

**AN INVESTIGATION INTO THE IMPLEMENTATION OF INTEGRATED
QUALITY MANAGEMENT SYSTEMS (IQMS) IN SCHOOLS: A CASE STUDY
OF SIX SCHOOLS IN NTABETHEMBA CIRCUIT, CRADOCK DISTRICT**

By

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Together in Excellence

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In

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University of Fort Hare

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DECLARATION

I hereby declare that this study is my own work and that, to the best of my knowledge and belief it contains no material previously published or written by another person nor material which, to a substantial extent has been accepted for the award of any other degree or diploma of the university or other institution of higher learning, except where due acknowledgement has been made in the text.

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ABSTRACT

This study set out to investigate the implementation of Integrated Quality Management Systems (IQMS) in six schools in Ntabethemba Circuit of Cradock District in the Eastern Cape Province. The objectives of the study are: to find out whether those who are charged with the responsibility of implementing the IQMS do understand the policy and procedures inherent in the system, to investigate how IQMS is being implemented in schools, to find out the outcomes of the implementation of IQMS and to present findings and recommendations on the best ways to implement IQMS. The study adopted and used qualitative research methodology or approach to address the research problem and the cases study as a research design. Interviews, unstructured interview in particular, and document analysis were used to get data collection methods.

Findings revealed that there is a lack of understanding of the policy, procedures and processes of IQMS among those who are supposed to implement the policy, the level of implementation of IQMS in schools is not the same and the outcomes of the implementation are not what was expected that is quality improvement in schools. The recommendations are that the department of education should assist the schools to develop policy documents crucial for the implementation of IQMS. These documents include School Improvement Plan (SIP), Personal Growth Plan (PGP) and District Improvement Plan (DIP). The operation of these documents should be monitored on an ongoing basis to ensure the success of IQMS.

It is hoped that the findings and the recommendations of this research may illuminate some value insights in the necessity and usefulness of the implementation of IQMS to the policy makers and implementers so that all schools can successfully implement IQMS for the management and improvement of quality in South African schools.



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Last, but no means least, my humble and heartfelt thanks goes to Almighty God,
who has been my source of strength, knowledge and wisdom.



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DEDICATION

This piece of academic work is dedicated to my loveliest and most adorable wife, Fikiswa Ericcia for her undying love, support, encouragement and our very and most loved gift Luchwayito, my brother Monwabisi, Mokhosonke, Dalindyebo and sisters Nocwaka and Siphumelele.



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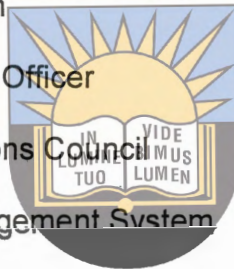


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ACCRONYMS

- CES - Chief Education Specialist
- CTS - Conformance-to –Specifications
- DAS - Developmental Appraisal System
- DSG - Developmental Support Group
- DoE - Department of Education
- EDO - Education Development Officer
- ELRC - Education labour Relations Council
- IQMS - Integrated Quality management System
- PMS - Performance Measurement System
- PGP - Personal Growth Plan
- QMS - Quality Management System
- SDT - School Development Team
- SDP - School Development Plan
- SIP - School improvement Plan
- SMT - School Management Team
- TQM - Total Quality Management
- WSE - Whole School Evaluation



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CHAPTER 1

Introduction

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1. Background of the study

The election of the post- apartheid Government of South Africa in April 1994 made it imperative to start immediately with transformation of the state, organs of the state, sectors of government, public affairs, and public activities from an autocratic and regulatory paradigm to a benevolent paradigm based on democratic accountability constitutionalism human development and a human rights culture directed towards promoting high quality life (Nzimande, 1997:12).

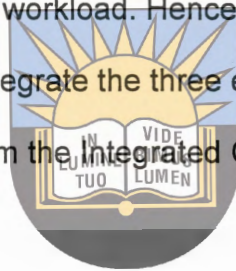

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Nzimande (1997:13) point out that any discussion on social transformation, including the transformation of education, cannot be entered into without grappling with the implication of globalization. Therefore the education transformation should not focus only on access on its own but also on quality in education. Post-Apartheid education legislation placed the quality of education firmly on the agenda. Section 4 of the National Education Policy Act (NEPA, 1996:36) includes among its concerns "achieving redress and enhancing quality". Section 20 of the South African Schools Act (SASA, 1996), entrust school governing bodies with the provision of quality education. Following democratization, South Africa emphasized decentralization of education to different levels. However, whereas the immediate post election emphasis was on

enhancing equality, democratization and decentralization of structures of governance, this gradually shifted to a concern with the relationship between school performance and quality. This therefore necessitated the need of measuring, monitoring and ensuring quality in education. Different measures and policies were taken to ensure quality in education.

In 1998, an agreement was reached on the implementation of the new Developmental Appraisal System (DAS) in terms of the resolution Number 4 of 1998 (ELRC, 1998) this was developed to enhance the development of competency of educators and the quality of public education in South Africa. For many years with no national system of evaluating the performance of school, and no comprehensive data on the quality of teaching and learning or on educational standards achieved in the system of education in South Africa, the National Policy on Whole School Evaluation was introduced in 2001. The National Policy on Whole School Evaluation has been designed to ensure that school evaluation is carried out according to an agreed national model. The policy is aimed at improving the overall quality of education in South African Schools (Department of Education, 2002). In 2003, ELRC agreed on the Performance Measurement System (PMS) with the purpose of evaluating individual teachers for salary progression, salary grade progression, affirmation of appointments and rewards and incentives. (ELRC, 2003).

Developmental Appraisal System (DAS), Whole School Evaluation System (WSE) and Performance Measurement System (PMS) were put in place to enhance and monitor performance of the education system. Each of these programmes had a distinct focus and purpose and there is no contradiction between them. All these quality management initiatives were to be planned for together in schools, and aligned in a coherent way to avoid duplication, repetition and an unnecessary increase in workload. Hence an agreement was reached on the 27 August in the ELRC to integrate the three existing program on quality management in education to form the Integrated Quality management System (IQMS).



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1.2. Statement of the Problem *Together in Excellence*

The government has put in place quality management programmes in education in order to ensure provision of quality public education. Among them is IQMS which is currently being implemented in schools all over the country. However, the problem is that the implementation of this programme on the ground in schools is not smooth as there are some factors which give rise to conflicts and other challenges in the process. These challenges include, among others the following: schools differ in the implementation of IQMS whereby others have not started with the process, disparities in the level of understanding of IQMS among the departmental officials and principals as well as educators. It also includes the issue of performance –related pay which was paid by default to all educators in

the last few years because of the non-implementation of IQMS policy by the department. Some of the conflicts involved include the resistance from some educators to be observed in their classrooms during the process of IQMS. This study examines how selected schools in a particular district are implementing IQMS to enable us to find the causes of conflict and challenges that have emerged in the process of the implementation of the programme.

1.3. Purpose of the study



The purpose of the study is to investigate the implementation of Integrated Quality management System in Six schools in Cradock district.

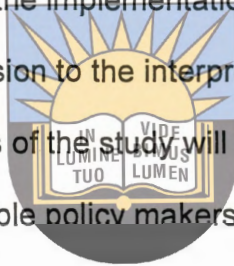
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1.4. Objectives

- To find out whether those who are charged with the responsibility of implementing the IQMS do understand the policy and procedures inherent in the system.
- To investigate how IQMS is being implemented in schools.
- To find out the outcomes of the implementation of IQMS.
- To present findings and recommendations on the best way to implement IQMS.

1.5. Significance of the Study

There is a general acceptance that education institutions (schools) need to address quality issues if they are to survive in the global economy. Schools that have implemented quality management systems are already reaping the benefits of implementing these systems. The findings of the study will contribute to the transformation of education and the implementation of IQMS in schools. The study will also give a new dimension to the interpretation which can lead to better understanding of IQMS. Findings of the study will reveal how IQMS is being implemented in schools and enable policy makers to address shortcomings in the policy, problems and challenges in the implementation of IQMS.



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1.6. Organization and overview of the Study

Chapter 1 deals with the background and the research aims and objectives of the study.

Chapter 2 presents the theoretical background and reviews literature related to the study.

Chapter 3 deals with the Methodology of the study which includes the research methodology, sampling techniques and data collection methods.

Chapter 4 deals with Data Presentation and analysis.

Chapter 5 deals with Summary of the findings and Recommendations.

CHAPTER 2

Literature review

2.1. Introduction

This Chapter seeks to explore, review and discuss other studies that have been undertaken in the area of quality management in schools. It is argued in this study that the purpose of quality management in schools is to improve quality in schools in particular and education in general. The concept of quality is discussed in order to put it into the education context especially quality improvement. Quality alone cannot be contextualized but the quality management approach is relevant for improvement. Therefore, different models of quality management are discussed. This section is relevant because it provides a clear picture and relevance of different models and their shortcomings in education setting. The Total Quality Management model is discussed in this study with the purpose of viewing its intended aim improving the quality of education offered in our schools.

2.2. Quality education

Quality is the single most important issue in education, business and government today. Quality in education cannot be complete without first discussing the concept of quality. The word quality comes from the Latin *qualis* meaning *what kind of* (Sallis,2002:123). The quality of something can be said to be part of its

name. Sallis (2002:32) argued that there is a lot of confusion over the meaning of quality because it can be used both as an absolute and as a relative concept simultaneously.

Sallis (2002:12) argues that quality as an absolute is similar in nature to goodness, beauty and truth because it is an ideal with which there can be no compromise over it. Pfeffer & Coote (1991:140) on quality said, "Most of us admire it, many of us want it, few of us can have it." As an absolute, things that exhibit quality is of the highest possible standards that are not surpassed.



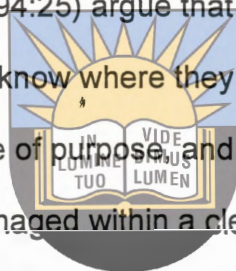
Goddard & Leask (1992), on the relative definition view quality not as an attribute of a product or services, but as something which is ascribed to it. Quality in this sense is about being measured against criteria. Sallis (2002:13) agrees that quality is not an end in itself, but a means by which the end product is judged as being up to (not up to) standard. In this relative meaning quality is about measuring up to predetermined standards and meeting those standards time and again. The relative definition has two aspects to it, the procedural concept of quality and the transformational quality.

2.2.1. *Procedural concept of quality*

Arcaro (1995) defines procedural concept as placing considerable emphasis on working to define systems and procedures. Quality is achieved by putting

systems and procedures into operation and ensuring that those systems are efficiently and effectively operated. Sallis (2002) argues that procedural concept is about proving that things have happened in accordance with predetermined specifications. Proving, approving and reporting are the key descriptors of this largely instrumental approach. In education, hard quality indicators include mission, vision as stated in education policies and aims.

Bowring and West-Burnham (1994:25) argue that one of the key characteristics of successful school is that they know where they are going and how they will get there. They have a shared sense of purpose and practise what they preach. These schools work and are managed within a clear and common approach. Schools moving towards Total Quality management need to have a mission statement, which gives a review of what the schools want to achieve.



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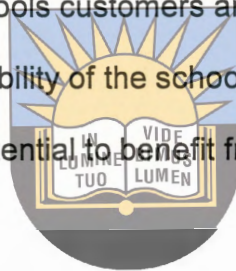
2.2.2. Transformational quality

Arcaro (1995) defines transformational concept of quality as “a complex process with a wider canvas that focus on the softer and more tangible aspect of quality”. Sallis (2002:14) agrees that it has less to do with systems and procedures and more to do with continuous improvement and organizational transformation. This softer concept includes customer care, customer service and customer satisfaction and delight but these alone are not sufficient to ensure customer loyalty. In an education setting the transformational culture is a function of staff motivation and academic leadership in a setting that is student centered.

This is a new definition of quality that is based on the “pillars of quality”.

According to Arcaro (1995:36) the pillars are the foundation for the transformation to quality. Each pillar supports the cultural transformation that schools must undergo to achieve a quality culture. To undergo a transformational quality, schools need to understand what each pillar represent. (Arcaro, 1995:37). These pillars include:

(a) Customer focus: The schools customers are primarily students and their families. It is the responsibility of the school to work with parents to optimize the student’s potential to benefit from the learning process provided at school.



(b) Total involvement: everyone should participate in the quality transformation. Arcaro (1995) states that quality is not the school board or principal’s responsibility”. That means quality demands everyone to contribute to the quality efforts.

(c) Measurement: schools should measure the effectiveness of their efforts in their daily quest to deliver education to the learners.

(d) Commitment: everybody must be committed to quality.

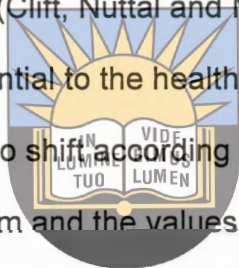
(e) Continuous improvement: where schools are trying to do things better tomorrow than they did yesterday or today.

The pillars of quality are needed when implementing IQMS because schools implementing IQMS show the permanent shift in an institution’s focus away from short-term expediency to the long-term quality improvement. During the

implementation of IQMS schools that use the pillars of quality to undergo transformational quality.

2.3. Quality in education in South Africa

“Quality in education is somewhat problematic: like beauty; it lies in the eye – or rather the mind of the beholder” (Clift, Nuttal and McCormick, 1987:202). A high quality education system is essential to the health and future of the nation. Yet the definition of quality appears to shift, according to the values of those who hold influence and power in the system and the values of different communities in society.



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Improving education quality has been a key concern of post apartheid South Africa. The mission of the Department of Education is stated as assuring that “all South Africans receive life long education and training of high quality”, as underlined in a variety of official documents from the Department of Education. However, it is not clearly defined what exactly quality is and how this quality has to be achieved.

