

## **CHAPTER ONE**

### **CONTEXTUALISATION AND ORIENTATION OF THE STUDY**

#### **1.0 INTRODUCTION**

The aim of this study is to understand how IQMS practices and systems promote a culture of continuous improvement through the development of a possible framework that will serve as a model for the re-invention of IQMS.

The Chapter gives the contextual background of the study. It also spells out the statement of the problem; the research questions; the assumption and purpose of the study; the significance of the study; the rationale of the study; and the delimitation of the study. The chapter also features the definition of major terms used in the study and concludes with the outline of issues discussed in each of the seven chapters.

#### **1.1 BACKGROUND**

South Africa is undergoing a paradigm shift which has influenced the measurement of the quality of teaching and learning by the introduction of the Integrated Quality Management System (IQMS). The idea of quality and quality assurance is not new and there are different approaches to quality assurance. Although the meaning of quality assurance may vary depending on the field of activity, different institutions, in particular educational institutions, have evolved quality assurance models. Any person who has to carry out a task should do so to the highest possible standards of quality. It makes sense that there should be a constant checking to see that these standards have been achieved, and where necessary, improvement should be sought. The same applies to organizations and institutions such as schools.

### **1.1.1 Concern for quality management in schools**

Raising the quality of teacher performance through teacher development programmes is essential to improve the overall performance of the education system (Mestry; Hendricks and Bisschoff, 2009). Professional development should be seen as a process by which teachers review, renew and extend their commitment as change agents to the moral purposes of teaching; and by which they acquire and develop their knowledge, skills and attitudes (Day, 1999; Dean, 1991). Bradley (1991), Sybouts and Wendel (1994) and Craft (2000) state that there are many reasons for undertaking professional development, such as to improve the job performance skills of an individual; extend the experience of an individual teacher for career, development and promotion purposes; develop professional knowledge and understanding amongst teachers that will enable them to fulfil their responsibilities more effectively; and to make teachers feel valued, willing and competent to contribute positively to the continuous development of the school. For Joyce (1993) and Jones, Clark, Figg, Howarth and Reid (1989), development programmes should be about school improvement and professional growth.

After 1994 teaching and learning had to be reshaped through the constant and continuous process of evaluation in order to conform to current international quality assurance practices and to address academic standards. The White Paper on Education and Training (South Africa,1995) contends that the Ministry believes that the most direct way of raising the quality of teaching and learning is through comprehensive reform and re-direction of professional development for teachers (ELRC, 2003). The traditional school inspector system was viewed as a policing mechanism to embed apartheid education policies and had very little to with the provision of quality education (RSA DoE 1998).

In order to improve the education system, measures such as the Development and Appraisal System (DAS) 1998; and Whole School Evaluation (WSE) 2003 (ELRC 2003) were introduced. Nevertheless, the challenge to make a significant impact on the quality of learning attainment and education for the majority of South Africans remained

elusive, as both DAS and WSE failed to realize this goal. Failure of these instruments forced the Department of Education to design a new system referred to as the Integrated Quality Management Systems (IQMS) which was formulated by the Education Labour Relations Council (ELRC,2004). The ELRC is comprised of various unions representing teachers and senior officials from the Department of Education (Gauteng Department of Education,2004; Gardner, 2004).

The IQMS, which embraces three integrated systems, namely the Developmental Appraisal System (DAS), Whole School Evaluation (WSE) and the Performance Management System (PMS), aims at identifying specific needs of teachers, schools and district offices; providing support for continued growth and development, promoting accountability, monitoring an institution's overall effectiveness; and evaluating teachers' performance (ELRC, 2003). The policy further assumes that most teachers recognise the need for, and responsibility to improve themselves professionally (Ministerial Committee Report, 2009). Hence continuing professional development for teachers is located within the IQMS. Teacher professional development remains a recurrent theme in this policy, which is pursued by establishing a plan and culture of continuous improvement in schools. The implementation of IQMS is mandatory in every public school in South Africa.

### **1.1.2 Summary of research studies on problems experienced in implementing IQMS**

Despite the introduction of IQMS as an ambitious strategy to improve quality and performance management in South African schools, several researchers (Gardiner, 2003; De Clercq, 2008; Weber, 2005; Rabichund, 2011) question the practicality of IQMS and raise concerns as to whether it is feasible to identify needs, provide support, rate performance and evaluate the entire school, using the same instrument. Moreover, a further contentious issue that has attracted much debate is whether IQMS is concerned with teacher development or is its main concern the promotion of accountability. This aspect inevitably seems to cause tension between formative

systems of performance management which favours development and summative systems which favour accountability. Rabichund (2011) argues that the only facet of IQMS for educators is the pecuniary stipend, as educators lack any intrinsic enthusiasm and impetus for the process. The co-existence of accountability and human resource development on the IQMS has become a source of concern for Lacey (1996) and Hargreaves and Hopkins (1994) who believe that the distinctiveness between accountability and professional development serves as a major source of confusion as to whether appraisal is for professional development or accountability. Moreover, Biputh and Mckenna (2009) are of the view that the strong emphasis on accountability also undermines any good accomplished by the continuous improvement and developmental aspects within the IQMS.

From my own experience as a teacher and former principal, the strong focus on accountability has resulted in the degeneration of the IQMS into a window-dressing exercise for the sake of compliance. Although IQMS has been designed and implemented as an integrated quality assurance system, there seems to be no coherence, interactivity and synergy between the three different programmes. Weber (2005); De Clercq (2008) and Biputh and McKenna (2009) concur with this view and assert that the use of IQMS for development, appraisal and accountability, sends ambivalent messages to school staff who are tempted to use the instrument for the sole purpose of rewards and compliance, instead of continuous improvement and development. The tension between accountability and development therefore seems to remain unresolved, with accountability taking precedence over development.

On the other extreme, there is this strong emphasis on accountability, holding principals and teachers accountable for quality, without explaining the role of the Department of Education and their support to schools in the development and improvement initiatives. Furthermore, according to Harvey (2002), the continuous emphasis on procedural elements of quality and 'overly bureaucratic procedures' result in detailed paper trails, which stifle innovative processes, continuous quality improvement and loss of professional autonomy. Thus, according to Warde (1996), the most remarkable impact

of an overly bureaucratic quality assurance system also appears to be the “sense of declining morale, loss of job satisfaction, and a decline in collegiality.”

Notwithstanding the importance of professional development, creating a culture for continuous improvement in schools could be seriously affected for the following reasons according to Mestry, Hendricks and Bisschoff (2009) who cite the insufficient training of teachers in the field of IQMS, lack of insight into IQMS by facilitators, poor leadership of principals and SMT’s and the fact that teachers view IQMS as something that has been enforced on them. Whilst for the Department of Education the main objective with IQMS is to “ensure quality public education for all and to constantly improve the quality of teaching and learning” (ELRC, 2003); this does not materialise in practice, as most educators view IQMS as a bureaucratic, paper exercise that they have to comply with, rather than a reflective and developmental process (Rabichund, 2011).

### **1.1.3 Unresolved issues in IQMS**

All studies reviewed seem to take for granted that the three IQMS policies, DAS, PMS and WSE are integrated, without clarifying out the mechanisms for integration. This then would point to a gap in knowledge in respect of the implementation of IQMS and its aims towards continuous improvement in schools.

The establishment of IQMS therefore does not replace the former strategies (DAS, PMS and WSE), but incorporates them. IQMS emerged as a means to reconcile the three quality management strategies; however, the separate purposes of DAS, PM and WSE remain intact which seems to be problematic for the harmonious integration of the three policies. This apparent lack of integration therefore does not only undermine the implementation of IQMS towards continuous improvement, but also serves as a major cause for tension between improvement and accountability. In order to prevent IQMS from becoming an ‘added on’ process approach and a window-dressing exercise, mechanisms promoting the harmonious integration thereof should be examined.

## **1.2 MOTIVATION FOR THE STUDY**

The motivation for this study comes from involvement in the in-service program for Teacher Education. Amongst the courses I teach is Professional Studies which involves the critical evaluation of the implementation of policies for professional development of teachers. In conversations and discussions on the implementation of IQMS with my students I was not convinced that they understood the integration nature of IQMS as they were preoccupied with the issue of self evaluation coupled with monetary rewards. I found them to be silent on the integration of the three policies. It is for these reasons that I have an interest in providing a framework that can possibly re- invent IQMS for continuous improvement. The teachers' perspectives on IQMS as a government enforced initiative of accountability and compliance as opposed a combination of these features as well as professional development and quality improvement that would lead to continuous improvement of quality, remains under question. It is against this background that I found it important that I undertake this study on the re-invention of IQMS towards continuous quality improvement.

