principal
- b. Two SDT members
- c. Two teachers
- d. And one DSG member.

The data collected will be used in my thesis for a masters degree in education. The title of the thesis is: *An investigation on the factors inhibiting the implementation of IQMS*. Permission to conduct the interview has been granted by the Department of Education. The duration of the interview will be 45 minutes to an hour per participant. The date and time of the interview will be negotiated with you and the participants concerned in order to avoid any interruption to the school education programme.

I would like to assure you that all information gathered will be utilized for the purposes of this study only.

I would like to thank you for your assistance and co-operation.

Yours faithfully _____

MR. L. K. Mji

Contact No.: 076 723 3353

APPENDIX D: LETTER OF INFORMED CONSENT

Dear Prospective Participant

Thank you for agreeing to participate in this study which is conducted for a masters degree in education. I am registered with the Faculty of Education at Rhodes University and my supervisor is Prof H. Van der Mescht in the field of Education Leadership and Management. His details are as follows: h.vandermescht@ru.ac.za or 046 603 8384.

The title of my project is *'Investigating factors inhibiting the implementation of IQMS'*. The purpose of this study is to gather data on teachers' opinions and perceptions on the current teacher appraisal system, namely, the Integrated Quality Management System. Through this interview I am hoping to better understand how teachers view the IQMS by listening to their experiences of the IQMS and by hearing educators express their views and opinions of the benefits and challenges of the IQMS.

The results of this research study will be used towards a doctoral degree in education. Furthermore, the results may be used for writing papers for presentation at conferences or for publication in academic journals. Your participation will include being interviewed for forty-five minutes to an hour. This interview will be audio-taped. Your responses will be treated confidentially as your name will not be used. I will contact you in advance to negotiate a time that suits you for the interview as I am well aware of your demanding workload. I will give you a hard copy of the transcript of the interview should you so desire. You have been randomly selected for participation in this study. Your participation is voluntary and no payment will be made to you. You may withdraw from the project at any time, for any reason, without penalty.

Once again, I would like to thank you for your participation in this study, Your co-operation is greatly appreciated.

Regards.

Lwazi Knowledge Mji

DECLARATION I, (full name of participant) hereby confirm that I understand the contents of this document and the nature of the research

project, and I consent to participating in the research project. I understand that I am at liberty to withdraw from the project, should I so desire.

Signature of Participant : _____ Date : _____

APPENDIX E: APPROVAL TO CONDUCT RESEARCH



P/Bag x 504, Ntabankulu, 5130, Telefax: 039 258 0013. Enq.: S. Manga in order of D. X. Rapiya

To: Mr L. K. Mji,
Ntabankulu, 5130

APPROVAL TO CONDUCT RESEARCH

Kindly be advised that your application to conduct research at the school has been recommended provided the following conditions will be observed:

That you must present a copy of this letter to the principal concerned before any research may be undertaken bearing in mind that the institution is not obliged to participate if the research is not a departmental project. Research should not be conducted during official contact time, as **education programmes should not be interrupted**, except in exceptional cases with special approval of the ECDoE. The research is not to be conducted during the fourth school term, except in cases where the ECDoE deem it necessary to undertake research at schools during that period. The research will be limited to the school for which approval has been granted. A copy of the completed report, dissertation or thesis must be provided to the Circuit Manager.

Lastly, you must sign the attached declaration that, you are aware of the procedures and will abide by them. Wishing all success in your study with the hope that the results will be beneficial to the department.

Circuit manager

Ntabankulu Central, Lusikisiki mega District: Department of Education

APPENDIX F: PERSONAL GROWTH PLAN

NAME OF EDUCATOR : _____ PERSAL: _____

PRIORITISED AREAS IN NEED FOR DEVELOPMENT

The following areas urgently need to be improved.

PERFORMANCE STANDARD: _____

The following criterion/criteria need/s urgent attention

- 1. _____ 2. _____
- 3. _____ 4. _____
- 5. _____ 6. _____

I need assistance from the following individuals/structures (Scratch the relevant)

Peer /Supervisor/ Principal/ DSG/ DISTRICT (SES)

(Indicate type of assistance needed)

I need the following resources to bring about improvement.