Steyn (2000:48) maintains that quality education depends on internationally accepted factors such as the resources available, quality of teachers, a relevant curriculum, the effectiveness of the learning materials, and restoration of the learning environment and a sound philosophy of education. In South Africa

improving education quality has been associated with such programmes as providing resources to create the basic condition of learning and teaching, (re)building a culture of learning and teaching in schools, establishing quality assurance mechanisms, developing a curriculum based on outcomes (including assessment issues), building schools as safe environment for learning and teaching, improving school management practices and continuous teacher development and support (CEPD,2002:2). All these will be looked at during the implementation of IQMS if quality is improving in schools.



Coetze and Roux (2001) define quality in education as relevant education that endeavors to address the unique and changing needs, demands, possibilities and problems within the total context of a country. Legislations promising "education of progressively high quality for all learners, and the recently published National Policy in Whole School Evaluation (WSE) are setting the parameters for quality assurance in schools and all these do not however give an indication of the nature of high quality education in South Africa (Department of Education, 2000:1-13)

As well as providing a definition of quality in education, it is necessary to understand the difference between two other important ideas. The researcher would like to make distinctions between quality control and quality assurance.

2.3.1. Quality Control

Sallis (1993:5) defines quality control as “a process that ensures that only products that meet a predetermined specification leave the factory gate”.

Greenwood and Gaunt (1994) agree that quality control is the detection and elimination of components or final products that are not up to standard. It is an after the event process concerned only with detecting and rejecting defective item. This means that it is wasteful and expensive.



2.3.2. Quality Assurance

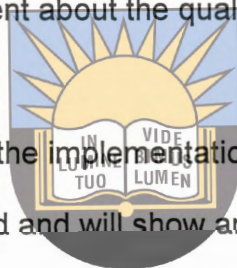
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Greenwood and Gaunt (1994) defines quality assurance as a before and during the event process concerned to prevent faults occurring in the first place. Wild (2002) mentioned that quality assurance relates to activities needed to provide adequate confidence that an entity fulfills requirement for quality. Quality assurance is about consistently meeting products specification or getting things right first time, every time. Smit, Wilkinson and Buchner (2000:184) succeeded in compiling an amalgamated definition of quality assurance which include the following:

- (a) Policies that ensure that the teaching is maintained. There should be policies in school to monitor the implementation of quality of teaching and learning. Policies like Assessment policy, Quality Assurance Policy etc.

- (b) Attitudes will ensure quality scholarship enhanced. There must be a buy-in from all those involved so that their attitudes towards the quality assurance can be effectively implemented and learned for necessary changes.
- (c) Means confirm of education. There must a lot of groundwork before implementation to prepare everybody like training and retraining of educators and management about the quality assurance systems to be implemented.
- (d) Action is guaranteed that the implementation process will be followed.
- (e) Procedures demonstrated and will show an understanding of the whole quality assurance system.
- (f) A system certifies attendance when success of the program will be continuously monitored and the quality improvement measured.



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The purposes of quality assurance according to Van Damme (2000:11) are reflected in quality assurance mechanism and procedures namely;

- (a) Improvement to teaching and learning
- (b) Public accountability
- (c) Client information and market transparency
- (d) Steering the resources and planning processes of education system.

Experts in the field of quality assurance propose that, in order to ensure the efficiency of a quality assurance system, it needs to be an internally driven

process (Fraser & Williams, 1995; Kells, 1998; Vroeijeentijn, 1995). Such an approach towards quality will obviously be in co-existence with an external quality assurance system like Whole School Evaluation, professional bodies like the South African Council of Educators and Tirisano Programmes. The task is not to implement a prescriptive quality assurance system but rather to develop, by means of participatory and comprehensive approach, a system that will be owned by all. With such an approach both those who manage (e.g. principals and officials) and those who are managed (e.g. educators) will be made aware of their responsibilities with regards to establishing quality in their management and teaching functions.



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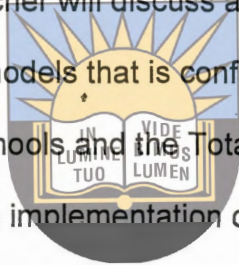
Wild (2002:104) defined quality management as a combination of monitoring quality, quality control and quality assurance within an organization". Baker (1989:39) viewed quality management as a "different way to organize the effort of people with the objective to harmonize their efforts in such a way that not only do people approach their assigned tasks with enthusiasm, but they also participate in the improvement of how the work gets done". This view put the people in the centre of the quality management and supports the view that quality management can contribute to the improvement of the school. In order to be well developed and implemented successfully quality management should integrate the following key areas, Hipkins (2006:6) outline the key areas as:

- (a) Product realization which centers on processes and planning for converting input into products or service outputs.

- (b) Measurement, analysis and improvement which focuses on how a school measure performance of its educators and uses performance analysis for continuous improvement.

Although quality management models may differ slightly, quality management models worldwide are based on fundamental concepts that underpin them.

These values and concepts are embedded beliefs and behaviors found in high-performing schools. The researcher will discuss and differentiate between the following quality management models that is conformance-to-specification, Quality systems: a model for schools and the Total Quality Management (TQM) model and their relevance in the implementation of IQMS in schools.



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2.4. Models in quality management *Together in Excellence*

Certain designs have been put forward that can be followed in the public sector to assure some form of quality in the services that have been offered to the citizenry. This presentation shall elucidate a few of these below.

2.4.1. *Conformance-to- Specification*

The range of conformance –to- specification models and systems consists of “a set of clearly defined clauses of characteristics and described a basic set of elements for developing and implementing system” (Holland, 2000: 232). Arcaro (1995:26) define procedural concept as placing considerable emphasis on

working to define systems and procedures. Arcaro (1995) emphasizes that quality is achieved by putting systems and procedures into operation and ensuring that those systems are efficiently and effectively operated. The purpose of conformance model is to control each step of a production process so that products match technical specifications. In other words, the model specifies how an organization's activities should be performing so that the output of the organization is in line with its specification, as indicated by the organization itself or a customer. This model emphasizes a quality control which is an after-the-event process concerned only with detecting and rejecting defected product.



Essential to this model is the documentary evidence that proves that such procedures have been followed and that quality has been achieved. Sallis (2002:153) argues that the procedural quality is about proving that things have happened in accordance with predetermined specifications. Proving, approving and reporting are key descriptors of this largely instrumental approach. In education, hard quality indicators include mission, vision as stated to the schools policy and aims can not alone produce quality but other factors as well. These procedural manuals describe an organization's systems, and form the basis of what is assessed. So, it is not the actual organizational practice, or inputs, which are assessed, but the conformance of an organization's procedures to a standards or specification.

In short, the conformance to specification model is primarily concerned with meeting and maintaining specifications, not with improving those specifications. In schools continued improvement and growth is very critical. Also the conformance-to-specification approach, as the name indicates, it tends to emphasize on conformance to predetermined criteria, specification or standards. These are treated in rather rigid and technical ways and the processes through which such requirements are met are not seen as being of central importance.

This model will be mostly used in the study to see if the schools investigated do have quality control systems in place. Also to see if schools do have procedural standards or specification for quality control and whether schools are only concerned with conformance to these specifications or trying to improve these specification during the implementation of IQMS.

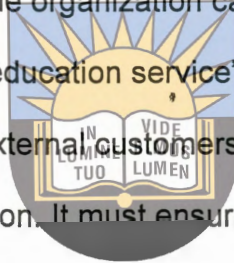
2.4.2. Quality Systems: A model for schools

In the South African context, the notion of transformational quality assurance is common in education. Arcaro (1995:5) defines transformational concept of quality as "a complex process with a wider canvas that focus on the softer and more intangible aspects of quality." These softer concepts include care, customer service and customer satisfaction and delight. The researcher observed that although we may equate the educational services to include a customer –like approach, yet education is a basic right. In effect, customer-care suggests some

form of monetary compensation to the service provided. In the researchers opinion, quality in education is imperative. Therefore, the citizen who may not afford to pay for quality education from their pocket ought to be entitled to receiving quality education too.

According to Greenwood and Gaunt (1994:127) a quality systems for school should contain two elements namely:

(a) A system to ensure that the organization carries out its function of delivering all aspects of "education service" to its immediate customers- parent and child and its external customers- employers and institution of higher and further education. It must ensure that every department within an organization is aware of the imperative need to deliver a quality service to all its customers and



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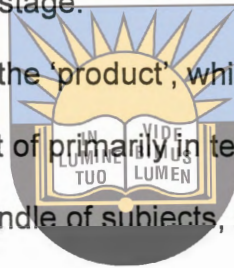
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(b) On a second level, the system must develop to ensure that all teachers take a consistent approach to the delivery of a quality service to their pupils. It must also be capable of creating a culture of "continuous improvement" in the minds of all pupils.

In fulfilling the first element, a number of factors must be in place. These are key factors of a quality system for a school (Arcaro, 1995:15):

- A quality policy, which constitutes a restatement in quality terms of the school's perceived mission.
- An appropriate organizational structure where the flat hierarchical structure is needed.

- A quality system which means a systemic mechanism for collecting, collating and interpreting data of all kinds, in order to deliver a quality service, to all customers, internal and external.
- Regular customer survey where customer requirements are drawn in a number of ways in collaboration with the customer. The data generated from these activities must then be fed into the management decision-making process, at every stage.
- Curriculum design where the 'product', which you provide for your customer, may be thought of primarily in terms of the curriculum but, the product is more than a bundle of subjects, and is better thought of as a whole person.
- Documentary control system where the school considers a fresh at all documentation and internal communication system.



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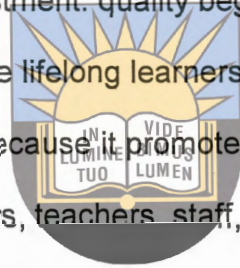
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However, these alone are not sufficient to ensure customer loyalty. In education setting, the transformational culture is a function of staff motivation and academic leadership in a setting that is student centered which is totally not mentioned in this model.

The implementation of IQMS involves the whole school evaluation (WSE) in schools; this model uses the holistic approach to the implementation of IQMS in schools. The national policy on whole school evaluation as a collaborative transparent process of making judgments on the holistic performance of schools that is measured against agreed criteria (National Policy on Whole School Evaluation, 2001:56). This model is relevant for school improvement

where whole school evaluation, for quality purposes, naturally implies that all the aspects or important area of school life to be evaluated (Nero, 1995: 165).

Total Quality Management (TQM) is not complex; quality seems are easy to implement, measure, and practice. TQM is a new way of doing business: it focuses on the customer: both internal and external customers of a process. Again TQM requires an investment: quality begins and ends with training; in a quality culture people become lifelong learners. The Quality methodology can be successful in education because it promotes a "shared responsibility" concept among administrators, teachers staff, student, parents, and the community. Therefore the TQM will be discussed as well as its approaches.



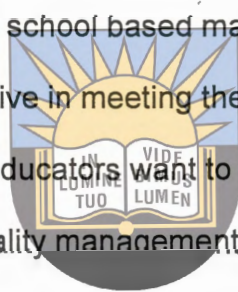
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2.5. Total Quality Management

Melan (1993) defines Total Quality Management (TQM) 'as a philosophy and a set of concepts and methods employed throughout an organization by individuals in concert with a view towards a continual improving the product or service provided to a customer'. Sallis (2003) emphasizes that TQM is about providing the customer with what they want, when they want it and how they want it. In other words it involves moving with changing customer expectation and fashions to design products and services that meet and exceed their expectation.

On the other hand, Oakland (1989:11) sees TQM as the involvement of everybody, mainly through progressive human resource management policies. It shifts the focus of responsibility for quality to the people who actually do the work and makes wide use of teams and other forms of participative action.

Whereas, Murgantroy (1993:192), Bowring and West-Burnham (1994:11) consider TQM as providing a school based management team with tools they need to become highly effective in meeting the goals of their stakeholders, and in creating a place that educators want to work into. Thus an organization moves from inspection to quality management, there is an increase awareness and involvement of clients and suppliers.



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Bowring and West-Burnham (1994:11) defined TQM as, "a philosophy with tools and process for practical implementation aimed at achieving a culture of continuous improvement driven by all members of an organization in order to satisfy and delight customers." Thus TQM aims at achieving the following goals as seen by Crosby in West-Burnham (1997:19):

- (a) Establishing full management commitment to the quality programmes in school.
- (b) Introduce quality management procedures by setting up quality teams to drive the programme.
- (c) Instituting a quality awareness programme by defining and applying the principle of the cost of quality.

- (d) Introduce corrective action procedures to achieve quality education and quality improvement in learner outcomes.

Therefore, according to Curtler (1999:15), TQM works cooperatively and collaboratively with potential stakeholders in the school community to enhance the successful implementation of quality management in schools. In this regard, all members of such school community understand the process which drive and enhance quality and are committed to continuously improving the organization through the attainment of shared goals, shared vision and the collection of data that measures success to come out with a “full-service school”.



The quality experts emphasize that for quality management in school, there should be increasing emphasis on the process as well as product where the imperative is towards continuous improvement (West-Burnham, 1997:17).

2.5.1. *Traditional approaches to Total Quality Management (TQM)*

There are three empirical approaches to quality improvement that have been developed (Melan, 1993) these are:

2.5.1.1. Prescriptive Approach

Melan (1998:3) argues that the prescriptive approach entails implementing a fixed and prescribed set of steps to achieve quality improvement in organization.

The main assumption of this structured method is its universality, namely that the same set of steps applies to all organizations and that it will work without modification. IQMS has a step-by-step implementation process which is supposed to be implemented in all the schools universally. The prescriptive theory assumes that these steps will be implemented in all the six schools without any modification irrespective of the contextual factors involved.

2.5.1.2. Project

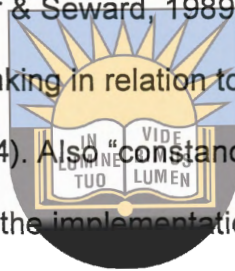


Project is a procedural approach developed by Juran (1964) in the context of the school; it is described as the approach provided short-term results to the exclusion of addressing fundamental systemic problems. This approach assumes that improvement is achieved project-by-project in defined phases. The implementation of IQMS integrated phases, that is Developmental Appraisal, Performance Measurement and Whole School Evaluation should be considered. This theory suggests that these programmes should be implemented in an integrated way in order to ensure optimal effectiveness. Therefore, the outcomes of the implementation will reflect the improvement of quality.