## **1.3 STATEMENT OF THE PROBLEM**

IQMS came about as a middle ground between management aspiring to accountability and monitoring teacher performance for quality assurance and teachers aspiring to a model that would benefit them professionally. The resolution was then the introduction of IQMS as a policy that would take care of the interests of all the parties. The policy is said to integrate three polices: Developmental Appraisal; Whole School Evaluation and Performance Appraisal. The problem is that the three policies were put together and said to be integrated without spelling out the mechanisms for their integration in terms of quality management and professional development and the enhancement of the continuous improvement of quality in education. The integration between the notions of accountability and evidence –based evaluation on one hand and the need to strengthen self- development and professional development so that continuous improvement is achieved on the other hand, remains unclear. This study therefore seeks to develop a

possible framework that can fulfil the original aims of IQMS as a culture for continuing improvement.

In reflecting upon the problem statement above, the research questions guiding this study are formulated as follows:

Main research question:

- How do IQMS practices and systems promote continuous quality improvement?

Sub-questions:

- What IQMS practices and systems promote continuous quality improvement?
- What IQMS framework would contribute towards a culture of continuous improvement?

#### **1.4 PURPOSE OF THE STUDY**

The purpose of the study is to examine how IQMS, as an integrated quality management system incorporating three different policies, contributes towards a culture for continuous improvement through the development of a possible framework that will serve as a model for the re-invention of IQMS.

#### **1.5 UNDERLYING ASSUMPTIONS**

Hofstee (2006) defines assumptions as considerations or facts to be true without checking whether or not they are true. Based on the aforementioned definition, the assumptions underlying this research are as follows:

- All schools implement IQMS and therefore educators have knowledge about their own practices with regards to the implementation of this policy.

- All educators have had some training on IQMS purposes and methods of implementation.

## **1.6 RATIONALE**

With IQMS emerging as a means to reconcile three quality management strategies (DAS, PM, and WSE), this study seeks to develop a possible framework for a model that fulfils the original aims of the IQMS as a culture for continuous quality improvement. There is empirical evidence that the research on IQMS has been focused primarily on the inherent constraints of IQMS. Little research has been conducted in respect of the integration of the three IQMS policies and the establishment of a culture that can contribute towards the continuous improvement of quality.

This study is therefore not aimed at examining the gap between the three policies, but rather to explore ways in which the three policies can be incorporated to form a harmonious integration towards a culture for continuous quality improvement.

## **1.7 SIGNIFICANCE**

The re-invention of the IQMS will contribute towards the possible harmonious integration of the three IQMS policies towards the creation of a culture of continuous quality improvement within primary schools. The findings of this study will not only provide an objective insight into this shortcoming of the IQMS, but will generate useful information to fill the gap of knowledge on IQMS that can be utilized to address the integration and continuous developmental aspect thereof. The study will offer the Department of Education, schools and quality assurance researchers useful information towards the refinement, wider applicability and contribution towards the consolidation of knowledge on quality assurance systems.

## **1.8 DELIMITATIONS**

This study focuses on IQMS practices and systems that promote continuous improvement as reported by selected school teachers in the Buffalo City Metropolitan area of the Eastern Cape. What the study does not do is to explore the practical means of quality management that schools can employ to improve processes of development and continuous improvement.

## **1.9 DEFINITIONS OF TERMS**

For the purposes of understanding the context in which some of the terms are used, I provide the following definition of terms: 'Integrated Quality Assurance System'; re-invention; and 'continuous improvement.'

### **1.9.1 Integrated Quality Assurance System (IQMS)**

With the emphasis placed on raising standards in schools, policy innovations in the form of the Integrated Quality Assurance System (IQMS) was introduced. IQMS is informed by schedule 1 of the Employment of Educators Act (EEA) No 76 of 1998. In terms of Resolution 8 of 2003, an agreement was reached in the Education Labour Relations Council (ELRC) to integrate programmes on quality management, which comprise of the Developmental Appraisal System (DAS); the Performance Management System (PMS) and Whole School Evaluation (WSE). The IQMS as an integrated quality initiative was formerly implemented in 2004.

### **1.9.2 Re-invention:**

Although the words 're-invent' and 're-invention' are part of everyday language, these terms can be used in different contexts to convey related, but distinct concepts. It is therefore necessary to differentiate between these various uses and to describe a more

precise definition for the purpose of this research. Different perspectives on 're-invention' have influenced the way in which this term can be defined.

Robinson (2009) argues that instead of focusing on persuading individuals to change, change is viewed as being primarily about the evolution or 're-invention' of products and behaviours so that they become better fits for the needs of individuals and groups. Based on this definition, it is not people who change, but the innovations themselves. Chapman (2010) uses 're-invention' to refer to the process of bringing back or reviving an invention which has previously been abandoned prior to being introduced into the market. Based on this assertion, 're-invention' may be formally used to refer to the reviving of any idea.

The most common and recognisable use of this term is perhaps within the idiom 're-invent the wheel'. In this context 're-invention' is used to indicate duplication or recreation of an already conceived or well known idea, normally without realization that the idea previously existed (Oxford Dictionary).

For the purpose of this study, the term 're-invention' will be used in the context of regulatory reforms, which "produce better regulation in terms of relieving the burden that the regulatory process imposes on both the regulated and the regulators" (Lubbers, 1994). With the re-invention of quality assurance in schools, the focus of this study is to relieve the bureaucratic "burden and regulatory processes" and accountability of quality assurance in schools, by strengthening the internal capacity of schools and school leaders enabling them to view and use the three policies for the purpose of continuing improvement and professional development.

### **1.9.3 Continuous improvement:**

The concept of continuous improvement implies constant improvement in the processes and services. Deming (1986) stresses that organisations need to continuously improve the quality of their services and products. Anderson, Rungtusanatham, and Schroeder (1994) identified that continuous improvement is based on process management

practices that yield incremental improvement and innovations in products, services, and processes. Juergensen (2000) viewed continuous quality improvement as an initiative that enhances success and decreases failures. Bessant, Caffyn, Gilbert, Harding and Webb (1994) define it as a process of continuous innovation. For the purpose of this study, continuous quality improvement will be understood in terms of the continuous improvement of the quality of teaching and learning in primary schools.

## **1.10 RESEACH PARADIGM, DESIGN AND METHODOLOGY**

This study is a case study located within the interpretivist paradigm. A purposeful sampling is used to select four primary schools in the Buffalo City Metropolitan area. For data collection semi-structured interviews are used. This section will be covered extensively in chapter four.

## **1.11 CHAPTER OUTLINE**

The chapter outline is as follows:

**Chapter one** provides a background to the research problem, the problem statement, research questions, purpose, assumption, rationale, and significance of the study, followed by the research design and methodology.

**Chapter two** gives a literature overview, focusing on the theoretical framework of the study, different aspects of quality assurance and the Integrated Quality Assurance System (IQMS) in particular, highlighting constraints inherent to its practices. Decentralisation and subsequent school-based management is discussed as key elements in the process of releasing the tension between external and internal accountability and the establishment of a culture that is conducive for continuing quality improvement in schools.

**Chapter three** focuses on continuing self-improvement and the important role of school leadership in guiding staff toward internal accountability, commitment and continuous quality improvement and development.

**Chapter four** describes the steps undertaken in order to collect the research data relied upon in order to answer the research questions. The research paradigm, design and methodology employed, as well as the sampling selection and data collection procedures is presented. It also explains why the chosen methods were the most appropriate options.

**Chapter five** documents the presentation and analysis of the qualitative data collected.

**Chapter six** is a discussion and summary of research findings as well as the suggested framework which suggests possibilities for the re- invention of IQMS towards a culture for continuous improvement.

**Chapter seven** concludes the thesis with a summary of the main findings, contributions of the study and recommendations for policy/practice and further research.

## **1.12 SUMMARY**

In this chapter the researcher gave a background of the information that is significant in shaping the context of the study. The research problem is stated and the research questions that drive the reflective qualitative inquiry process are given. The research paradigm, design, methodology is briefly discussed. Essential concepts in the study are clarified and the structure of the thesis is provided.

## **CHAPTER TWO**

### **REVIEW OF LITERATURE:**

#### **QUALITY ASSURANCE AND QUALITY REFORM THROUGH DECENTRALISATION**

##### **2.0 INTRODUCTION**

The previous chapter is an introductory chapter to this study. This chapter is a literature review chapter and it is twofold: It firstly locates the study within its theoretical framework and context and secondly, to understand quality and quality assurance practices and systems and the exploration of decentralisation and school based management as possible mechanisms to ensure commitment and ownership towards quality assurance systems.