The following contextual factors are hampering progress

If support and assistance is provided, improvement will be effected by (Date)

The following contextual factors are being/not addressed by the DSG/SDT/Principal/District

Improvement has been effected in the following areas

Further improvement/s is/are required in the following areas

New areas for development

My progress has been monitored: regularly/rarely

Date/s : 1. _____ 2. _____ 3. _____

4. _____

(Republic of South Africa, 2004)

APPENDIX G: COMPOSITE SCORE SHEET FOR USE IN PERFORMANCE MEASUREMENT FOR PAY PROGRESSION AND GRADE PROGRESSION FOR Level 1 Educators (28 CRITERIA)

EDUCATOR: _____ DATE: _____
 PERSAL NUMBER: _____ SCHOOL: _____

PERFORMANCE STANDARDS	MAX	SCORE
Creation of a positive learning environment	16	
Knowledge of curriculum and learning programmes	16	
Lesson Planning, preparation, and presentation	16	
Learner Assessment	16	
Professional development in field of work/career and participation in professional bodies	16	
Human Relations and Contribution to school development	16	
Extra-Curricular & Co-Curricular participation	16	
TOTAL SCORE	112	

THE ABOVE-MENTIONED EDUCATOR'S SCORE has been/has not been ADJUSTED

COMMENTS/REASONS FOR ADJUSTMENT

I agree/do not agree with the overall performance rating.

EDUCATOR: _____ DATE: _____

DSG: _____ DATE: _____

PRINCIPAL: _____ DATE: _____

APPENDIX H: COMPOSITE SCORE SHEET FOR USE IN PERFORMANCE MEASUREMENT FOR PAY PROGRESSION AND GRADE PROGRESSION FOR Level 2 Educators (42 CRITERIA)

EDUCATOR: _____ **DATE:** _____
PERSAL NUMBER: _____ **SCHOOL:** _____

PERFORMANCE STANDARDS	MAX	SCORE
Creation of a positive learning environment	16	
Knowledge of curriculum and learning programmes	16	
Lesson Planning, preparation, and presentation	16	
Learner Assessment	16	
Professional development in field of work/career and participation in professional bodies	16	
Human Relations and Contribution to school development	16	
Extra-Curricular & Co-Curricular participation	16	
Administration of resources and records	20	
Personnel	16	
Decision making and accountability	20	
TOTAL SCORE	168	

THE ABOVE-MENTIONED EDUCATOR'S SCORE has been/has not been adjusted.

COMMENTS/REASONS FOR ADJUSTMENT

I agree/do not agree with the overall performance rating.

EDUCATOR: _____ **DATE:** _____

DSG: _____ **DATE:** _____

PRINCIPAL: _____ **DATE:** _____

APPENDIX I: COMPOSITE SCORE SHEET FOR USE IN PERFORMANCE MEASUREMENT FOR PAY PROGRESSION AND GRADE PROGRESSION FOR Level 3 & 4 Educators (52 CRITERIA)

EDUCATOR: _____
PERSAL NUMBER: _____

DATE: _____
SCHOOL: _____

PERFORMANCE STANDARDS	MAX	SCORE
Creation of a positive learning environment	16	
Knowledge of curriculum and learning programmes	16	
Lesson Planning, preparation, and presentation	16	
Learner Assessment	16	
Professional development in field of work/career and participation in professional bodies	16	
Human Relations and Contribution to school development	16	
Extra-Curricular & Co-Curricular participation	16	
Administration of resources and records	20	
Personnel	16	
Decision making and accountability	20	
Leadership, communication and servicing the Governing Body	24	
Strategic planning, financial planning and education management development	16	
TOTAL SCORE	208	

THE ABOVE-MENTIONED EDUCATOR'S SCORE has been/has not been adjusted.

COMMENTS/REASONS FOR ADJUSTMENT

I agree/do not agree with the overall performance rating.

EDUCATOR: _____

DATE: _____

DSG: _____

DATE: _____

PRINCIPAL: _____

DATE: _____