2.5.1.3. Multi-point

The multi-point approach differs from the prescriptive method in that the various points consists of somewhat randomly listed assertion as well as prescriptive

statements that one must take into account in implementing IQMS. The 14 points of Deming (1982) exemplifies this approach. A psychometric study of the 14 points shows the difference in interpretation of their meaning (Tamini et al., 1995). In addition, certain assertions like abolish annual merit and ratings eliminate target for the work force conflict with entrenched management techniques such as management by objectives (MBO) and production goal settings, which have shown positive results (Schrader & Seward, 1989). However, Deming provides the first example of systemic thinking in relation to improvement (point 5) and the notion of transformation (point 14). Also “constancy of purpose” (point 1) proved to be not only a key assertion in the implementation of change but also a contingency variable as well. None of these traditional approaches explicitly refers to quality improvement as an intervention or involving planned change as a factor to be dealt.



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2.5.2. A contingency approach

A content analysis of 11 Balbridge applications indicates certain factors or preconditions of planned change exist for successful implementation of improvement in schools. By means of factor coding, subtracting variables and constructing category and clustered summary tables (Miles & Huberman, 1984).

The following factors were evident:

- (a) Commitment, participation and leadership within the power centers of the organization.

- (b) The existence of advocates to facilitate change.
- (c) A plan for deploying change throughout the organization.
- (d) A system for sustaining the intervention.

Both anecdotal evidence and survey data indicates that a specific approach or school of thought is not required for successful implementation of quality improvement in schools. However, other factors appear to be present that influence successful change. Melan (1998:18) concludes that besides leadership factor, basic knowledge and understanding of the elements of change to be taken into account for transformation to be successful. This process of change requires a deliberate, integrated and dynamic effort by school managers and embraces all role players including the school principals, staff members, learners, parents and the community at large with client satisfaction as ultimate results (Murgatroyd, 1993:269). IQMS spells out clearly theories and responsibilities of individuals like the principal, the educators and structures like the school management Teams (SMT) and School Developmental Teams (SDT) involved in implementing the IQMS. Empirical evidence indicates that factors such as creating a sense of urgency and need (environmental stress), and forming an empowered group (change agents) to lead the change process are vital in accomplishing change but insufficient (Cotter, 1995)

The implementation of IQMS is a total systems approach comprising the organization as a whole, including the suppliers and clients (Siegel & Byrne,

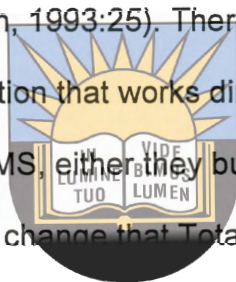
1994:18-19). Therefore the application of TQM urges for change in schools by which the culture and structures are being inverted into a new culture, processes and structures by both management and subordinates (Herman & Sherman, 1995:18). IQMS stresses the establishment of structures like the SDT's and DSG's, which obviously come with new cultures and principles. These structures involve both the management and the staff. TQM comprises the transformation of the traditional hierarchical school structure (pyramid) into a new structure which is organized along horizontal, rather than vertical lines of cooperation (Qouy & Walker, 1996: 222-226).



In the context of IQMS, further research and investigation into successes and failure will provide greater understanding of the nature and extent of these contingencies and their relationship. Prior implementation of TQM has concentrated mainly on management (Leadership, commitment, involvement, training, time horizon and payback). It is proposed that other variables are also operative in the implementation of TQM: the change processes itself and its manner of facilitation and behavioral factors both group and individual such as environmental stress, socio-cultural elements, motivation and communication.

There are groups that must be supportive of TQM for it to be a feasible approach. These groups are the Department of Education as an employer, the administrators, and the teachers 'union or organization (Bradley, 1993:287). In IQMS all these stakeholders agreed on the resolution to implement IQMS (ELRC,

2003). The changes that IQMS will make in the way the schools do business are so massive that to attempt to implement IQMS without involving the major players is almost impossible. Also Middle Management: EDO's; Principals; Deputy Principals; HOD's will become more like facilitators and resource persons for their internal clients. Middle Management work directly with the two groups who ultimately decide the success of all educational programmes- the students and teachers (Capper & Jamison, 1993:25). Therefore Middle Management is the only sector of the administration that works directly at the operations level during the implementation of IQMS, either they buy-in or the IQMS theory will not take off the ground. The biggest change that Total Quality Management brings to middle management is that positions move from being authority-based to being expertise-based. In IQMS the managers must understand the policy and procedure.



It is vital that training and retraining occurs before reorganizing for Total Quality Management (Bradley, 1993:289). "Employee Training is job related learning that is provided by employers for their employee" (Swanepoel, 2000:495). During training employees will acquire new skills and strategies on IQMS. According to ELRC (2003:6) training must:

- (a) Specifically address issues relating to how the IQMS should be implemented in the school.
- (b) All officials and educators must have thorough understanding of the purposes, principles, processes of the IQMS and

- (c) Enables officials and educators to plan and administer the IQMS in a uniform and consistent manner.

There are numerous causes of failure in TQM, however, the major reasons for failure are (Bradley, 1993:275):

- (a) Schools and districts lack data necessary to accurately evaluate the current process.
- (b) The educational professionals fail to recognize that they are implementing a process that will change the schools or district culture.
- (c) Many education professionals are comfortable in the current environment and see no reason to change the way they work.
- (d) The system demands immediate results.
- (e) Education professional fail to view education as a system.



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The implementation of quality is not a quick fix for today's education problems. The quality experts emphasize that in order to ensure quality management in schools, there should be an increasing emphasis on the process as well as the product. The imperative is towards continuous improvement of the educational activities being offered by both public and private sectors alike.

2.6. School quality and a quality school

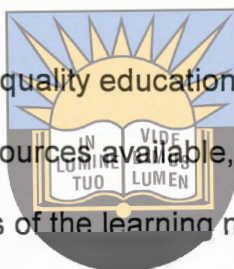
According to Contreas (1988:399), "there are likely to be as many answers to the question (what is school quality) as there are respondents. In part it has to do with what students learn in school that is, acquiring useable knowledge, and developing problem solving skills, inquiring skills, and perseverance, an appreciation of the arts and developing personal and social responsibility and self respect."

The researcher concurs with Cotreas's view but adds that the notion of quality in our schools is far more complex than that. The process does not include the provision of the service but also the end product as well. In totality, our learners as a final product of our education should be well groomed.

Coetzee & le Roux (2001) defines a quality school as an institution of education that fulfils its primary task (relating to: Initiating the learner into an inherited tradition of knowledge and normative empowerment-a competence for life), with a particular context.

From this a number of observations can be made. A school that is not sensitive to the social realities cannot claim to be a quality school even if it fulfils its primary or structural task. It seems therefore "relevance" is essential ingredients of a quality school. Schools implementing IQMS for quality purposes need to be relevant to the social realities at the same time fulfils its structural task.

Mulber (1997:57) argues that a contextual sensitive and relevant definition of quality education should not be out of steps with international trends, strategies, procedures and educational practices. This implies that a South African school should however, not overemphasizes the local context within which it functions, but should take cognizance of the global context within which the child is supposed to control reality.



Steyn (2000:48) emphasize that quality education depends on internationally , accepted factors such as the resources available, quality of teachers, a relevant curriculum, and the effectiveness of the learning material, restoration of the learning environment and a sound philosophy of education. The outcomes of the implementation of IQMS should reflect quality education that is relevant and endeavors to address the unique and changing needs, demands, possibilities and problems within the total context of the country.

2.6.1. The role of Total Quality Management (TQM) in enhancing quality of learning

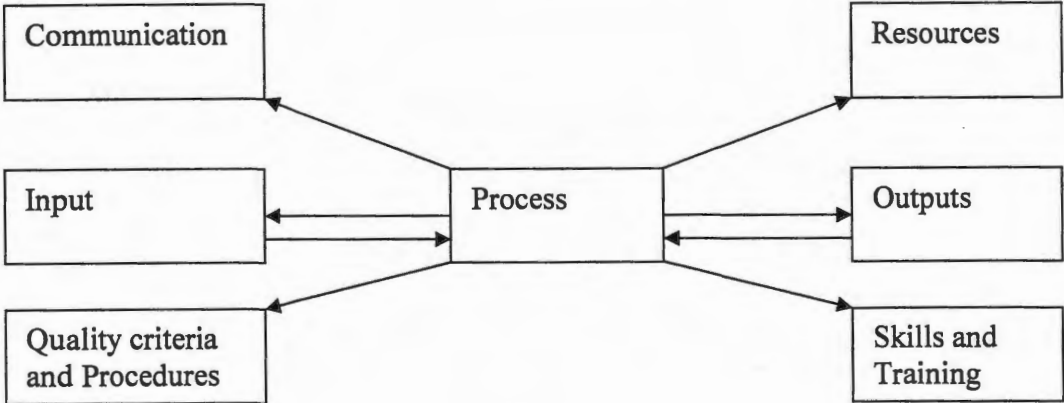
Education is about learning. If IQMS is to have relevance in education it needs to address the quality of the learners' experience. In any case, views about content and teaching approaches change over time. What was deemed high-quality educational provision at the beginning of the twentieth century is seen as limited and narrow in the twenty-first century (Goddard and Leask, 1992: 4). Sallis &

Hingley (1991:240) indicates that an education institution that takes the total quality route must take seriously the issue of learning styles and needs to have strategies for individualization and differentiation in learning. During the implementation of IQMS, especially the observation of educators in practice, these are some of the factors that the SDT should observe.

The learner is the primary customer, and unless learning styles meet individual needs it will not be possible for that institution to claim that it has achieved total quality. The diagram below illustrates the components of work processes to achieve quality learning outcomes.



Figure 2.1. The components of work processes
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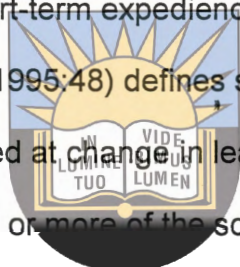
Adapted from West-Burnham (1997:57)

For the process to work effectively all aspects identified have to be completed and lack of definition in any respect will compromise the potential to meet the

customer requirements. All the elements are necessary if there is to be a successful implementation of IQMS and the desired outcomes.

2.6.2. Continuous improvement in schools

In total quality organizations like school of quality, there is a shift in an institution's focus away from short-term expediency to the long term quality improvements. Miles & Ekholm (1995:48) defines school improvement as a systematic, sustained effort aimed at change in learning conditions and other related internal conditions in one or more of the school, with the ultimate aim of accomplishing educational goals more effectively. It is not concerned with changes that are individually focused, unimplemented, unsystemic, or limited to minor innovations. The impetus of change is manifested at the school level.



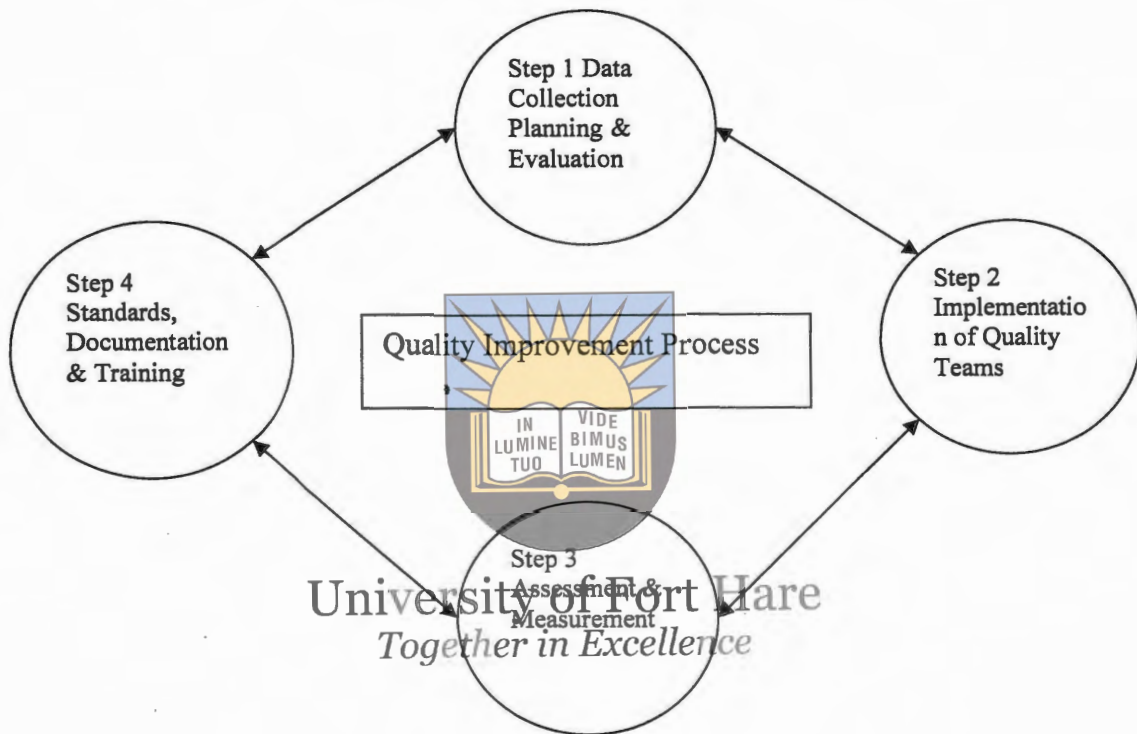
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Goddard & Leask (1992:24) argue that constant innovation, improvement and change are stressed, and those that practice quality management lock into cycle of continuous improvement. People who are concerned about quality make a conscious attempt to analyze what they are doing and plan to improve it.

According to Sallis (1993:24), to create a continuous improvement culture, managers have trusted their staff and to delegate decisions to the appropriate level to give staff the responsibility to deliver quality within their own sphere.