This chapter is divided into into three main sections, the first covering the theoretical framework and context, the second on quality assurance practices and systems in education, and the third on decentralisations in education and school based management. The first part of this chapter begins with Senge's (1990) Systems Thinking followed by Critical Theory, the overarching frameworks for this study. The second part explores different aspects in relation to quality assurance in education, the tension between quality assurance practices and developmental needs, and the implementation of IQMS in South African schools. The third part of this chapter provides a brief exposition on decentralisation and school based management. This part constitutes a continuous argument on decentralisation which stresses (re) distribution of power from the Department of Education (as the center of power), to the periphery or local setting (school) which could serve as a basis for the successful re-invention of IQMS.

## 2.1 UNDERSTANDING QUALITY AND QUALITY ASSURANCE IN SCHOOLS

In terms of the conceptualizing of the quality and quality assurance in schools, there is a need to understand the different concepts and their relevance within the quality assurance agenda. These concepts are explained in greater detail below.

### 2.1.1 Different conceptions of quality

The many definitions of quality in education, testify to the complexity and multifaceted nature of the concept. Harvey (2004) provides the following brief overview of four categories:

(i)The exceptional view (of quality) sees quality as something special. Traditionally, quality refers to something distinctive and elitist, and, in educational terms is linked to notions of excellence, of “high quality” unattainable by most.

(ii)Quality as perfection sees quality as a consistent or flawless outcome. In a sense it “democratises” the notion of quality and if consistency can be achieved then quality can be attained by all.

(iii)Quality as fitness for purpose sees quality in terms of fulfilling a customer’s requirements, needs or desires. Theoretically, the customer dictates requirements. In education, fitness for purpose is usually based on the ability of an institution to fulfil its mission or a programme of study to fulfil its aims.

(iv)Quality as transformation is a classic notion of quality that sees it in terms of change from one state to another. In educational terms, transformation refers to the enhancement and empowerment of students or the development of knowledge.

Ajayi and Adegbesan (2007) see quality as the total of the features of a process, product or service on its performance, and “customers or clients” perception of that performance. Based on this definition, these authors believe quality is not just a feature of a finished product or service, but involves a focus on internal processes and outputs

and includes the reduction of wasted effort and the improvement of productivity. Fadokun (2005) expounds on this definition and characterizes quality by three interrelated and interdependent strands; namely:

- (a) Efficiency in the meeting of goals;
- (b) Relevance to human and environmental conditions and needs;
- (c) Something more “that is the exploration of new ideas, the pursuit of excellence and encouragement of creativity.

For the purpose of this study, quality will be understood in terms of the edited version of the UNESCO’s definition (Vlasceanu; Grunberg; and Parlea, (2007) which explains quality as follows:

*Quality (Academic):* Quality in education is a multi-dimensional concept that relates to the contextual settings of an educational model, to institutional mission and objectives, as well as to specific standards within the given system or institution.

*Quality as enhancement or improvement:* focusing on the continuous search for permanent improvement, stressing the responsibility of the education institution to make the best use of its institutional autonomy and freedom.

### **2.1.2 Quality assurance**

The term ‘quality assurance’ is sometimes rather loosely used and not easy to define. It might therefore be better to offer working definitions in relation to similar terms in the current ‘quality debate.’ The first distinction to be made is between ‘quality control’ and ‘quality assurance.’ Quality control is a retrospective process-checking completed that it is of the required standard. Quality assurance, on the other hand, is meant to anticipate problems that might occur, so that the quality controllers end up with very little reject. The dominant mode in South African Education is quality control-judgment after completion of the process, for example, the final examinations at the end of a year of

study, or the checking of the examination scripts for moderation purposes is a prime example of this (SAIDE 1995).

Ayeni (2012) defines quality assurance in education as the efficient management, monitoring, evaluation and reviews of the resource inputs and transformation process (teaching and learning) to produce quality outputs (students) that meet the set standards and expectations of the society. Raouf (2008) refers to quality assurance in education as the process of ensuring continuous improvement in all aspects of education business in an institution of learning to satisfy the needs and expectations of the institution's customers (society).

For the purpose of this study, quality assurance will refer to a planned and systematic review process of an institution or programme to determine whether acceptable standards of education, scholarship and infrastructure are being met, enhanced and maintained.

Defining quality and quality assurance is not easy as different institutions, people and stakeholders have different notions and priorities concerning these concepts (Herselman and Hay, 2002). For Ajayi and Adegbesan (2007) suggested that quality is the total of the features of a process, product or service on its performance, and 'customers' or 'clients' perception of that performance. It is not just a feature of a finished product or service, but involves a focus on internal processes and outputs and includes the reduction of wasted, and the improvement of productivity. Based on this definition, Fadokun (2005 cited in Adegbesan, 2010) posits that quality is characterised by these interrelated and independent strands:

- (i) Efficiency in the meeting of its goals;
- (ii) Relevance to human and environment conditions and needs; and
- (iii) Something more, that is the exploration of new ideas, and
- (iv) the pursuit of excellence and encouragement of creativity.

Elements of an amalgamated definition of quality assurance compiled by Buchner (2000) contain basic features found in other literature of authors such as Becher (1999); Campbell (1999); Fourie and Strydom (1999); and Webbstock (1999). Elements of this definition are outlined in Table 2.1

**Table 2.1: Amalgamated definition of quality assurance**

Policies	that	ensure	that the	teaching is maintained
Attitudes	will	assure	quality	scholarship is enhanced
Means		confirm	of	education
Actions		guarantee		
Procedures		demonstrate		
A system		certifies		
Attention				

Source: Buchner (2000:)

Materu (2007) proposed the following definitions of quality and quality assurance and asserts that ‘quality’ technically refers to “fitness for purpose” as it encapsulates the concept of meeting commonly agreed precepts or standards. Such standards may be defined by law, an institution, a coordinating body or professional society. At the heart of this definition is the notion that quality in educational institutions can be affected by a broad range of factors which include their vision and mission, goals, the talent and expertise of the teaching staff, admission and assessment standards, the teaching and learning environment, the quality of the facilities (classroom, library, laboratories), management effectiveness, governance and leadership. Furthermore, according to Materu (2007), quality assurance is a “planned and systematic review process of an institution or programme to determine whether or not acceptable standards of education, scholarship, and infrastructure are being met, maintained and enhanced.” Based on this definition, a school is only as good as the quality of its teaching staff, as they are the heart of the institution that produces quality education to learners and service to the institution’s broader community.

Hunger, Axel and Skalbergs (2007) state that quality assurance is a multi-dimensional concept, with no commonly accepted definition, but generally measuring the level of realization of a set of standards or targets. Based on this definition, quality assurance has become an essential intrinsic factor in institutional processes in schools. Stakeholders who are interested in quality assurance include:

- (i) The learners who are the primary recipients of the education that develops and prepares them for life in the 21<sup>st</sup> century;
- (ii) Parents who often pay for the education of their children and consequently demand value-for-money education for them;
- (iii) Governments that demand accountability from schools;
- (iv) The institutions themselves; and
- (v) The society that benefits or suffers the effect of good or poor education (Materu, 2007).

In order to gain a better understanding of the concept “quality assurance” it is important to reflect on the types of quality assurance.

Rizk and Al-Alusi (2009); Okojie (2008); and Woldetensae (2009) posit that quality assurance can either be an external or internal process. External quality assurance refers to the review by an external agency (e.g. national quality assurance agency) or body (e.g. Whole School Evaluation team), which evaluates 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.

#### **2.1.2.1 Self-evaluation (Internal quality assurance)**

Inspectorate (Draft Guidelines for Primary Schools, 2012) defines school ‘self-evaluation’ (SSE) as a collaborative, reflective process of internal school review in which the principal, deputy principal and teachers in consultation with the school governing body, parents and learners engage in reflective enquiry on the work of the

school. The process involves reflecting on the school's aims, considering criteria for success within the school's context, and determining appropriate methods to judge educational provision in the school.

Wright (2008) suggests self-evaluation can range from personal reflection to formal assessment in order to improve the educational experiences provided for learners and to identify the professional education required to further develop capacity to teach well. Internal quality assurance on the other hand, refers to the internal policies and mechanisms of a school or programme for ensuring that it is fulfilling its purpose as well as the standards that apply to education in general or the the profession or discipline in particular (IIEP, 2006).

The self-evaluation process forms part of the internal quality assurance process in which the institution carries out an internal appraisal to ascertain the level of achievement of its internally standards and objectives. Hay (2002) argues that during the self-evaluation of a school, the absence or presence of quality assurance mechanisms and procedures enable principals of schools to determine whether they are indeed enhancing the quality of their respective schools. Moreover, according to Herselman and Hay (2002), the primary aim in such a self-evaluation exercise is to determine the mission statement of the school and, in line with this, its goals/aims and objectives in the light of its notion of quality and the role it sees for itself. Having provided an overview of quality and quality assurance in schools, the following section will now outline the purpose of quality assurance in schools.

For the purpose of this research the process of self-evaluation will be used to refer to the generation of key information through a process of self-reflection from leadership and staff resulting in an evaluation for overall improvement, maintenance of quality and the pursuit of excellence in schools. At this level of understanding, the terms 'self-evaluation' and 'internal quality assurance' are used interchangeably.

### **2.1.2.2 External quality assurance**

Van Petegem (2010) asserts that external quality assurance is a form of school audits, organized for instances the Inspectorate and seems necessary by reason of its legitimizing function. McBeath and Myers (2002) believe external quality assurance has an additional task, namely; providing feedback on the functioning of the school and providing fresh, challenging and stimulating ideas.

For the purpose of this study, external quality assurance will be understood in terms of the edited definition from Quality Assurance Practices in Higher Education in Africa (2008) which explains external quality assurance as the review by an external agency (e.g. national or provincial quality assurance agency) or body (e.g. a professional body) which evaluates the operations of the school or institution to ascertain the level of compliance with a set of minimum standards.

## **2.2 NATURE AND PURPOSE OF QUALITY ASSURANCE**

Vroeijenstijn (1995a) states that quality assurance procedures can serve two major purposes: improvement and accountability. However, according to this author, there is an uneasy balance between both purposes, which frequently raises the question of incompatibility.

### **2.2.1 Accountability – summative approach**

Kis (2005) asserts that a central aspect of ‘accountability’ in any form, is that of “rendering an account” of what one is doing in relation to goals that have been set or legitimate expectations that others may have of one’s products, services or processes, in terms that can be understood by those who have a need or right to understand “the account”. For this reason accountability is usually, if not always, linked to public information and to judgements about fitness and soundness or level of satisfaction achieved (Middlehurst and Woodhouse, 1995). Kis (2005) concedes that accountability

procedures for accountability purposes are based on criteria set down by external authorities and institutions. These procedures aim at strengthening external insight and control, with the possibility of undertaking external corrective action, if necessary. Billing (2004) states that quality assurance for accountability purposes implies the use of a summative approach and explains that where this approach predominates, reports include explicit statements of outcomes and are sometimes published.

Van Damme (2000) says that the purpose or functions of quality assurance systems are reflected in its mechanisms and procedures. Based on aforementioned, the following four purposes are identified:

- (i) Public accountability;
- (ii) Improvement of teaching and learning;
- (iii) Steering the resources and planning processes of an education system; and
- (iv) Client information and market transparency.

Van Damme (2000) concedes that each of the above functions demands a specific and different focus, which will influence the methodology of quality assurance mechanisms and processes. The improvement of teaching and learning focuses on an internal institutional level, whilst the remaining three focus more on the external responsibilities of the institution in relation to the Department of Education, the wider community and the public in general. Herselman and Hay (2002) view learner admission and selection criteria; internal assessment and examination; external examiners; learner development and support services; programme planning; staff appointment; staff (peer) appraisal and staff development, as mechanisms and procedures which a school could implement in order to enhance quality teaching and learning. However, according to Strydom (1999) most quality assurance mechanisms and procedures evaluate practices and only a few, such as staff (peer) appraisal and development encourage improvement. A detailed understanding of the history and challenges around quality assurance mechanisms and procedures in South Africa is essential for the effective re-invention of the current quality assurance system in schools.

The accountability function of teacher evaluation focuses on holding teachers accountable for their performance associating a range of consequences for their career (Avalos and Assael, 2006). It seeks to set incentives for teachers to perform at their best. Furthermore, according to these authors, it typically entails performance-based career advancement and/or salaries, bonus pay, or the possibility of sanctions for underperformance. It can therefore be concluded that teacher evaluation for accountability is not only summative in nature, it also works as a means to provide recognition to teachers.

To some extent trying to achieve improvement through accountability causes tensions. An emphasis on accountability may in some instances lead teachers to feel insecure or fearful and reduce their appreciation of their work (OECD, 2009b). By contrast, teachers and their unions expect opportunities of social recognition of their work and opportunities for professional growth through the development of a formative system of teacher evaluation (Avalos and Assael, 2006).

Teacher evaluation for accountability is likely to benefit from conditions such as:

- An independent and objective assessment of the teacher's performance;
- National-level standards and criteria across schools;
- An evaluation component external to the school and more formal processes;
- Well-established rules regarding the consequences of the evaluation;
- Clear individual objectives with regard to all aspects of the teacher's performance;
- Well-trained, competent evaluators of teaching performance;
- Impact on professional development plan;
- Possibilities for appeal for teachers who feel they have not been treated fairly (OECD, 2009).

### **2.2.2 Improvement – formative approach**

Definitions of what is regarded as ‘improvement’ have changed and perspectives regarding purpose and the focus of improvement can vary according to different stakeholders. Middlehurst and Woodhouse (1995) are of the view that notions of improvement (as well as of accountability) are related to different judgements of value and balances of power for different groups. Quality procedures for improvement purposes aim at promoting future performance rather than making judgements on past performance. The criteria and procedures used are intended to strengthen the conditions, motivations, scope and the level of information of educational institutions towards quality improvement according to Kis (2005). It is against this background that Thune (1996) opines that: “Procedures lead to ends that are specifically in the interest of the educational institutions and towards the specification of quality according to goals and criteria that are internal or may be made internal by the institution.

Based on these statements, quality assurance for improvement purposes implies a formative approach, with the focus not on control, but on improving quality. Where this approach is predominant in quality assurance practices, the assessment reports will be written for the educators within the school, emphasising recommendations.

Teacher evaluation for improvement focuses on the provision of feedback useful for the improvement of teaching practices, namely through professional development according to Isore (2009). This involves helping teachers learn about, reflect on, and improve their practice. This typically occurs within the school context, so professional development opportunities of an individual teacher are aligned with the school development plan (OECD, 2009a).

Teacher evaluation for improvement purposes is likely to benefit from conditions such as:

- A non-threatening evaluation context;
- A culture of mutually providing and receiving feedback;
- Clear individual and collective objectives with regard to improving teaching within the school as well as sharing school objectives;
- Simple evaluation instruments such as self-evaluation forms, classroom observation, and structured interviews;
- A supportive school leadership;
- Opportunities to enhance competencies as well as resources and the means to improve practice;
- Teacher evaluation integrated in a system of school self-evaluation and quality assurance (OECD, 2009).

## **2.3 OUTCOMES OF QUALITY ASSURANCE MECHANISMS**

### **2.3.1 Reports**

According to Kis (2005) the content of the reports may vary from one system to another. The author explains that in European countries all quality assurance reports contain a conclusion, and a large majority also contain analyses, while only one third of these cases contain empirical evidence. In 89% of these cases, the reports include recommendations (European Association of Quality Assurance in Higher Education, 2009).

### **2.3.2 Follow-up procedures**

Woodhouse (1999) argues that the amount of time and money being put into quality assurance processes will be wasted unless these activities have a beneficial effect. However, Woodhouse (1999) points out that few external quality assurance agencies have thorough formal follow-up procedures, while many do nothing or simply ask the school or institution what has been done. Furthermore, according to Kis (2005) many quality assurance agencies are ambivalent about using sanctions in follow-up procedures, believing on the one hand that threat or “policing actions” are unlikely to foster quality, while recognising on the other hand that some education institutions are so weak that they are reluctant to even try to improve unless the quality assurance process insists on action.

In the South African context the responsibility for follow-up procedures lies with the Department of Education or the school itself. It can also be argued that with the continuous annual process of quality assurance through IQMS in schools, which is principally the task of the school, it is crucial that schools themselves are committed to the follow-up.

## **2.4 PURPOSE, ADVANTAGES AND DISADVANTAGES OF DIFFERENT QUALITY ASSURANCE MECHANISMS**

Two aspects of quality assurance practices are described in this section. The first is about the purpose of quality assurance, whether it should serve accountability or improvement and whether it is possible to combine both purposes. The second debate is about the advantages and disadvantages of different practices and data gathering instruments used in quality assurance systems, in particular IQMS.

### **2.4.1 Purpose of quality assurance: accountability vs. improvement**

With the tension between accountability and improvement in IQMS, a discussion on this aspect is imperative. A wide body of literature ( Kis, 2005; Thune,1996; Middlehurst and Woodhouse, 1995; Vroeijenstijn, 1995b; Woodhouse, 1999; Harvey, 1997; Stensaker, 2003; Brown, 2000; Brenman and Shah, 2000; Smeby and Stensaker,1999) discusses the relationship between the two purposes of quality assurance, whether they are incompatible or whether how a balance can be found. According to Thune (1996), it is often argued that accountability and improvement are mutually exclusive since there is a conflict in terms of method. However, Thune (1996) concludes that accountability and quality improvement may be combined in a balanced strategy.