There should be a never-ending journey of improvement for oneself. The next graph depicts the quality improvement process:

Figure 2.2. Quality improvement process



Adapted from Galileo Quality Institute

The graph allows entry into the process at any steps, it is necessary to begin the process at step 1. However, to effectively implement IQMS, all steps must be completed. IQMS is a continuous improvement process that is trying to improve quality. This model will be used to assess the process and procedures in school during the implementation of IQMS.

In the commercial world it is the survival imperative that often drives quality improvement, but the complexity of education and the importance of values in

education make the motives taking a quality stance more complicated and diverse. Sallis (1993:3) identifies the four quality imperatives to reflect the complex environment in which educational institutions operate. These are the following:

- (a) The moral imperative: The customer and clients of the education service (students, parents and the community) deserves the best possible quality of education. This is the moral ground in education and one of the few areas of educational discussion where there is little dissent.
- (b) The professional imperative: Closely linked to the moral imperative is the professional imperative. Professional implies a commitment to the needs by employing the most pedagogic practices. Educators have a professional duty to improve the quality of education.
- (c) The competitive imperative: Competition is the reality in the world of education. Competition requires strategies that clearly differentiating factor for an institution.
- (d) The accountability imperative: Schools as part of their communities must meet the political demand for education to be more accountable and publicly demonstrate high standards. Quality improvement supports the accountability imperative by promoting objectives and measurable outcomes of the educational process. This need for accountability in itself may provide mechanisms for quality improvement.

Both the theories, the Quality Improvement Process and Four Quality Imperatives will be used to analyze the environment within which IQMS is

implemented in schools. The environment in which the IQMS is being implemented is not a simple and straight forward but a complex and complicated.

2.7. Whole school evaluation as means to school improvement

Hopkin (1989:3) defines whole school evaluation as a diagnostic activity undertaken by a school staff as a first step in a school or a departmental improvement process. Van Velzen (quoted in Hopkins, 1985) originally defined WSE as a systematic inspection (description and analysis) by a school, a subsystem or an individual (teacher, school or a leader) of the actual functioning of the school. This is considered a diagnosis as a vital and important activity, if not one reason: it should always be the first step in a systematic school improvement process to gather diagnostic information in order to improve the functioning of a school.

According to Nevo (1985:165) schools in many countries are routinely reviewed by national and regional inspectors and supervisors. In spite of the positive aspects of such evaluation, large percentages are not systemic enough and fail to meet high standards of objectivity and reliability.

Tyler's definition of evaluation (cited in Hopkins, 1989:3) was "the process of determining to what extent the educational objectives are being realized".

This definition agrees with the descriptive and judgmental approach evaluation, which is not favored in many countries.

Nevo (1995:28) identifies at least six characteristics of WSE:

1. It is a systematic process, not a simply reflection.
2. Its short-term goal is to obtain valid information about a school's condition, functions, purpose and products (effectiveness).
3. The review leads to action on an aspect of the school's organization or curriculum.
4. It is a group activity that involves participatio0n in a collegial process.
5. Optimally the process is owned by the school or sub-system.
6. Its purpose is school improvement/department and its aspiration is to progress towards the ideal goal of the 'problem solving' or relatively autonomous school.




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Schools are increasingly being held accountable for their performance, which also implies that they have a responsibility for school improvement. Whole school evaluation is the cornerstone of the IQMS in schools. It enables a school and external supervisor to provide an account of the school's performance and to show to what extent it meets national goals and the needs of the public and communities. WSE is relevant for this study because it is part and parcel of IQMS meaning that if schools implement IQMS then WSE cannot be left out.

2.8. Performance management in education

Performance management is a fundamental building block of total quality organization and quality improvement.

Armstrong & Baron (1989:7) define performance management as a strategic and integrated approach to deliver sustainable success to organization by improving the performance of people who work in them and developing the capabilities of teams and individual contributor. Performance management includes the description of range of processes, instruments and mechanisms that improve the quality of goods and services that are provided to achieve the defined objectives (Rouse, 1994:59). Furthermore it helps in identifying opportunities for improvement.



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Hipkin (2006) identifies quality management to be developed and implemented successfully the key area is measurement, analysis and improvement which focuses on how an organization measure performance, and uses its performance analysis for continuous improvement. In the cycle of never-ending improvement performance management plays an important role in identifying and tracking progress against organizational goal. It also assists in comparing performance against both internal and external standards.

The major goal of education to exist is to build human resource capacity through teaching and learning. Therefore the elements of the performance measurement in the IQMS quantify actions of an educator in order to be

rewarded and developed. Performance measurement is prerequisite for reward and quality improvement, which happened to be the two anchors for implementation of IQMS. The performance management is benchmarked against certain indicators or standards. These are used to inform management system whether performance is good or bad. The IQMS uses historical performance which compares the current performance with the previous performance. The steps to measure the educator performance are compared with the one before the developmental programs and reward as informed by performance appraisal results.

This more systemic approach to performance management is often further elaborated to provide a set of complex procedures the, for example, with the IQMS it operates at the level of the individual teacher, the school and the district office. The cost of doing a quality job, conducting quality improvement and achieving goals must be carefully managed, so that the long term effects or implementing outcomes in schools is the desirable one.



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IQMS is viewed by the researcher as having been introduced by the department timeously, It came at a time when it was needed most as education is undergoing transformation. From the historical perspective, there was a foregone conclusion and outcry from the public that Apartheid education was of extreme low quality. There was therefore anticipation for better performance in the Post 1994 era. IQMS was therefore looked as necessary tool for improved performance. The cornerstones of IQMS that

include a comprehensive evaluation not only of the educators' performance but the schools as well encourage this notion. Educators are encouraged to have a sense of accountability. Good performance is to be rewarded and some form of system to address non-performance is put into place. The department of education is therefore in a remarkable quest for quality education.

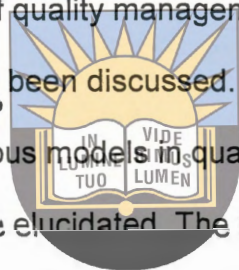


It has emerged from the literature reviewed that there is a need for quality management in education to achieve the educational objectives. This is done in the process trying to define quality in education so that quality can be put in educational perspective hence the discussion of procedural and transformation quality in education (Anandarajan, 1995); Sallis (2002); Bowring & West-Burham (1994).

The evolution of quality management from simple inspection to full quality management justified the need for the implementation of IQMS in schools. The distinction between Quality control and Quality Assurance and their shortcoming and concerns in education were discussed. Also Models in Quality Management were discussed and argued i.e. Conformance-to-Specification (CTS), Quality System: A model for schools and the gaps in these models were identified.

The literature on TQM has brought a framework on the implementation of IQMS in schools. The implications this theory has brought on quality management has shifted the perceptions, assumptions about the quality management in education and filled the gaps left with all other theories. It has given and equipped this research with the necessary tools to undertake this study and be able to interpret and analyze data.

In this chapter, the concept of quality management in the delivery of education to the citizenry has been discussed. Quality assurance and control have also been tackled. Various models in quality management as propounded by scholars have elucidated. The models discussed relate to the manner in which some schools attempt to implement this quality assurance strategy.

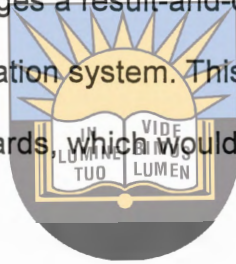


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CHAPTER 3

Research methodology

This study seeks to investigate how IQMS is being implemented in schools. Also intend to find out the outcomes of the implementation of IQMS as well as challenges and difficulties in the process. IQMS is related to Public Administration that it encourages a result-and-quality- oriented culture among all those involved in the education system. This would ultimately lead to improved performance standards, which would result in the designed state of quality education.



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The study adopted and used *Qualitative Research methodology* or approach to address the research problem identified.

McMillan & Schumacher (1993:327) describe qualitative methodology as a naturalistic inquiry describing and analyzing people's individual and social actions, beliefs, thought and perceptions. Sherman & Webb (1988:5-6) indicate that the aim of qualitative research is not verification of a predetermined idea, but discovery that leads to new insights.

Qualitative methodology presumes nothing, but focuses on the perspective of those being studied. In the opinion of Mason & Bramble (1997:38) qualitative research deals with the observations, impressions and interpretations of

researchers. Qualitative researchers also believe that knowledge is constructed symbolically based on conventions widely held within the community.

According to Bogdan & Biklen (as cited in Tuckman, 1994:366) qualitative research methodology has the following features:

(a) The natural setting is the data source and the researcher is the key data-collection instrument.

(b) It attempts primarily to describe and only secondarily to analyze.

(c) The concern is with subjects i.e. with what has transpired, as much as with product or outcome.

(d) Its data are analyzed inductively, as in putting together the parts of the puzzle, and

(e) It is essentially concerned with what things mean, i.e. the 'why' as well as the 'what'.

According to Bogdan & Biklen (as cited in Tuckman, 1994:323) qualitative research methodology attempts primarily to describe and secondarily to analyze which is one of the objectives of this study to investigate how IQMS is being implemented in schools and describe the process of the implementation of IQMS. Therefore, the qualitative research methodology was adopted to conduct this study. This study is concerned about what quality means and why do we need to do quality management specifically IQMS in education.



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The qualitative methodology of data collection was adopted in this study because the researcher viewed this type of research as less costly and quite effective in obtaining information regarding the respondents' feeling. This method was also based on what people did and say. Maxwell (1996:17) has advised that the strength of the qualitative research comes from its inductive way, its focus on specific situations or people, as well as its emphasis on words rather numbers. The research hence utilized this method with great ease.



3.1. Research Design

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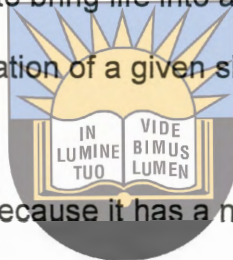
This study adopted and used ~~case study~~ as a research design.

Yin (1994:13) defines a case study as an empirical inquiry that investigates a contemporary phenomenon within its real life context, especially when the boundaries between phenomenon and context are not clearly evident. Case study researchers typically observe the characteristics of an individual unit rather than manipulating variables to determine their casual significance.

Cohen and Manion (1989:125) state that the purpose of this observation is to analyze the various components of the "life-cycle" of the unit, with the intention of establishing generalizations about the wider context to which the unit belongs. Johnson (1992:75) shows that this "unit" that Cohen and Manion (1989) referred to can be a school, community organization, institution or an

individual. Six schools have been chosen for the evaluation of the implementation of IQMS. Hence in this study the school is the unit of analysis.

On the same breath, Anderson (1989:152) defines a case study as a holistic research method that uses multiple source of evidence to analyze or evaluate a specific phenomenon or instances. Most case study research is interpretative and sets about to bring life into a natural scenario that may serve as a case for generalisation of a given situation.



I have chosen a case study because it has a number of advantages. Merian (in Dlangamandla, 1996:37) offers the following advantages for its use:

- (a) It is strong in reality and therefore likely to identify with the issues and concerns raised in the case.
- (b) One can generalize from a case either about an instance, from an instance to a class.
- (c) A case can represent a multiplicity of view points, and can offer support to alternative interpretations.
- (d) A properly presented case can provide a database of material which may be re-interpreted by future researchers.
- (e) The insight yielded by a case can be put to immediate use for a variety of purpose including staff development, intra-institutional feedback, formative evaluation and educational policy making.

(f) Case data are usually more accessible than conventional research reports and therefore capable of serving multiple audiences.

According to Beare (1989:14) a case study may have limitations as the outlines that follows indicates.

(a) As clinical studies of phenomenon, they reveal the dynamic of the case thereby limit the generalization that can be made from them.

(b) Detailed descriptions are made, but no researcher can record everything. Omissions and selectivity are bound to occur not only in observation but in what is recorded. Observer bias is always a problem.

(c) Case studies are like a minefield when researcher tries to link causes and effects. One cannot assume a relationship between two phenomenon occurring and observed together.

Christie (in Frere, 1992:192) reviewing limitations of the case study approach cites Stenhouse who says that what distinguishes case study methodology is that it is concerned with instances instead of representative samples.

Case study is the observation of a process, activity, event programme or individual bound with a specific time and setting (Beare et al, 1989:12). The case study was adopted for the study because IQMS is the programme of the department of education that the researcher will have to observe its implementation in schools during the research period. The purpose of this

case study is to gain a better understanding of these schools during the implementation process.

3.2. Sampling

The concept of sampling is one of the most important in the total research endeavor. It is imperative that it be understood clearly before selecting a sample plan.

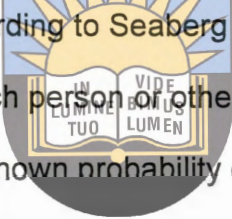


A sample, to quote Arkava and Lane (1983:27) thus comprises the elements of the population considered for actual inclusion in the study. Alternatively, it can be viewed as a subset of the population drawn from the population in which we are interested. We study the sample to understand the population from which it was drawn. Seaberg (1988:240) define a sample as small portion of the total set of objects, events or persons that together comprises the subjects of the study.

Sarantakos (2000:139) states that the major reason for sampling is feasibility. Arkava and Lane (1989: 157) agree with Sarantakos (2000) that the study of a phenomenon in it's entirety would be tedious and time consuming and would produce a massive amount of data, which would be difficult to process, analyses and interpret.

Taking that advice, the researcher used the small sample of school despite the fact that there are more than fifty schools in Cradock. The researcher applied purposive sampling to select the schools to ensure appropriate representation of the study group.

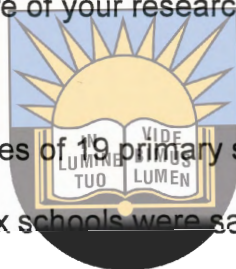
3.2.1. Sampling techniques in Qualitative research



(a) Probability sampling: According to Seaberg (1988:244) a probability sample is one in which each person or other sampling unit in the population has the same known probability of being selected. The selection of persons from the population is based on some form of random procedure. The best known kinds of probability sampling are simple random sampling, systemic sampling, stratified random sampling, cluster sampling and panel sampling. Probability sampling remains a primary method for selecting large representative samples which is not applicable to this study.

(b) Non-probability sampling techniques were the appropriate for this study. Non-probability sampling, in contrast to probabilistic sampling is "selecting information-rich cases for study in depth" (Patton, 1990:169). When one is to understand something about those cases without needing to generalize or desiring to generalize to all such cases. The power and logic of non-probability purposeful sampling is that a few cases studied in depth yielded many insights about the topic. There are various types of

techniques in non-probability sampling techniques in qualitative research that may be used. These included purposive sampling, theoretical sampling, deviant case sampling; sequential sampling; snowball sampling and volunteering sampling. But in this study only non-probability purposive sampling technique was adopted and used. "It is appropriate for you to select your sample on the basis of your own knowledge of the population, its elements and the nature of your research aims" Barbie & Mouton (2001:166).



Ntabethemba Circuit comprises of 19 primary schools and 8 Secondary schools and therefore only six schools were sampled in the case study; namely: Amaqwathis L/H primary school; Kopano Senior Secondary school; Nonzwakazi Lower and Higher Primary School, Lesedi Lower and Higher Primary School. These schools were chosen because:

- (a) All schools are stable and have continuous management over number of years. Both Senior Secondary Schools have shown improvement in their pass rate over the last two years.
- (b) The willingness of the educators to participate in the study.
- (c) The accessibility of all schools to the researcher and their willingness to work with the researcher as the researcher has worked with the schools in number of programmes in the Circuit.
- (d) Their quest for knowledge and understanding of the issues of transformation and the implementation of new policies like IQMS.

The sample consisted of 6 schools; 6 principal; 6 SDT's; 1 Circuit Manager (EDO); 1 District IQMS Coordinator and 2 union representative. Therefore 16 people were interviewed.

3.3. Methods of Data Collection

As indicated earlier, different data collection methods were used in this study.

These are interviews and document analysis.



3.3.1. Interviews

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Interviewing is the predominant mode of data collection or information collection in qualitative research. Seidman (198:1) state that one interviews because one is interested in other people stories. Telling stories is essentially a meaning-making process. All interviews are interactional events and interviewers are deeply and unavoidable implicated in creating meanings that ostensibly reside within the participants (Manning, in Holstein & Gubrium, 1995:4). Kvale (in Sewell, 2001:1) defines qualitative interview as 'attempts to understand the world from the participant's point of view, to unfold the meaning of people's experiences and uncover their lived world prior to the study.

Hitchcock (in Berry, 1991) lists nine types of interviews, namely: the structured interview, survey interview, counseling interview, diary interview, life history interview; ethnographic interview; informal interview; informal/unstructured interview; and conversation. However, qualitative studies employ unstructured or semi-structured interview.

3.3.1.1. Unstructured interview



Unstructured interview are also referred to as the in-depth interview, merely extend and formalizes conversation. Interviews were conducted with the principals of the schools and their management teams, the school development teams, education officers, the EDOs as well as the District IQMS coordinator. A wide range of questions, which were related to the implementation of IQMS, were asked.

The researcher used unstructured interview so as to elicit as much information as possible. Unstructured interviews give interviewee an opportunity to elaborate and express himself/herself as much as possible. As a result unexpected, well thought, depth and ample information can be extracted.

3.3.2. Document analysis

The researcher used document analysis as already indicated to do triangulation. Document analysis included the assessment of the Personal Growth Plan (PGP) for the interviewed educators. PGP helped to give a personal account of the author's environment and his/her subjective perception and interpretations of his/her own life and also the events around him/her. This can be found in educator's master portfolio. PGP forms part of an important record of needs and progress of individual educator.

Barbie & Mouton (2001:303) present a meaningful version of the usefulness and value of personal document as "Personal document that provide a holistic and total perspective of a person in the context of his/her total life". The total life of educators were analyzed and in the context of school environment.

Also official documents like the School Improvement Plans (SIP) were analysed as they form a strategic document for the school. The District Improvement Plan that enables the officials to plan, coordinate and monitor the delivery of support and development opportunities in the school were studied and analyzed.

The Collective Agreement Number 8 of 2003 for IQMS was also studied and analyzed, as it is the heart and the soul of IQMS. This agreement consists of the IQMS policy, the implementation plan, the instrument to be used as well as the forms to be used. The advantage of the document analysis is that it is non-reactive because authors do not necessarily anticipate that their

documents will be analyzed and the contents of the documents are thus not affected by the activities of the researcher (Bailey, 1994:295).

3.4. Ethical Considerations

In order to ensure a meaningful and acceptable research, the researcher considered the ethical value namely: respect for persons, respect for truth and respect for democracy as important. The participants enjoyed the right to remain anonymous and were at liberty to withdraw if they wished as their choice to participate in the study was optional.

According to Coleman et al, (2001:73) ethics embody individual and command codes of conduct based on adherence to a set of principles, which may be abstract. Chen et al, (2000:49) reiterates the fact that ethical consideration involve transparency about the following issues, namely: the nature of the project itself; the context of the research; procedures adopted; methods and data generation; what is going to be done with information generated were explained to the participant.

CHAPTER 4

Data Presentation and analysis

This Chapter analyses the policy, activities and perception of Educators, School Management Teams (SMT), and the District Officials.

The researcher will begin with a *brief overview* of the Integrated Quality Management Systems (IQMS). The policy and its procedures of implementation and the desired outcomes are discussed.



4.1. Understanding the policy and procedure of IQMS

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4.1.1. IQMS

The Department of Education and all educators have the same objective which is to ensure quality public education for all and to constantly improve the quality of learning and teaching. The National Policy on Teacher Supply, Utilization and Development Report sees primary purpose of teacher development being “to improve quality of professional practice and to improve quality of learning for all South African.” (DoE, 1997:8). The department of Education has stated that the purpose of teacher development is “to improve the quality of professional development in an effort to improve and enhance the quality of learning at school”(DoE, 1998:8), Therefore there was a need to come up with Integrated

Quality management System (IQMS) for evaluation of education in order to ensure quality.

IQMS consists of three programmes, which need to be in place in order to enhance and monitor performance of the education system. These are:

Developmental Appraisal; Performance Measurement; Whole School Evaluation.

According to IQMS each of these has a distinct focus and purpose: The purpose

of Developmental Appraisal is to appraise individual educators in a transparent manner with a view to determine areas of strength and weaknesses and to draw up a programme for individual development. The purpose of Performance

Measurement is to evaluate individuals for salary progression, grade progression, affirmation of appointment and rewards and incentives. The purpose

of Whole School Evaluation (WSE) is to monitor the overall effectiveness of a school including the support provided by the District, School Management, Infrastructure and learning resources as well as the quality of teaching and learning.

These Quality Management Systems are integrated to avoid duplication, repetition and unnecessary increase in workload because they are planned together in schools. IQMS is informed by Schedule 1 of the Employment of Educators Act (EEA, No. 76 of 1998), where the Minister is required to determine performance standards of educators in terms of which their performance is evaluated.

The implementation of IQMS was seen by many as the key to unlock blockages in education development and support strategies. (CEPD, 200:150). In particular,

the transparency and open discussion principles underpinning the system that aim to ensure validity, reliability and relevance in the process, and that the system promotes individual professional growth of educators and ongoing support for educators and the school, were seen as the key pillars of IQMS. IQMS was adopted by the Education Labour Relations Council in 2003 and was started and implemented in 2004.

4.1.2. *Understanding the policy*



It was concluded in this study that beside leadership factor, basic knowledge and understanding of the elements of change in this case the elements of IQMS need to be taken into account for transformation to be successful (Melan, 1998:18).

Understanding the policy is vital for those who implement the policy.

The policy consists of four Sections. The Sections or parts are:

Section A: This section contains information on the IQMS as a policy

Section B: It consists of the Implementation Plan in the form of a flow-diagram with a support narrative.

Section C: It consists of the instrument to be used for Performance Measurement, Developmental Appraisal and Whole School Evaluation.

Section D: It consists of Forms to be use for Performance Measurement in Salary progression or Grade progression.

4.1.2.1. Advocacy

Advocacy is about taking on board all the relevant stakeholders, the buy-in process. In IQMS these include the department of education, the administrators i.e. EDO's, IQMS coordinators, Principals and the teachers union or organization.

There is a need for broad based consultation, consensus with common operational definitions about IQMS (Weber, 2005:63).



The policy gives all the necessary background information about the policy itself and principles of IQMS. It states clearly that for anybody to understand the policy and to initiate any changes there must be a wide or large buy-in to the whole process by major role-players. According to Arcaro (1995) "quality is not just the school board or principal's responsibility. It is everyone's responsibility". It means for any policy to be understood with a positive mindset there must be an extension of consultation and large buy-in before the implementation could be effected. One educator said in the interview: "There has never been any advocacy workshop or consultation whatsoever in my school".

It is vital to get the total involvement of all the interested parties from the beginning.

According to Arcavo (1995:166) second pillar of Transformational quality, "This buy-in was to be in the form of the advocacy". The IQMS Training Manual (2003:7) states that "Advocacy should relate to what the Integrated Quality Management System (IQMS) is and what the benefits will be for educators, schools and the system as a whole. It should explain why this particular approach was adopted."

Interview with a principal of a primary school revealed that there has never been any advocacy workshop or meeting conducted in all the schools in the Circuit.



4.1.2.2. Training

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Training in IQMS is about providing learning opportunities for all officials and educators to understand the purpose, principles and procedures of IQMS and how it should be implemented in schools. It serves no purpose to organize and prepare to implement IQMS if everyone is going to act the same as they did before.

Training focuses on capacitating all involved to ensure better understanding of the IQMS according to ELRC, 2003. "It is vital that training or retraining occurs before reorganization for quality management"(Bradley, 1993:200).

Since the objectives of Quality Management is to strive for excellence on a continuous basis, it is necessary to develop mechanisms for the training in schools or clusters of school and be lead by the District Officials and supported

by the Provincial Department of education as well as unions. According to ELRC Collective Agreement no 8 of 2003, training must precede implementation in schools, if the District officials are unable to train all the educators in schools within their area, then the School Management Team's (SMT) and nominated Senior Teachers from each school must be trained so that they are able to train all educators in the school. "TQM is seen as the involvement of everybody, mainly through progressive human resource management policies. It shifts the focus of responsibility for quality to the people who actually do the work and makes wide use of teams and other forms of participative action".



This shows how critical training is for the purposes of understanding any policy prior to implementation. One educator responded to the interview as follows:

"The training workshop was too short. I think half a day, to understand the IQMS itself let alone the implementation process and the information received during the training workshop was too theoretical to be translated into implementation; At least we expected the training to have role plays, case studies for better understanding"

Even the Principals and the members of the School Development Teams at school level could not cascade these workshops because they were not clear themselves. As one educator puts it: "Nobody ever mentioned IQMS in our staff meetings except in passing if one comes across the abbreviation"

If the training workshops in all levels were conducted successfully, that would mean better understanding and the confidence to implement the policy.

4.1.3. Understanding the procedures

Arcavo (1995:184) defines procedural concept of quality as

“..... and it places considerable emphasis on working to define systems and procedures”.

IQMS has a protocol, which is a step-by-step process, and procedures, which are to be followed in any instance where IQMS is practised. But in order for such

steps to be followed all those who will implement IQMS must understand them.



4.1.3.1. Internal appraisal and evaluation

STEP 1: The regional/District/Area Manager and the principal of school should facilitate the establishment of Quality Management Structures i.e. SDT and DSG in the school.

STEP 2: Self-evaluation by individual educators should take place before any lesson observation of educators in practice.

STEP3: Lesson observation of educators in practice is for purposes of DA, PM and External Whole School Evaluation.

STEP4: The DSG observes the lesson using the prescribed instrument and discusses the outcomes of the lesson observation with the educators observed or appraised.

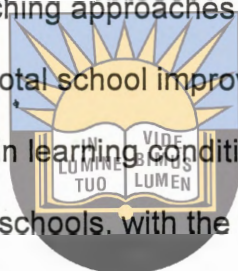
STEP 5: The DSG will make the information on lesson observation available to the SDT for planning the School Improvement Plan.

The policy and the procedures of IQMS were supposed to have been dealt with in the training workshops for better understanding and implementation. In order to identify whether the schools understand the procedures the researcher asked whether they (schools) have elected the School Development Team in their schools. One respondent said: "We elected the SDT because their names were needed in the District office ~~to the SDT existence committee~~ but non-existent on the 'ground'."

Educators were asked about all the steps of the internal appraisal and evaluation: "Did you conduct self-evaluation at your school and how? If not why?" and one principal honestly responded: "None of us ever conducted self evaluation and this is due to ignorance by both the schools and the Department of Education" and the researcher followed up: "What do you mean by ignorance in schools". "We did not understand the basis of doing self-evaluation and who's going to see if we have not done it anyway" and The researcher continued: "Sir, and what do you mean when you say the Department is ignorant as well?"

"You know, last year i.e. 2006, we were given self-scoring forms by the District Officials to fill in and we were told to give ourselves high marks so that we can all get the one percent (1%) for pay progression, that showed me that this IQMS has no value"

The internal appraisal and evaluation purpose is to assist the appraisee and develop his/her content and teaching approaches in the classroom. Miles & Ekholm (1995:48) clarified "The total school improvement as a system need to sustain efforts aimed at change in learning conditions and other related internal conditions in one or more of the schools, with the ultimate aim of accomplishing educational goals more effectively".



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All those who are supposed to implement the same do not understand procedure of the internal appraisal and evaluation. Therefore internal appraisal and evaluation is not implemented.

4.1.3.2. External evaluation for whole school evaluation procedures

"The external WSE can take place at any time in the year, as the WSE team will be evaluating different schools almost every week." (IQMS Training Manual,2003). It has different steps:

STEP 1: The WSE team draws an external evaluation plan and informs the District Office. The WSE team leader consults with the principal, SMT and SDT

of the school. Schools should be informed timorously of the dates of a forthcoming visit for the purposes of conducting the external WSE.

STEP2: If the IQMS structures were not in place, the WSE team leader would request the District manager to provide advocacy and training around Quality Management Systems.