Middlehurst and Woodhouse (1995) postulate that in some areas improvement and accountability may be well integrated, while in others they may be independent of each other. These authors describe the areas where they may be linked as follows: “Areas where they may be linked include: guidelines which can offer advice about appropriate procedures and practice in relation to accountability requirements; performance indicators linked to benchmarking of best practice between institutions; and evidence which points to deficiencies in practice and which leads to recommendations for improvement. Areas of improvement should be independent of accountability, particularly in relation to public information, pilot studies; training; and staff development.”

#### **2.4.1.1 Arguments supporting the establishment of separate agencies – incompatibility between accountability and improvement**

According to a range of analysts, the purpose of accountability is incompatible with the purpose of improvement. It is against this backdrop that Vroeijenstijn (1995b) argues that it is difficult for external quality assurance to serve two masters; it cannot work for the school or educational institution, serving improvement and for the outside world,

serving accountability at the same time. However, according to Vroeijenstijn (1995b), it is possible to try to reconcile governmental aims of quality assurance, with the aims of institutions. Woodhouse (1999) claims that the two purposes (accountability and improvement) are incompatible, as the openness essential for improvement will be absent if accountability is the purpose of the quality assurance procedure. Thus, it is sometimes argued that it is essential to have separate agencies, because educational institutions are likely to hide from an accountability agency, information essential to achieving quality improvement (Middlehurst and Woodhouse, 1995).

Although Harvey (1997) opines that accountability *can* lead to improvement in teaching and learning, “it may damage learning by diverting academic staff’s attention away from the improvement of learning, to compliance with the bureaucratic imperative and attempts to improve performance on indicators that are, at best, poor operationalisations of learning quality.” Based on this statement, it is argued that accountability procedures might be underpinned by an imperative to make education more cost-efficient, rather than to enhance quality (Kis, 2005)

#### **2.4.1.2 Arguments opposing the establishment of separate agencies – complementarities between purposes.**

With reference to this view, accountability and improvement are closely linked and cannot be separated. The feasibility and the efficiency of addressing the objectives of accountability and improvement separately is questioned by various analysts. It is in this regard that Stensaker (2003) states that the ‘accountability vs. improvement’ debate has contributed to a simplified view on how change in education occurs. Based on this argument, Stensaker (2003) argues that instead of seeing change as a dynamic process where interaction between actors and stakeholders takes place in a continuum, this debate contributes to the development of a simple cause-effect model implying that internal processes are related to improvement, while external processes are associated with accountability.

According to Woodhouse (1999), some authors claim that accountability and improvement are inseparable, as accountability can always be re-phrased to focus on quality improvement. Studies by a number of authors (Saarinen, 1995; Thune, 1996; Smeby and Stensaker, 1999; Brennan and Shah, 2000) indicate that institutional self-evaluation processes taken on as part of the quality assurance process, are very useful for educational institutions. Brown (2000) asserts that those who work in educational institutions, have for a long time, been accountable to students, to their professions and to disciplines. In other words, accountability can be handled internally. Thus, quality improvement can indeed have an external origin. Furthermore, both accountability and improvement are among the aims of the government, the schools and the Department of Education, in particular, and would therefore be difficult not to combine them.

Thirdly, it would be inefficient to establish multiple agencies, a duplication of workload and an unstable situation to address different objectives separately according to Middlehurst and Woodhouse (1995). According to this view, it is firstly argued that multiple agencies impose an excessive load on educational institutions. Secondly, there is likely to be duplication, since the two roles have similar needs. Thirdly, a system including two or more agencies is unstable; one quality assurance agency is likely to 'capture' the other. Finally, accountability agencies tend to be advisory and are also likely to take on an improvement role (Kis, 2005). Thus, some improvement is an almost inevitable consequence of checking. Middlehurst and Woodhouse (1995) conclude that while it is possible to establish a separate system for improvement, it is not possible to have one solely for accountability, which would inevitably overlap into quality improvement.

## **2.5 METHODS AND INSTRUMENTS USED FOR QUALITY REVIEWS**

This section describes the arguments made by different authors in the debate on adequate methods and instruments to be used in quality assurance systems. There is

firstly the argument supporting and opposing external/internal reviews, and secondly the advantages and disadvantages of different data gathering instruments.

### **2.5.1 Arguments supporting external reviews and opposing internal reviews**

Addressing accountability requires the involvement of an external body is a view that is highlighted by Thune (1996) who emphasises the potential of external agents in assuring accountability in educational institutions. In addition, Harvey (2002) states that external quality monitoring ensures the integrity of the institution. Furthermore, a range of authors support external quality assurance and view it as a catalyst for internal improvement within the institution. It is argued that an external quality assurance agency could enhance improvement by being available to schools and institutions for advice and development on request (Middlehurst and Woodhouse, 1995). Rasmussen (1997) asserts that the context of external evaluation contributes to quality improvement by motivating staff for realising self-evaluation. According to Brennan (1997) there is a danger of compliance in externally initiated self-reviews; however, the external consequences of the review are an incentive to take the self-evaluation process seriously. It is in this sense that Harvey (2002) suggests that the role of a catalyst for improvement requires dialogue and advice as part of the monitoring process and the renewal of a trusting relationship between the external quality assurance body and the institution.

Self-assessment carries the risk of 'write-ups' according to Kis (2005) and DeVries (1997) distinguishes between full-scale self-assessment and self-assessment for compliance, referring to the latter as 'write-ups' and warns against the risk of such practices. Kis (2005) argues that there is a risk of compliance and of using self-assessment as a political act. Furthermore, according to Kis (2005) the problem lies in individual departments which can "hijack the occasion and hold the education institution to ransom" using the self-assessment process to their own advantage. De Vries (1997) concurs with this view, stating that departments can use self-assessments as a vehicle

for co-opting assessors to their viewpoint while developing arguments for more resources.

According to Harvey (2002), it is important to draw a distinction between self-evaluation for internal use and self-evaluation for external use, especially when external evaluation is linked to accountability requirements. Referring to this viewpoint, Harvey (2002) argues that at worst, 'two sets of books' may be prepared, one for internal consumption and one that is 'embellished' for external consumption. It is against this background that Brennan (1997) states that if self-evaluation is a stage preliminary to a process of some form of external judgement, it is likely to be carried out primarily in order to attempt to influence external judgements rather than to inform 'self'. Kis (2005) believes that self-evaluation, which has external consequences, runs the danger of producing compliance on the part of those carrying it out.

Kis (2005) explains that in the case of self-financing institutions, e.g. private schools, there might be a particularly strong motivation to hide weaknesses in self-review reports. The purpose for this tendency according to Kis (2005) might not be to reveal the 'truth' about the quality, but to 'stay in business' by hiding deficiencies and promoting reputation. De Vries (1997) also points out that individuals and institutions tend to overvalue their performance in self-assessment reports. This author also believes that there are dissenting values and purposes within the departments, thus the concept of 'self' in self-assessment is, in many cases, a misnomer for the activity.

## **2.5.2 Arguments supporting internal reviews and opposing external reviews**

Sustainable improvement relies on internal engagement. Middlehurst and Woodhouse (1995) argue that "achieving improvement requires an acknowledgement by providers of a need to improve, an understanding of the appropriate focus of improvement, knowledge of the means of achieving the objectives of improvement and an appreciation of the benefits that will accrue from the effort." According to this view,

improvement relies upon individual or group engagement with the desired objectives and commitment to their achievement. These authors argue that without intrinsic motivation to improve quality, the best that can be hoped for is compliance with external requirements. Middlehurst and Woodhouse (1995) describes this tendency as follows: "Compliance may pass for improvement in the short term, but as soon as the need to display 'improvement' has passed, old habits are likely to re-emerge." The essential role of internal processes to achieve improvement is also highlighted by Askling (1997). Kis (2005) argues that while internally initiated quality monitoring can be problem-driven and useful as a mean for improvement, externally initiated processes tend to be more accountability-driven and less sensitive to internal needs. Similarly, Knight (2001) warns that reliance on external quality monitoring is unwise and argues that more attention should be paid to internal quality improvement.

However, it is also suggested that an emphasis on internal processes does not exclude the use of external processes (Kis, 2005). Harvey (2002) goes on to say that the interaction between both processes is essential to ensure that the results of external monitoring are not just temporary adjustments, but lead to lasting improvement.