STEP3: Pre-evaluation visit by the Team leader to the school, to meet with SMT and SDT.

STEP 4: The WSE teams prioritize on the basis of documentation received and identify representative cross-section of educators for observation in practice.

STEP 5: Observation of the educators in practice.

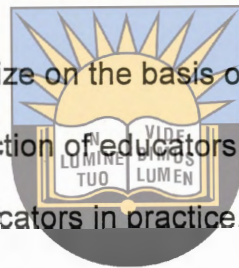
STEP 6: The supervisor prepares a written report which include:

- WSE evaluation of the quality of learning and teaching.
- WSE evaluation of the quality of DA and PM processes.

Schools were asked whether they took part in external WSE. The response was unanimously that they never took part. One respondent said:

“No, external WSE is understood to be the prerogative of the provincial office and they have never approached us as a school regarding that (WSE).”

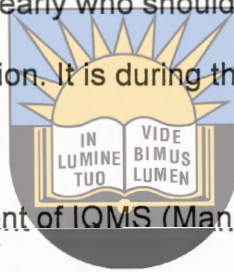
The external evaluation for school evaluation procedures is not understood.



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4.1.4. The lesson observation instrument

Lesson observation of educators in practice is for purposes of Developmental Appraisal, Performance Measurement and External WSE. This is what was called "class visit" by the principal, the School Management Team and the Staff Development Team. The implementation plan is developed in consultation with staff members which indicates clearly who should be evaluated, by whom and when in advance of implementation. It is during this period that the lesson observation instrument is used.



The lesson observation instrument of IQMS (Manual for IQMS, Section C, 2005:10-19) is in two parts: Part One (made up of Four Performance Standards) is used for the observation of *Teachers in Practice*. This part of the instrument consists of four performance standards, namely:

1. The creation of positive learning environment
2. Knowledge of curriculum and learning programme.
3. Lesson planning, preparation and presentation.
4. Learners' assessment.

The Second part is for aspects outside the classroom and consists of eight performance standards namely:

5. Professional development in fields of work/career and participation in professional bodies.
6. Human relations and contribution to school improvement.
7. Extra –curricular and co-curriculum participation

8. Administration of resources and records.
9. Personnel
10. Decision-making and accountability.
11. Leadership, communication and servicing the governing body.
12. Strategic planning, financial planning and EMD.

Each Performance Standard consists of a number of criteria each of which described by Four Performance Level. For each of the criteria you record the performance rating in the space provided.



There is a rating scale:

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Rating 1: Unacceptable: This level of performance does not meet the minimum expectation and require urgent intervention and support.

Rating 2: Satisfies minimum expectation: this level of performance is acceptable and is in line with minimum expectations, but developmental and support are still required.

Rating 3: Good: performance is good and meets expectations but some areas are still in need of development and support.

Rating 4: Outstanding: performance is outstanding and exceeds expectations.

Although performance is excellent, continuous self-development and improvement is advised.

Also the appraisee is required to record observations in the columns provided for strengths that have been taken into account in the assessment. High ratings are indicative of strengths. The evaluator make recommendations in the column "Recommendations for development" in the instrument and low ratings are indicative of areas in need of development.

In the column "Notes on contextual factors" you record the contextual factors that have influenced the assessment ratings. These can consists of personal, social, economic and political factors.



Asked whether they understand and use the instrument in schools, a respondent said in an interview: "the less ~~to observe~~ ~~have never~~ been conducted and we can't even use that instrument because it is too complicated" and the Circuit Manager said "school conduct lesson observation by looking into lesson plans and the amount of work done in comparison to planned programme not the instrument, The schools are complaining that the instrument is not user-friendly".

This is evident that the lesson observation instrument is not understood and therefore has never been used in schools. There is a lack of understanding of IQMS policy and procedures. It was concluded in the literature review that other variables like the procedures and processes are also operative in the implementation of IQMS like the understanding of the policy and procedures and it should not only concentrate on management only.

4.2. The implementation of IQMS in schools

IQMS implementation in this context is about putting the policy into practice. It is about looking at the planning for IQMS, the relevant structures formulation as well as the process and procedures that need to be followed.

4.2.1. Managing change

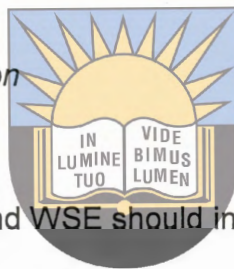


There are massive changes during the implementation of IQMS. Such changes start from the way schools do business, the structures and processes, as well as administration and other operations. Therefore, there is a need for managing change in the process. A contingency approach to Total Quality Management implementation emphasizes the change and understanding the change: Miles & Huberman (1984:201) "Besides leadership factor, basic knowledge and understanding of the elements of change need to be taken into account for transformation to be successful."

In this study I borrow from Sutton and Levinson's (2001) conception of policy as negotiated meaning. This view recognizes that policies carry meaning and the meaning can change across contexts and it can take forms which may contradict the meaning defined initially at the conception of policies. It explains why some policies may be interpreted differently in different contexts, which means that implementers take and use what is consistent with their own meaning and is

applicable in their context to implement policies. But this also leaves room for those people who resist change to try and maintain the status quo during the policy implementation process. It indicates that as policy makers they should not have the notion or expectancy that policy will be implemented “as is”. Also the policy makers should involve the policy implementers in the grass root level for a better understanding of the policy.

4.2.2. Planning for implementation



The three systems DAS, PMS and WSE should inform and strengthen one another but this only becomes possible if they are reconceptualized within an integrated quality management system and within which the original purpose of each is preserved but where the process of implementation is streamlined and their interrelationships are made explicit.

The flow diagram (see appendix E) illustrates how single integrated system will operate in school and district offices. The flow diagram comprises seven columns. Three of these are for educators, school, Regional/District/Area Office and explain the logical sequence of events that affect each of these parties. There are two columns headed: “Programme” that indicate which of the three programmes are in operation at what stage. Also the time-line provides an indication of the time allocated to each stage and proposed deadline for

completion. The extreme left hand column shows where these processes will link up to the cyclical whole school evaluations.

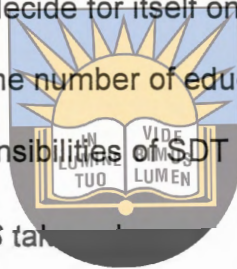
4.2.2.1. Advocacy and Training for Schools and Educators

In the first year of implementation, educators, principal and management of schools were to receive training immediately after advocacy. It was discovered that all schools indicated that both the advocacy and training took place at the same time, which shows that the trainers could not differentiate between the advocacy and training and the motive behind separating the two. One principal commented: "Advocacy and training was done by the Circuit Manager assisted by the union, but complaints were forwarded to the Department of Education and that one day was not for the whole training. But the department promised to do the follow up"

This combination of advocacy and training brought a lot of confusion amongst the educators and principals of the schools because they were not aware then what to do next. One principal stated: "After advocacy and the so called "training" nothing else was done neither by the department nor our school." And the Circuit Manager said "the training was done over 1 day and the advocacy and training were combined on this day due to the lack of trainers in the District office and we have to divide schools into two groups so instead of separating the advocacy and training two groups of educators were trained.

4.2.2.2. Establishing the Staff Development Team (SDT)

It is expected that immediately after the advocacy and training, the principal must establish the Staff Development Team (SDT). The SDT is composed of the principal, WSE coordinator, elected SMT member, and elected Post Level 1 educators. The institution must decide for itself on the size of the SDT taking into account the size of the school, the number of educators and the work that needs to be done. The roles and responsibilities of SDT



- Ensures training in IQMS takes place
- Co-ordinates staff developments
- Prepares and monitors the IQMS Management Plan.
- Facilitates and guides DSG process.
- Prepares final schedule of DSG members
- Links DA to SIP.
- Departmental liaison pertaining to priority of needs.
- Monitor effectiveness of IQMS processes and reports to point person.
- Ensures record-keeping process is in place.
- Oversees mentoring and support by DSG's.
- Develop SIP based on information gathered during DA.

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All schools had established Staff Development Teams (SDT) and the teams were constituted as per the requirement of the system. Interviews showed that SDTs hardly meet and plan due to the lack of capacity and understanding, They are not clear about their roles and responsibilities. One respondent said, "The SDT exists as an abbreviation but non-existent on the 'ground'. I cannot even remember its roles and responsibilities if they were ever outlined anywhere." And the District IQMS coordinator said in an interview: "The committees are there and displayed in almost all the principals offices but they are clueless as to what to do and where to start even after the training"



Sallis & Hingley (1991:242) indicated, "The second preparatory stage of Quality Management System is staff capacity building and team building. The emphasis has to be on empowerment of people in the organization. Quality Management System is a team game. It is not summative but productive. Individual excellence put together does not create organization and systemic quality."

The problem with the SDTs is capacity and teambuilding and whether they can work as a team. The Union representative said in an interview "All what these SDT members do is to fight with the principal unless they can work together with the Principals there will be no progress." And one educator responded in an interview: "if we meet even the principals do not have the agenda and we start from the beginning, we don't progress in this committee"

4.2.2.3. Broad planning

Broad planning involves all the planning starting from the District, the Circuit Manager, and principals on how to implement IQMS. Broad planning includes the dates for the trainings, meetings, lesson observations and submissions in all levels.

The intention is that this initial broad planning by the SDT must incorporate all the processes and will have to be designed to take the schools year plan into account. According to IQMS training manual (2003) "schools will have to factor in to their planning the cycles of evaluation and development in terms of the procedure manual"



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The self-evaluation, baseline-evaluation and identification of DSG from January to February/March, Observations of Educators and Feedback and discussions up to the level of having a Personal Growth Plan (PGP) should take place from February/ March to End March; First Developmental Cycle until June; Second Developmental Cycle until September, and The Performance Measurement (Summative Evaluation) until December each year. Interviews revealed that none of the schools seem to have that broad planning and they (school) could not even differentiate between the developmental cycles and are not clear as to what to be included in this plan. One educator responded:

“No broad planning whatsoever, because we have never actually implemented IQMS. We do not even know the cycles you refer to and nothing has even ‘set off the ground’”. And the EDO said in an interview “We cannot plan as a district because schools do not submit and meet the deadlines and a lack of staff/personnel in the district office affect the planning”

4.2.2.4. Educators' self evaluation



Immediately after the initial advocacy and training, each educator should evaluate her/himself using the same instrument that will be used for both Developmental Appraisal (DA) and Performance Measurement (PM). This enables educators to become familiar with the instrument and the Performance Standards, the criteria (what they are expected to do) as well as the levels of performance (how well they are expected to perform).

The self-evaluation was hardly done by educators in schools due to the lack of broad planning and the lack of understanding of the processes and procedures. One principal confuses the self evaluation with the summative evaluation and said: “I did not conduct self evaluation because I needed peer evaluation which was supposed to be my neighboring school principal and my Circuit Manager was unavailable.”

This indicated that the difference between the self-evaluation and summative evaluation are not clear to the respondents. The emphasis on self-evaluation serves the purpose of giving an educator to reflect critically on his/her own performance and to set own targets and timeframes. For improvement the educator should control of his/her improvement and be able to identify priorities and monitor their own progress.

4.2.2.5. Identification of developmental support group (DSG)

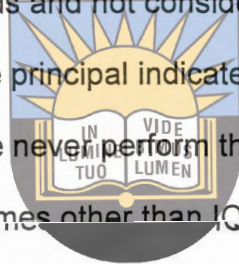


DSG is a personal support group for each educator. The educator identifies his/her support group within the school. This must include the educator's immediate senior (Education Specialist/Head of Department/'Subject Head') and one other educator (peer), selected by the educator

The main purpose of the DSG is to provide mentoring and support. If the immediate senior is the Education Specialist (Head of Department) in the school, the mentoring and support fall within the job description. The DSG is responsible for assisting the educator to develop a Personal Growth Plan (PGP) and to work with the SDT to incorporate plans for development of the educator into the School Improvement Plan (SIP). The DSG must verify that the information provided for PM is accurate.

The system has brought subjectivity into the evaluation process. Only two members for the educator's DSG: one is the immediate supervisor and one educator selected by the educator him/herself. One principal said:

"The choice of own peer in the DSG is too much subjective. If they both don't agree then there is no third to out vote one side, it will be 50/50. And in most of the time the supervisor is objective and the educator is subjective. Also educators tends to choose friends and not consider the appropriate phase and learning area expertise" and one principal indicated in an interview; "All of us identified our DSG but they have never perform their roles because there are always other important programmes other than IQMS"



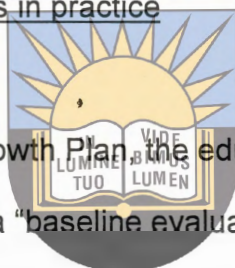
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4.2.2.6. Pre-evaluation interviews *Together in Excellence*

The interviews process is an ongoing component of the IQMS process. The pre-evaluation discussion is necessary for both the DSG and the evaluatee to reach a clear understanding of how the lesson observation will proceed. The evaluation team needs to clearly establish that the evaluatee knows and understand what they are trying to achieve. The evaluatee needs to ensure that the evaluating team understands what the purpose of the lesson is and how it fits into the ongoing teaching and learning process in the class. Also during this meeting the evaluatee can highlight any contextual factors that may impact negatively during the lesson observation. One respondent said: "Pre-evaluation is the vital part of the evaluation and is done in a meeting situation by a peer group together with the

appraisee before the appraisal to check on assessment dates and conceits.” And another principal said “we once started with self evaluation here at school but people tend to change their DSGs frequently as a result the process is not consistent. An educator in an interview said “there is no clear guideline about the self evaluation and as a result we do not do it here at school”.

4.2.2.7. Observation of educators in practice

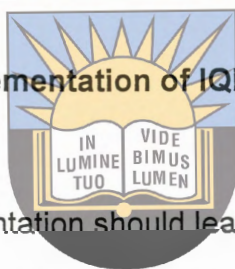


After identifying the Personal Growth Plan the educators need to be evaluated, for the purposes of determining a “baseline evaluation” with which subsequent evaluations can be compared in order to determine progress. This is only in the first year of implementation, ~~For the subsequent years the~~ summative evaluation for this year becomes the baseline evaluation for the following years.

The purpose of this evaluation by members of DSG is to confirm the educator’s perception of his/her own performance as arrived at through the process of self-evaluation and to enable discussion around strengths and areas in need of development and to reach consensus on the scores for individual criteria under each of the Performance Standards and to resolve any differences of opinion that may exist. One principal defending his school for not conducting observation said: “Lesson observations have never been conducted. This is mainly due to heavy workload. The ever-changing approach to curricula makes it very difficult to engage in these observations.”

The process of IQMS implementation is a “feel-free” to do what you want to do situation in schools. The schools are not on the same level of implementation because some schools stopped from the beginning, others are trying their level best to implement. WSE is totally neglected both internally by schools and externally by the DoE.

4.3. The outcomes of the implementation of IQMS



The whole set of IQMS implementation should lead to a document. The document should comprise output of each stage of the exercise that has been recorded throughout the process.

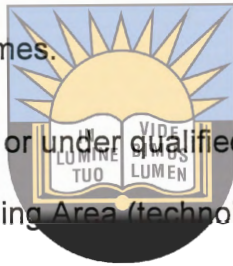
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4.3.1. Personal Growth Plan (PGP)

The PGP is the most valuable document in the IQMS as it has a particular focus-Development. It is as a result of engagement between the educator himself/herself, the DSG and the SDT. The educator, with refinements suggested by one or both members of the DSG, needs to develop a Personal Growth Plan. It is anticipated that this will take place soon after the observation of the educator in practice and the evaluation on which consensus was reached.

The PGP should address growth at four levels where these are applicable:

- Those areas in need of improvement about which the educator in person is in full control (e.g. punctuality)
- Those areas for which the DSG (immediate senior and or mentor) or someone else in the school is able to provide guidance (e.g. record-keeping).
- Those areas for which the Department should provide In-service Training (INSET) or other programmes.
- Where the educator is un- or under qualified or needs reskilling in order to teach a new subject/Learning Area (technology).



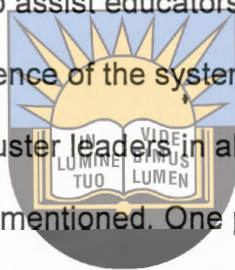
In all the schools interviewed, none of the educators has a Personal Growth Plan and was not even aware of the components of PGP. “We don’t need that because the school is improving. So what are going to do with PGP” said an educator in one of the schools in an interview. One principal said, “No educator has a personal growth plan but we did self evaluation. We do not have guidelines on how to do PGP as a result we don’t know where to start”. Along with self-evaluation, the baseline evaluation and the performance measurement, the PGP forms an important record of needs and progress of individual educators.

4.3.2. Educator support and mentoring

This is based on the second level of the PGP areas of growth: Those areas for which the DSG or someone else in the school is able to provide guidance.

Peer mentoring and support should be ongoing but likely to be less formal and less structured interaction. The mentoring is the responsibility of the immediate senior and must be an ongoing to assist educators to improve.

The schools mentioned the existence of the systems and structures to support and mentoring educators. The cluster leaders in all Learning Areas as well as the Learning Area Committees were mentioned. One principal indicated: "Educators are mentored by better-equipped SMTs." and the Circuit Manager said "We have cluster leaders that were trained by Integrated Education programme to assist other educators especially in Mathematics and Technology. They always go around visiting schools and assisting other educators. But there are no formal structured ways of supporting educators and also ways and means of mentoring.



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4.3.3. School improvement plan (SIP)

The SIP is compiled by the SDT. The SDT must receive, from all the DSG's, the completed instrument as well as the PGP's of each educator by the end of March each year according to IQMS procedures. From this and other information pertaining to school management and administration, They (SDT) compile the SIP. The SIP groups teachers with similar developmental needs together in order

to identify specific programmes which are a priority for the school and the educators in the school. According to Jones

“School improvement planning as widely adopted to the management of planned change, advocated as a facilitating mechanism to aid the implementation of multi innovations introduced in the school.” (1988:28).

Only two schools have School Improvement Plans, all other do not have it. Even those schools that are having the document, it is not informed by the needs of the educators as identified in the process of IQMS and therefore it has never been implemented. One Principal mentioned “We did it (School improvement Plan) so that when the District Officials want it, we can be able to produce it” and another principal said “We organized a workshop where school invited the SGB and we drafted our SIP so that we can be able to improve our school generally” The SIP should be linked to the Strategic Plan of the Department of Education like HRD Strategy and Skill Development Plans and other Seven Focus Areas included in the Whole School Evaluation.

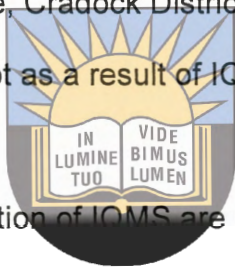
4.3.4. Salary and grade progression

As indicated earlier that IQMS also evaluate individual educators for the purposes of salary progression, grade progression, affirmation of appointments and rewards and incentives. The summative evaluation scores are compiled with the necessary documentation and submitted to the Provincial Department for the

payment of salary and grade progression to those who qualify. One respondent said:

“We have never conducted summative evaluation. The only forms we have ever been asked to submit in 2006 by the District Office for salary Progression were those of self-scoring, countersigned by the Principal of the school, myself included”

All educators in the Eastern Cape, Cradock District included got salary progression by default in 2006 not as a result of IQMS evaluation process.



The outcomes of the implementation of IQMS are not the desired one. This process does not flow in school because one aspect is supposed to lead to another for example: PGP is a result of strengths and development areas identified by the DSG and the educator himself/herself come up with Personal Growth Plan outlining how is she/he going to improve and what programmes he/she think could help him/her to improve. So there are no PGP, very minimal educator support and mentoring, no SIP's if it is there it has never been implemented. IQMS summative scores have never been used for salary or grade progression but all educators got salary progression.

It is clear from the data analysed that there are serious challenges about the understanding the policy and procedures. The implementation processes of IQMS by all the educators, Principals and District Officials are not followed as a result the objectives for which IQMS was meant are not realized.

The next Chapter will discuss the summary of findings and the conclusions as well as the recommendations.



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CHAPTER 5

Conclusions and recommendations

This study has brought to the surface the important themes in the area of IQMS implementation. In an attempt to bring this study to its logical conclusion, the main findings of the research on the implementation of IQMS were discussed and the concluded by giving the recommendations.



5.1. Understanding the policy and procedures of IQMS

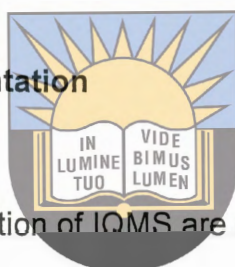
There is a lack of understanding the importance of advocacy and training during the implementation process by the District Officials. Most stakeholders could not support the process. Educators do not understand the policy and its importance and why there is a change. There is a lack of understanding of the procedures and processes of IQMS among those who are supposed to implement the policy. The most tool of IQMS which is the lesson observation instrument is not understood by most of the educators as a result educators are unable to use the lesson observation instrument.

5.2. Implementation of the IQMS

It was found that the level of implementation of IQMS in schools is not the same due to the lack of monitoring mechanism in the Circuits. Some school do

implement but are stark in the process, while others never started the implementation after the training and the other group of schools only started but could not move. This seems to suggest that there is a lack of support from the District Officials. The educator's lesson observation is not happening and the question is how do the educators get the scores? Also WSE is totally neglected by both the school and the Department of Education.

5.3. Outcomes of the implementation




The outcomes of the implementation of IQMS are not what was expected that is quality improvement in schools. From the grassroots level quality cannot be managed, there are no Personal Growth Plans (PGP) for educators; no formal educator support and mentoring to improve the quality of education in that level. Schools do not have School Improvement Plans (SIP) as a result schools cannot measure progress as far as quality is concerned. There is no District Improvement Plan (DIP) and the lack of such a strategic documents mean a lack of Total Quality Management.

5.4. Causes of conflict and challenges

One of the responsibilities of the SDT is to manage the process and ensuring the consistency, fairness and accuracy of the process. The SDTs are not capacitated and there are lots of grievances in schools about the implementation of IQMS.

The researcher noted that IQMS might be used as a threat by some principals. There is also lack of moderation by the officials that may have lead to the lack of correlation between evaluation, performance and the score awarded to educators. Moderation was going to identify problems and challenges early in the process.

The interpretation of the same policy by different stakeholders has lead to confusion to the educators. Although the labour unions operating in the Circuit are signatories in the agreement, their interpretation of the process to their members is totally different to that of the employer. This was shown by the parallel workshops conducted by the unions. If there were interpreting this policy the same way, the researcher is of the view that workshops could have been conducted at the same time.  The difference of the employer i.e. dept. of education and the employee's union is the main cause of the conflict.

The contested area of the skills development has also affected the implementation of IQMS. So if the implementation of IQMS is not adequate then skills development cannot move because skill development programmes should assist the developmental needs of educators identified in the process of IQMS.

The policy has left out two major stakeholders in education who have the interest in the quality of education that is the parents and the learners. If parents and learners are part of School Governing Bodies and SGBs are not included in the IQMS policy that is also the cause of conflict.

5.5. Recommendations

These are the recommendations the researcher would like to suggest the findings of the study:

(a) There should be a District strategy for the IQMS rollout and the formation of the District Team (DTT). Subsequently, there should be a clear advocacy and training.

(b) The district office should prioritize the programme and allocate proper budget and enough personnel to be appointed and resources to be made available to schools.



(c) There should be IQMS coordinators from the school level to the district to assist with coordination of DSOs and the implementation of IQMS to implement all the plans.

(d) The District Office should support and assist the schools with the necessary resources like computers and the photocopiers. The electronic systems should be used in schools for the record keeping and to reduce paper work.

(e) Continuous moderation should be planned for the verification and correlation of the educator's scores and identification of problems and challenges early in the process.

(f) The department of education should assist the schools to develop policy document crucial for the implementation of IQMS. These documents

include DIP, SIP and PGP. The operation of these documents should be monitored on an ongoing basis to ensure the success of IQMS.



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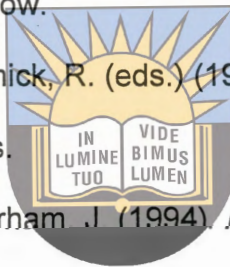
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Province of the **EASTERN CAPE** DEPARTMENT OF EDUCATION

14 Dundas Street, CRADOCK 5880 * Private Bag X 82 * CRADOCK * 5880 * REPUBLIC OF SOUTH AFRICA * Tel: +27 (0)48 – 8813105 Fax: 048-8813189 * Email: dave.smeda@edu.ecprov.gov.za

TO WHOM IT MAY CONCERN

Dear Sir/Madam

PERMISSION TO CONDUCT RESEARCH

This letter serves to grant Phumzile Mbaliswana (P 52092259) permission to do research in the schools of the Cradock District in satisfying the requirements of a Masters in Public Administration at the University of Fort Hare.

The specific schools requested for research are:

Kopano Senior Secondary School;

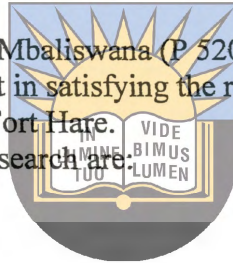
Sizamile Senior Secondary School;

Amaqwathi Primary School;

Lesedi Primary School;

Manzolwandle Primary School;

Nonzwakazi Primary School.



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Specific conditions of this permission is:

1. The principal of the school needs to be informed;
2. The school programme must not be disrupted.

Your cooperation is appreciated.

Sincerely

D. SMEDA
DISTRICT DIRECTOR FOR EDUCATION: CRADOCK
21:08:2007

Dalasile L/H Primary School
P. O. Box 9055
Queenstown
5320
13 August 2007

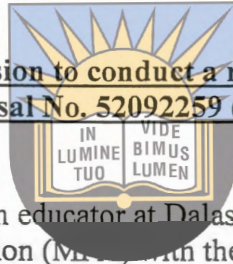
The Principal

Ntabethemba Circuit
Cradock District

Dear Sir/Madam

RE: Request to be granted permission to conduct a research on IQMS in your school. Phumzile Mbaliswana: Persal No. 52092259 (Educator Dalasile Primary School.)

My name is Phumzile Mbaliswana an educator at Dalasile Primary School. I am currently doing Masters in Public Administration (MPA) with the university of Fort Hare in Eastern Cape. I kindly request to be granted permission to conduct research project in your school. The research shall be conducted from the 20th August 2007 to the 22nd September 2007.



*University of Fort Hare
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The research shall target Principal of schools; one member of the School Development Committee (SDC) and one educator. I wish to stress that this is an academic research and the information obtained shall be used for the research project only and strict confidentiality of the information shall be maintained.

The final research draft shall be delivered to your school.

I wish to thank your in advance.

Yours Truly

A handwritten signature in black ink, appearing to be 'Phumzile Mbaliswana', is written over a horizontal line.

Phumzile Mbaliswana (Educator Dalasile Primary School)

Dalasile L/H Primary School
 P. O. Box 9055
 Queenstown
 5320
 13 August 2007

The Secretary
 South African Democratic Union
 Ntabethemba Branch
 Ntabethemba

Dear Sir/ Madam

RE: Request to be granted permission to conduct a research on IQMS with your members in Ntabethemba Circuit: Phumzile Mbaliswana: Persal No. 52092259 (Educator Dalasile Primary School.)

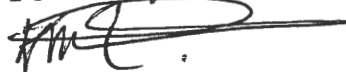
My name is Phumzile Mbaliswana an educator at Dalasile Primary School. I am currently doing Masters in Public Administration (MPA) with the university of Fort Hare in Eastern Cape. I kindly request to be granted permission to conduct interviews with your members in the following desk: Education Converter. The research shall be conducted from the 20th August 2007 to the 22nd September 2007.