External reviews inhibit innovation. Harvey (2002) explains that some of the delegates participating in *The End of Quality?* Seminar suggested that external quality reviews inhibit innovation through conservative or rigid evaluation criteria. Kis (2005) goes on to say that in order to ensure the effectiveness of quality assurance mechanisms, there is a need for constant reflection and change in external quality assurance, including periodic change in both purposes and in practices. Kis (2005) concedes and explains that the problem is with established quality assurance bureaucracies and politicians who are reluctant to dissolve quality assurance practices, as this would appear to be an admission of failure. Hence, external quality assurance systems risk becoming 'standardised', which may lead to excessive bureaucratisation and inflexibility (Harvey, 2002). In taking inspiration from the above arguments, Williams (1997) argues that over-elaborate bureaucratic systems of external monitoring may lead to internal processes

becoming determined by external requirements, at the expense of what is good for the institution. Thus, innovation may suffer through a lack of understanding of context.

External reviews are ineffective in achieving quality improvement. Referring to economic terms, Stensaker (2003) states that the efficiency of external quality assurance systems is a little researched topic. Thus, the system represents a poor value for money both for the institution and other stakeholders (Kis, 2005). Stephenson (2004) argues that the real cost of quality assurance cannot be quantified, since it includes not only staff, space and operational costs of a quality assurance unit, but also the time devoted by diverse stakeholders to quality assurance activities. A study by Graham (2000 cited in Newton 2001) highlights the 'huge workload associated with external quality review; the inadequacies of OfSTED/TTA 'snapshot' and 'dipstick' inspections of teacher training provision; the frequency and burden of quality assessment in a resource-starved system which, paradoxically, detracts from the delivery of quality; the loss of professional trust and consensus; the drift towards a risk-averse education system; and the lack of investment in quality enhancement.' Middlehurst and Woodhouse (1995) takes this further and argue that fully external quality assurance mechanisms are likely to be a costly and ineffective means of achieving lasting quality improvement. It is in this sense that Harvey (2002) suggests that external monitoring implies excessive costs which do not reflect the value gained from the process. Kis (2005) concludes that the significant resources spent on quality bureaucraties could be better spent on improving internal quality assurance mechanisms and further suggests that external reviews carry the risk of 'game playing' and 'impression management'.

## **2.6 QUALITY ASSURANCE IN THE SOUTH AFRICAN CONTEXT**

The amalgamation of the different departments of education, including former homelands, into a single non-racial department of education resulted in a significant policy-making process. One of the major concerns of the newly established democratic

government was to search for quality which has been one of the core motivating forces for restructuring the education system. Policy innovation to improve the delivery of quality education for all South African citizens was imperative. The criticism and breakdown of the inspectorate system in the majority of schools, steered the newly unified Department of Education and teacher unions to initiate new ways of ensuring quality in schools. With the emphasis placed on raising standards in schools, policy innovations in the form of the Integrated Quality Assurance System (IQMS) was introduced. IQMS is informed by schedule 1 of the Employment of Educators Act (EEA) No 76 of 1998. In terms of resolution 8 of 2003 an agreement was reached in the Education Labour Relations Council (ELRC) to integrate programmes on quality management, which comprise the Developmental Appraisal System (DAS); the Performance Management System (PMS) and Whole School Evaluation (WSE). The IQMS as a quality initiative was formerly implemented in 2004.

### **2.6.1 The purpose of IQMS**

The principles of the IQMS are underpinned by the purpose of quality management systems, which determine competence, assess strength and areas for further development to ensure continued growth, to promote accountability and to monitor the overall effectiveness of an institution (school). The manual for IQMS (Section A:3) clearly indicates the purpose of each component as follows:

The Developmental Appraisal System (DAS) appraises individual educators in a transparent manner with a view to determining areas of strength and weakness and to draw up programmes for individual development (Formative evaluation).

The Performance Measurement System (PMS) is to evaluate individual teachers for salary progression, affirmation of appointments and rewards and incentives (Summative evaluation). The PMS essentially refers to managing poor performance and rewarding good performance in an open, fair and objective manner according to Hariparsad et al. (2007).

Whole School Evaluation (WSE) evaluates 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 (system evaluation). Furthermore, the process comprises different levels of evaluation, namely: internal appraisal (Process A) and external evaluations for WSE (Process B). Each process comprises a set of procedures to be followed. Process A consists of the establishment of structures; self-evaluation by individual teachers; the development of an instrument for lesson observation of teachers; and lesson observation by the Development Support Group (DSG), who will make information of lesson observation available to the Staff Development Team (SDT) for planning school improvement. Process B consists of drafting an external evaluation plan informing schools timeously of dates for conducting external WSE, advocacy and training around Quality Management Systems; if IQMS structures do not exist in a particular school; informing the school of what documents will be required; a preparatory visit to the school; identification of a representative cross section of teachers for observation; observation of teachers; and writing a report. The need to explore the challenges and constraints inherent to the IQMS, is in response to the underlying question: “Why should the current quality assurance system be reinvented?”

### **2.6.2 Roles and responsibilities of individuals and structures involved in implementing IQMS**

Responsibilities for teacher evaluation through IQMS are typically shared between educational authorities, including district officials from the Department of Education, schools and their leadership, and teachers themselves.

### **2.6.2.1 The role of schools and school leadership**

The effective operation of teacher evaluation depends to a great extent on the way the concept and practice of school leadership is established in schools. The principal has the overall responsibility to ensure that the IQMS is implemented uniformly and effectively at school, whilst the school management team (SMT) and the staff development team (SDT) have the responsibility for advocacy and training of staff at school level. Apart from ensuring that all documentation sent to the District/local office is correct and delivered in time, they also play a prominent role in the internal moderation of evaluation results in order to ensure fairness and consistency.

### **2.6.2.2 The role of teachers**

Since teacher evaluation in the IQMS is based on self-evaluation and reviews by peers, this process is more typical of evaluation for improvement purposes. Teachers are therefore responsible for identifying their own personal support group –development support group (DSG). To achieve the greatest impact on improvement and development teachers and their DSGs need to engage in regular feedback and discussion. Evidence shows the power of development peer observation of lessons with clear foci and effective feedback in makes a strong contribution to improving the quality of instruction. However, when peers are evaluators in accountability-driven teacher evaluation procedures, issues of legitimacy are particularly relevant to address (United Nations Education, Science and Cultural Organisation, 2007).

### **2.6.2.3 The role of educational authorities**

Educational authorities play a major role in the conception and application of teacher evaluation, since they set the national learning outcome objectives, agreed standards for the teaching profession and the establishment of norms that regulate teacher

evaluation. Thus, the roles of the District/Local office (Department of Education) with regards to IQMS are briefly outlined as follows:

- The district/local office has the overall responsibility of advocacy, training and proper implementation of IQMS.
- The district/local office has a responsibility with regard to the development and arrangement of professional development programmes in accordance with identified needs of educators and its own improvement plan.
- The district/circuit manager has a responsibility to moderate evaluation results of schools in his/her district/circuit in order to ensure consistency. In cases where the evaluation results of a school are inconsistent with the school's general level of performance or where the district/circuit manager has reason to believe that the evaluation at a particular school was either too strict or too lenient, he/she must refer the results back to the school for reconsideration.
- The district/local office must ensure that the evaluation results of schools are captured and processed in time to ensure successful implementation of salary and grade progression.
- The district/local office should ensure that the implementation proceeds in schools is monitored on an ongoing basis (ELRC, 2003).

## **2.7 CONSTRAINTS WITHIN IQMS PRACTICES**

According to Weber (2005), the adoption of the IQMS in 2003 was preceded by several years of conflict between leading teachers organizations, the South African Democratic Teachers' Union (SADTU) and the State. At the beginning of 2003, SADTU members in the East Rand, Gauteng, refused Whole School Evaluators into their classrooms (*The Educators' Voice*, November-December, 2003). This according to Weber (2005) is

reminiscent of how school 'inspectors' of the apartheid government were chased away from progressive institutions during the 1980s. In negotiations with the government, SADTU has tried largely unsuccessfully, to stress the implementation of development programmes with preference to government-led accountability and evaluation (SADTU, 2001). The co-existence of accountability and the development of human resources has been an important outcome in the IQMS document and Weber (2005) is therefore of the opinion that the IQMS has in this respect tried to be all things to all people. De Clercq (2008) adds that the combination of appraisal for development and performance management with a common appraisal instrument like the IQMS sends ambivalent messages to school staff who may be tempted to use the instrument for the sole purpose of rewards and not for development purposes. Biputh and McKenna (2009) support this view and assert that the overlap and distinct competing nature between Developmental Appraisal (DAS) and the Performance Measurement (PM) process was evident from the start. Gardiner (2003) is of the opinion that the IQMS is trying to bring together three instruments which are morally and philosophically very different. He points out that Developmental Appraisal (DAS) is based on the philosophy of support and development, and also sees teachers as professionals, who are able to identify their developmental needs with the input of their peers. The Performance Measurement (PM) system on the other hand, is based on managerialism which does not acknowledge the ability of teachers to make their own developmental paths (Gardiner, 2003). Based on the distinctiveness between accountability and professional development, Lacey (1996) and Hargreaves and Hopkins (1994) argue that confusion still exists as to whether appraisal is for professional development or for accountability. The prioritization of accountability is also a concern for Biputh and McKenna (2009) who are of the opinion that accountability aspects of the IQMS invoking apartheid experiences and undermine any good the developmental aspects achieve. This view is supported by Jansen (2004) who warns of "the built-in institutional memory of apartheid inspections" in the IQMS.