The research shall target: Principals of schools; one member of the School Development Committee (SDC); one educator; The E.D.O of the Circuit and the IQMS coordinator. I wish to stress that this is an academic research and the information obtained shall be used for the research project only and strict confidentiality of the information shall be maintained.

The findings and recommendation of the research draft shall be delivered to your office.

I wish to thank your in advance.

Yours Truly



Phumzile Mbaliswana (Educator Dalasile Primary School)

Dalasile L/H Primary School
P. O. Box 9055
Queenstown
5320
13 August 2007

The Secretary
NAPTOSA
Ntabethemba Branch
Ntabethemba

Dear Sir/ Madam

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The logo of the University of Fort Hare, featuring a shield with a sunburst at the top and the motto 'IN LUMINE TUO VIDE BIMUS LUMEN'. Below the shield, the text 'University of Fort Hare' and 'Together in Excellence' are visible.
University of Fort Hare
Together in Excellence

The research shall target Principals of schools; one member of the School Development Committee (SDC); one educator; The E.D.O of the Circuit and the IQMS coordinator. I wish to stress that this is an academic research and the information obtained shall be used for the research project only and strict confidentiality of the information shall be maintained.

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Yours Truly



Phumzile Mbaliswana (Educator Dalasile Primary School)

Dalasile L/H Primary School
P. O. Box 9055
Queenstown
5320
13 August 2007

The District Director
Department of Education
Cradock District
Eastern Cape
Cradock

Dear Sir

RE: Request to be granted permission to conduct a research on IQMS with your schools in Ntabethemba Circuit: Phumzile Mbaliswana: Persal No. 52092259 (Educator Dalasile Primary School.)

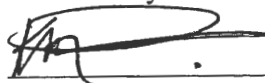
My name is Phumzile Mbaliswana an educator at Dalasile Primary School. I am currently doing Masters in Public Administration (MPA) with the university of Fort Hare in Eastern Cape. I kindly request to be granted permission to conduct research project in the following schools: Sizamile S. S.S.; Kopano S.S.S.; Amaqwathi L/H Primary; Manzolwandle J. P.; Lesedi L/H Primary; Nonzwakazi L/H Primary. The research shall be conducted from the 20th August 2007 to the 22nd September 2007.

The research shall target Principals of schools; one member of the School Development Committee (SDC); one educator; The E.D.O of the Circuit and the IQMS coordinator. I wish to stress that this is an academic research and the information obtained shall be used for the research project only and strict confidentiality of the information shall be maintained.

The final research draft shall be delivered to your office and possibly to the schools covered.

I wish to thank your in advance.

Yours Truly



Phumzile Mbaliswana (Educator Dalasile Primary School)

INTERVIEW SCHEDULE : SCHOL DEVELOPMENT TEAM (SDT)
23-26 AUGUST 2007

1. Briefly comment about the following:

- Your academic and professional qualifications
- Teacher Training
- Teaching experience including your experience as a principal.

2. Was the advocacy and training workshops conducted in your Circuit? By whom? When was it? If not, why?

3. Do you think you understand IQMS and how it should be implemented?
 - Can you briefly describe the components of IQMS?

4. As this Team, did you conduct any workshop to your school? If not, why?
 - What are the roles and responsibility of the SDT?

5. Were you involved in the planning of the IQMS implementation? If not, why? Please specify how?

- Do all educators have their Development Support Group? If not Why?

6. Did you include the cycles of evaluation in your school year? Which cycle are you now?

7. Did you conduct Self- evaluation at your school and How? If not, why?
 - What are the challenges you faced during this process?

8. What do you understand about pre-evaluation and post-evaluation discussions?

- What are the challenges you faced during this stages?

9. Do you conduct lesson observations in your school and How? If not, why?
 - What are the challenges you faced during this process?

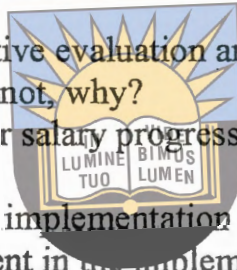
10 Do all educators have their Personal Growth Plan (PGP)? If not, why?

11. Do you have a School Improvement Plan (SIP)? If not, why?

12. What kind of support do you get from the District office during the implementation of IQMS? If no, why? Please specify, how?

13. Do you a District Improvement Plan (DIP)? If not, why?
- What role did you play in its formulation?
14. Did you conduct internal Whole School evaluation in you school and How? If not, why?
15. Did you school take part in external WSE? If no, why? If yes, when?
16. What development support do you provide educators at your school?
17. Have you conducted summative evaluation and submit the report for salary and grade progression? If not, why?
- Did all the educators qualify for salary progression? If not, why?
18. What do you think about the implementation of IQMS in your school?
- Any remedy for the improvement in the implementation of IQMS?
19. How does the implementation of IQMS impact to the school improvement?
20. Do you have any comments about the implementation of IQMS?

Thank you



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INTERVIEW SCHEDULE : TEACHER UNIONS**25 AUGUST 2007**

1. Briefly comment about the following:

- Which union do you belong and how many member do you have in this Circuit?
- What is your role in your Union generally, IQMS in particular?

2. Did you conduct any advocacy workshops for your members on IQMS? If not, why? Please, specify when?

3. Do you think you understand IQMS? What are the critical components of IQMS and How IQMS should be implemented?

4. What kind of support do you provide as a union as far as IQMS is concerned?

5. What kind of professional development programmes you provide for your member's needs?

6. Is your Circuit and District having a Circuit Improvement Plan/District Improvement Plan? What was your role as a union? If not, why?

- What are the challenges in the implementation of IQMS?

7. Did you handle any grievance/disputes from your members in connection with the IQMS implementation process? If yes, specify?

8. Did all qualifying educators get their salary and grade progression? If not, why?

- What are the challenges you faced in the implementation of summative evaluation and processing of salary and grade progression?

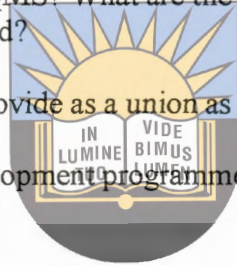
9. What are the challenges in the implementation of IQMS?

- What are the remedies for the improvement in the implementation of IQMS?

10. How does the implementation of IQMS impact on the school improvement?

11. Do you have any comments about the implementation of IQMS?

Thank you



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INTERVIEW SCHEDULE : PRINCIPAL
20-22 AUGUST 2007

1. Briefly comment about the following:
 - Your academic and professional
 - Teacher Training
 - Teaching experience including your experience as a principal.
2. Was the advocacy and training workshops conducted in your Circuit? By whom? When was it? If not, why?
3. Do you think you understand IQMS and how it should be implemented?
 - Can you briefly describe the components of IQMS?
4. As the Principal, did you conduct any workshop to your school? If not, why?
 - What are the roles and responsibility of the principal?
5. Do you have a School Development Team (SDT) at your school? What is the size and the composition of your SDT?
 - Do all educators have their Development Support Group? If not, why?
6. Did you include the cycles of evaluation in your school year? Which cycle are you now?
7. Did you conduct Self- evaluation at your school and How? If not, why?
 - What are the challenges you faced during this process?
8. What do you understand about pre-evaluation and post-evaluation discussions?
 - What are the challenges you faced during this stages?
9. Do you conduct lesson observations in your school and How? If not, why?
 - What are the challenges you faced during this process?
- 10 Do all educators have their Personal Growth Plan (PGP)? If not, why?
11. Do you have a School Improvement Plan (SIP)? If not, why?



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12. What kind of support do you get from the District office during the implementation of IQMS? If not, why? Please specify, how?

13. Do you a District Improvement Plan (DIP)? If not, why?
- What role did you play in its formulation?

14. Did you conduct internal Whole School evaluation in you school and How? If not, why?

15. Did you school take part in external WSE? If not, why? If yes, when?

16. What development support do you provide educators at your school?

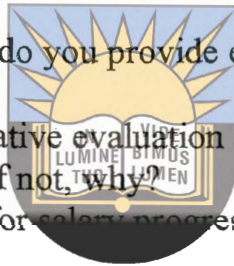
17. Have you conducted summative evaluation and submit the report for salary and grade progression? If not, why?
- Did all the educators qualify for salary progression? If not, why?

18. What do you think about the implementation of IQMS in your school?
- Any remedy for the improvement in the implementation of IQMS?

19. How does the implementation of IQMS impact to the school improvement?

20. Do you have any comments about the implementation of IQMS?

Thank you



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INFORMED CONSENT FORM FOR THE PARTICIPANTS IN THE STUDY TO INVESTIGATE THE IMPLEMENTATION OF INTEGRATED QUALITY MANAGEMENT SYSTEMS (IQMS) IN SCHOOLS

The purpose of this research is to investigate the implementation of IQMS in school and find out the outcomes of the implementation in schools in Ntabethemba Circuit of the Cradock District.

In this study you will be required to respond to unstructured questions during in-depth interview with the researcher. There will be no pain or discomfort involved in your participation. There is no risk to both your personal safety and job security. There is no direct benefit to your participation, but you may discover something about the way IQMS is being implemented in your school.

The information obtained in this study will be used to prepare a research report. Any information obtained in connection to this study will be kept confidential and available only to the researcher, when the research report is published you name will not be disclosed. In fact your name will not appear on any of the data forms.

Your participation in this study is voluntary. If you decide to participate, you're free to withdraw your consent and to discontinue at any time.

The researcher will answer any additional questions that you may have regarding this study. You're making a decision to participate whether to participate or not to participate. Your signature indicates that you have decided to participate having read the information provided above. You will be given a copy of this consent form to keep.

Signature of respondent

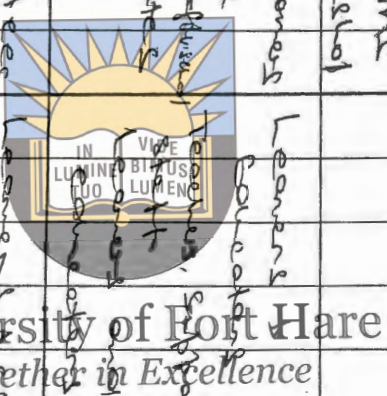
date

P. MBALISWANA
Lead Researcher

S. REMBE
Research Supervisor

SCHOOL IMPROVEMENT PLAN

ACTIONS	INITIATIVES	THREAT GROUP	RESOURCES	BUDGET	TIME PERIOD	INDICATORS	RESPONSIBILITY
LOOK OR STRATEGIC DEVELOPMENT	<ul style="list-style-type: none"> Conduct develop workshop Identify areas of needs Implement IOMC Cluster model 	Educators	<ul style="list-style-type: none"> Q&A manuals IEP manuals MCS manuals 		<ul style="list-style-type: none"> Daily Weekly Monthly 	<ul style="list-style-type: none"> Amplified make school management improve curriculum delivery 	<ul style="list-style-type: none"> Teacher SM SDT Class
LNTE coming	<ul style="list-style-type: none"> List late comers Control time Book Mornings & Afternoon Control gates 	<ul style="list-style-type: none"> Learners Educators Teachers Support staff 	<ul style="list-style-type: none"> Policies Registers 		<ul style="list-style-type: none"> Daily 	<ul style="list-style-type: none"> Deliver in late coming 	<ul style="list-style-type: none"> SM T Class Teacher Support staff
APPENDIX D							
3. AN BSENTISM	<ul style="list-style-type: none"> List absences Control leave register Discuss case of conduct of educators and learners 	<ul style="list-style-type: none"> Learners Teachers Support staff Learners Teachers Support staff 	<ul style="list-style-type: none"> Policies Registers Leave forms 	<ul style="list-style-type: none"> Daily meeting monthly Quarterly 	<ul style="list-style-type: none"> Daily Monthly Quarterly 	<ul style="list-style-type: none"> Deliver in late coming 	<ul style="list-style-type: none"> SM T Class Teacher
LNTE SUBMISSION	<ul style="list-style-type: none"> Design registers for in coming and out going mail Keep photocopies Update form 	<ul style="list-style-type: none"> SM T SM T 	<ul style="list-style-type: none"> Registers Photocopies Files 	<ul style="list-style-type: none"> R1000 	<ul style="list-style-type: none"> Daily 	<ul style="list-style-type: none"> Timely submission 	<ul style="list-style-type: none"> SM T



APPENDIX D
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S. J. M. S. F. R. I. C. H. T. AND L. M. I. C. O. M. M. H. G. P. F. L. S. M.	Control issuing our own reference of textbooks Control issuing out of stationary Buy prospectives Reproduce make sheets from work books	Learners Department	Registers Money Prospectives	R100000	Beginning of the year Once year Daily	Improved current delivery Improve and teachers portfolios	SMT LSM Committee
S. D. B. E. L. L. I. M. I. N. G. A. R. E. A. L. M. E. N. T.	Read learners to attract them to school. Identify learners in all grades Assist parents to apply for school grants	Learners	Catering project Policies Application forms Notice notices	R500000	Daily October Once a week	No clear indication yet.	SCLD Adviser committee Nkomo Committee Rural Comm Dance
M. I. L. L. E. R. O. F. M. O. U. N. T. A. I. N. G. F. O. T. E. R. M. A. N. D. T. O. T. O. K. A. N. A. L. I. T. Y. L. E. A. R. N. I. N. G.	Reduce rate in Control internal NCs and IOMs workshops	Teachers	Training manuals Policies Curriculum material to meet for 11/12/13/14/15/16/17/18/19/20/21/22/23/24/25/26/27/28/29/30/31/	R150000	Through out the year Jan - March	Learners already included with normal payments	SMT SCLD Chair Head
J. C. O. M. M. I. T. Y. W. I. T. H. S. P. E. C. I. A. L. N. E. E. D. S.	Comers with special needs	Educators	DET	DET	Through out the year	Learners already included with normal payments	SMT SCLD
W. I. T. H. I. N. T. R. A. I. N. I. N. G.	In-Service training	Educators			Through out the year	Learners already included with normal payments	SMT SCLD

12. IMPLEMENTATION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM WHICH INCLUDES DEVELOPMENTAL APPRAISAL, PERFORMANCE MEASUREMENT AND WHOLE SCHOOL EVALUATION