The practicality of combining Developmental Appraisal (DAS), Performance Measurement (PM) and Whole School Evaluation (WSE) has been questioned, as it is not feasible to identify needs, provide support, measure performance and evaluate the

entire school, using the same instrument, according to De Clercq (2008). In his analysis of the IQMS, Weber (2005) points out that the 'guiding principles' that inform the alignment between Developmental Appraisal (DAS), Performance Measurement (PM) and Whole School Evaluation (WSE) highlight a central theme that runs through the IQMS system. This according to Weber (2005) is the tension between holding teachers and schools to account through checking on them and 'measuring' their 'performance' and a commitment to developing human capacity and skills where required. Based on this critique, Biputh and McKenna (2009) are of the opinion that the entire process is a strategy to ensure compliance to departmental regulations and requirements under the guise of being a developmental exercise.

Marneweck (2007) argues that the design of the IQMS is problematic as the language used within the instrument is ambiguous, rendering its design unclear and incomplete. Marneweck (2007) also highlights challenges associated with the technical requirements and rating system of the IQMS that can lead to confusion. Biputh and McKenna (2009) concur with this view and concede that confusion exists about the IQMS as a supportive form of professional development, or as a device for assessing educator competence, rewarding the effective and dismissing the ineffective. According to De Clercq (2008), an important condition for effective developmental appraisal is that performance standards should be contextual and negotiated with educators. It is in this regard that Guest (2008) asserts that this powerful tool to measure teachers' performance was designed outside the school to be implemented in the school by people who had little say in its design, using minimal input via teacher unions. It is in this sense that Grobler (2006) states that a performance measurement instrument like the IQMS was designed in 'heaven' but needs to be implemented 'on earth.'

SADTU (2003) claims that Whole School Evaluation (WSE) is punitive rather than supportive and developmental. According to Jansen (2004), WSE involves the whole school in the evaluation process, but excludes the staff when a final judgment on the school's performance is made. Jansen (2004) concludes and points out that although on the surface the WSE policy seems to empower teachers and emphasizes teacher development, it is still a bureaucratic control mechanism.

De Clercq (2008) summarizes other problematic aspects which could possibly inhibit the effectiveness and efficiency of the IQMS as a developmental instrument for quality education as follows:

- Risks associated with external evaluators which include the likely rigidity of standardized instruments and procedures, which may not be appropriate for all schools in their differing contexts; one of the assumptions underpinning the IQMS states that all schools can be evaluated using the same instruments, standards, criteria and processes. The different conditions and circumstances in schools could therefore render the IQMS effective and efficient in some schools, but ineffective in others. Well-performing, functioning schools are therefore better equipped to manage and mediate these IQMS expectations in an effective, efficient and productive way, with the IQMS process also contributing to the improvement and development of educators' performance; however in low-functioning schools, the IQMS process is seen as cumbersome, time-consuming and a fruitless exercise;
- The unsatisfactory professional qualifications of many educators, as well as their mastery of subject knowledge and pedagogical knowledge makes it somehow paradoxical to monitor peer performance for the improvement of the school, and to act as mentors and development support groups (DSGs) as required by the principles underpinning the IQMS.

Marneweck (2007) suggests other challenges associated with the effective implementation of the IQMS, include the following:

- The lack of human capacity required to implement the IQMS at all levels which include the National Department of Education, various administrative levels at provinces and districts, to the level of individual schools;
- The training for the IQMS is not ongoing and quality assured, but a once-off, based on a cascade model; and

- The quality of the IQMS results is problematic, as documents are often incomplete or inadequately filled out, resulting in neither valid nor reliable data obtainable that can lead to the improvement and development of schools.

According to Zelvys (1999), the system of quality assurance in education has not undergone significant changes, as the previous institution of school inspection, whose main function was evaluation of the work of schools with regard to conditions, processes and objectives defined by national curriculum and legal regulations, mainly remained unchanged.

No doubt, all these critiques added to the perception of the IQMS as an inherently bureaucratic-managerial system ensuring accountability on the part of principals and teachers. The confusion between the requirements of the different instruments, Many principals and teachers are still unclear about the purpose of IQMS because of the confusion between the requirements of the different instruments. Many Eastern Cape school principals in the ACE School Leadership Programme also report inadequate knowledge about the IQMS. Documents pertaining to IQMS are often incomplete or completed and submitted to the respective District Offices for the sake of compliance.

Therefore, one possible way to ensure commitment towards quality and quality assurance systems, is through the development of a system that is internally driven and spearheaded by all stakeholders within the institution. With all the these challenges associated with the IQMS, one alternative worth considering as a prerequisite in the re-invention process, is decentralisation. This perspective will bring quality assurance and quality monitoring at a level residing within the school.

## **2.8 DECENTRALISATION IN EDUCATION**

### **2.8.1 Introduction**

The transfer of educational decision-making authority and responsibility from the center to regional and local systems has become an increasingly popular reform in many

countries. Rado (2010) asserts that the perception that those who are supposed to govern in a decentralised system are losing control, is nothing more than an illusion, for centralized management is based on illusionary convictions. This section therefore aims to argue for the need to decentralize the quality assurance system in schools from the center of power (government) to the periphery of local schools with each school in South Africa having its own character and culture; too much centralisation can stifle inventiveness, whilst too much bureaucracy suppresses initiative. Balancing the need for decentralisation of quality assurance systems, accountability, professional development and the enhancement of quality education against the background of the complex nature of power, is crucial.

This section will therefore attempt to explore the meaning and different perspectives of 'decentralisation' as it is revealed in literature. This will be followed by images of decentralisation; the history of educational decentralisation in South Africa; the rationale for a decentralised quality assurance system; strategies for the implementation of decentralisation; and international trends in decentralised quality assurance systems.

### **2.8.2 Decentralisation: Shifting perspectives**

For several authors in literature (Lugaz; De Grauwe; Balde; Diakhati; Dougnon; Moustapha & Odushina, 2010) define the term 'decentralisation' as the transfer of authority and responsibility for the financing or governance of schools to a subnational agency. As the existence of a high range of terms indicate (centralised power; devolution; centralisation; deconcentration; decentralisation; privatisation; delegation; school-based management; school self-governance), decentralisation embraces a complex and at times confusing set of policies (Lugaz, et al, 2010; Berkhout, 2005). Govinda (2003); McGinn and Welsh (1999); and Malpica, (2003) affirm this view and postulates that decentralisation is a highly ambiguous concept that has been variously defined and interpreted. According to Masuku (2010), there are also perplexing differences in its implementation, with decentralisation and centralisation often occurring simultaneously, and often not implemented as an independent sectoral policy, but

embedded in larger state reforms. Rado (2010) states that decentralisation implies in all cases a redistribution of power. This would by implication mean taking away or minimising the power from groups who are considered too strong (e.g. Department of Education) and even teachers' unions, through the introduction of decentralisation policies, giving stronger control to schools over fundamental aspects like quality assurance systems.

Naidoo (2005) believes that the term decentralisation covers a wide range of processes and structures often difficult to define. However, according to Naidoo (2005), decentralisation generally refers to the devolution of centralised control of power and decision-making from government into private initiatives of state/provincial, local government and school level. In Babalola and Adedejis' (2007) view, decentralisation also involves making minimum requirements for private participation in the provision of education. Based on all these definitions, decentralisation can be understood as the "delegation of authority or power and (responsibility) for financing or governance of schools to a subnational agency (Rado, 2010). It is against this background that Ncube (2007) explores the distribution of power from a structural-functionalist perspective, which is based on an analysis of related concepts such as the redistribution or distribution of decision-making powers. Masuke (2010) links power with the previous inspectorate system. Inspectors who visited schools in order to ensure quality education during the apartheid era were extremely powerful individuals, who sometimes abused their power. The Integrated Quality Assurance System (IQMS) was introduced as a shift away from the powerful inspectorate system. However, the rules, regulations and policies that govern IQMS contribute strongly to the bureaucratic, centralised control of this system. The hierarchical distribution of power in the South African education system, and quality assurance in particular, reflects this kind of power and forms the basis for most of the arguments on the decentralisation of power in education.

A comprehensive analysis of decentralisation policies was carried out by amongst others, Berkhout (2005); Malpica (2003); Bray (2007); Caldwell (2005); and UNESCO (2003); Mc Ginn and Welsh (1999); and Abu-Duhou (1999), who explored a number of basic concepts that can be linked to decentralisation. The purpose of these concepts is

not to explain the distinction in detail, but to give expert perspectives on decentralisation from literature in order to establish a universal understanding of this policy and the role it can play in the re-invention of quality assurance systems through different leadership perspectives in primary schools.

- (i) *Centralised power.* This designates the centralised organisation of political and administrative decision-making responsibility and management in a country where the executive and legislative powers are structured within the framework of the country.
- (ii) *Centralisation.* In some countries, and in some historical contexts, the centralisation of political and administrative decision-making, responsibility and management forms part of the process of consolidation of the State and its unity.
- (iii) *Deconcentration.* Deconcentration means the transfer or delegation of Responsibility for managing the activities or services in question (e.g. education) from national level to the local level of a ministry or central institution (e.g. school). This devolution of authority concerns application of regulations, but not their formulation. Decision-making and policy formulation remain largely centralised.
- (iv) *Decentralisation.* Decentralisation involves the transfer of all or part of the decision-making, responsibilities and management vested in the central authority towards another regional, provincial or local authority, districts or towards schools. The regional, local authorities or schools may change and/ or adopt educational priorities, curricula, teaching methods and educational management while managing their own budget and expenditure.
- (v) *Devolution.* A clear distinction needs to be made between ‘devolution’ and ‘deconcentration’. Devolution implies the transfer of responsibilities away from the educational administration, to elected representatives at regional, district

level or school level. Deconcentration is mainly a response to a rapid expansion in the number of schools and teachers. It is seen as more efficient if certain tasks are undertaken by officers closer to the school, at regional or district level; however, these officers are still officials from the ministry of education ( for example, circuit managers, subject advisors, district officials, and members of the Whole School Evaluation Team (WSE). Devolution, on the other hand, finds its justification in a contrasting argument, that of “political legitimacy”. This view implies that education is public business and should be under political rather than professional control for at least two reasons. First, it is being financed by public funds, and therefore only natural that the public, or its representatives, should have some say over how their funds are used. Secondly, schools have such an intimate impact on the lives of children that it seems self-evident that parents should have something to say about their functioning. Devolution redistributes not simply responsibilities, but also authority, while deconcentration redistributes responsibilities within a tight framework that limits authority. It is in this sense that McGinn and Welsh (1999) remark that “deconcentration reforms shift authority for implementation of rules, but not for making them.”

The variety of labels and strategies explains why the understanding and evaluation of ‘decentralization’ policies yield such conflicting results. In conclusion, decentralisation in education should be understood as a process of reducing the role of central government in planning and providing education. With centralised systems that tend to be bureaucratic, little discretion is left to schools and communities, and the most attractive feature of decentralisation is the shifting in location of the transfer of power and authority from those in one location (e.g. Department of Education) to those in another location (e.g. schools).

### 2.8.3 Conceptualisation of decentralisation in education

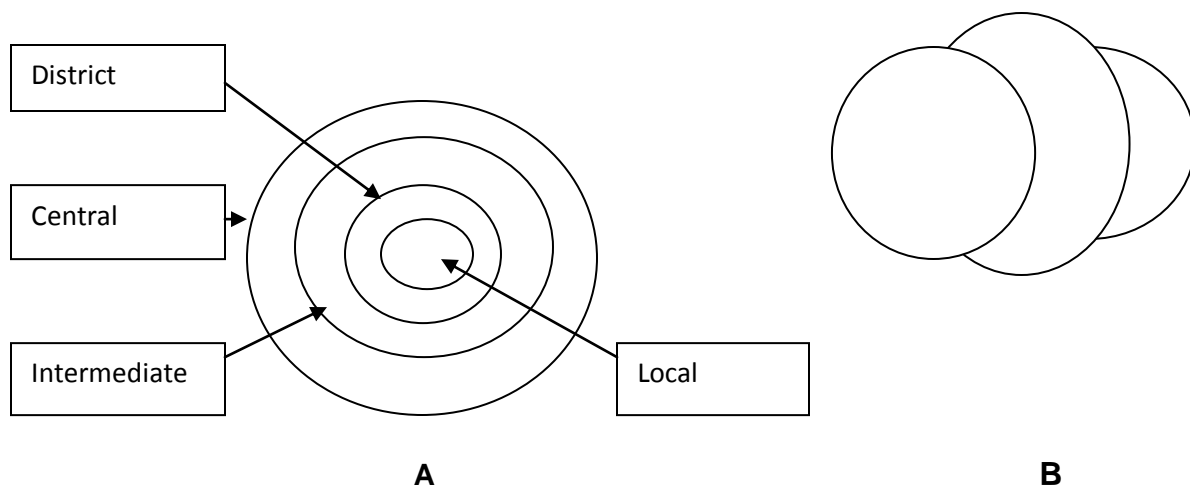
The term 'decentralisation' implies dispersal of something aggregated or concentrated around a single point. McGinn and Welsh (2000) concede that most public and private organisations rely on 'leaders' or specially designated persons to make decisions for the rest of the members of the organisation. Based on this argument, these organisations tend to be hierarchical in structure, with multiple layers of authority. Decisions made at the 'top' layer affect more people, and those made at the bottom affect fewer people. In the South African educational context a single position, that of the Minister of Basic Education, would be at the top, connected downward to two or more Director-Generals, each of whom is connected downward to the Superintendent-Generals of the different provinces, Chief Directors and Directors, who supervise the different sections and District Directors, who are connected to different schools in each district.

An alternative image according to McGinn and Welsh (1999) of this hierarchical organisational structure is through the metaphor of an octopus, which has a large body and arms or tentacles. The tentacles are essential to the life of the octopus, as they enable it to gather food, move away from danger and fight predators. Based on this metaphor, all the work is done by the system's 'tentacles', for example the principal as the leader and teachers in their respective classrooms; however, most of the decisions regarding their appraisal and quality assurance, are made by central government. Given the scenarios described in both metaphors, there seems to be a common theme, namely that decentralisation involves dispersal and increased space between constituent parts, as this permits the development of individuality or diversity, making the system less homogeneous and its components less uniform (UNESCO, 2003).

Figure 2.1 offers a different image of decentralisation. The boundary of each circle defines its autonomy, but its full identity is shared with other circles. These images are illustrated in concentric fashion (Graphic A), or overlapping (Graphic B). These figures suggest different ways of thinking about the issue of centralisation/decentralisation. In each metaphor, there is a common theme, that is decentralisation involves dispersal,

increased 'space' between constituent parts, and perhaps a weakened set of relationships. Dispersal and space permit the development of individuality, or diversity. Decentralisation in itself makes systems less homogeneous, and its component parts less uniform, which subsequently increase difficulties of communication and integration (McGinn and Welsh, 1999)

From this perspective, the image of decentralisation can be illustrated as follows:



**Figure 2.1: Images of decentralisation**

Source: Unesco 1999:20

Given the conceptualisations such as the above, will contribute to a better understanding of the concept and context of a centralised structure under which we are presently operating as opposed to a decentralised system. Masuku (2010) views the process of decentralisation as a strongly contested terrain that is easily misrepresented and distorted if approached from a rational, objective perspective, where translation of legislation into practice is seen as the logical follow-up phase in the policy process. With the post 1994 government's attempts to fulfil its mandate to make basic education fully accessible to every South African child, irrespective of race or class, the process of decentralisation was balanced against commitment and accountability mechanisms. Following this stance on decentralisation, it becomes important to reflect on the roots or history of educational decentralisation in South Africa.

#### **2.8.4 History of the policy of educational decentralisation in South Africa**

With decentralisation at the top of reform agendas in many countries, this concept is also not new to education in the South African context, as it emerged after 1994. Sayed (2008) states that discourses on decentralisation found expression in the policies of the ruling ANC government and the opposition National Party, which was for a period of time, a member of the Government of National Unity (GNU). Both parties shared a commitment to some form of educational decentralisation albeit for very different political and ideological reasons. Sayed (2008) provides evidence to expound on these commitments and explain that the National Party's commitment to educational decentralisation was to be found in its Model B and C Regulations (Educational Renewal Strategy) (ERS) of 1991 and 1992, which gave the white-only schools control over key school policy issues such as admission of learners. This resulted in high school fees, as some of these schools were then expected to cover operating costs.

For the progressive anti-apartheid forces, educational decentralisation originated in the trajectory of resistance politics. Such politics were underpinned by an oppositional discourse which drew upon local community support and participation and as such called for 'community control' and 'grassroots control'. Power to the people as opposed to that of the state reflected a strong commitment to participatory democracy and the decentralisation of control (Sayed, 2008). Based on these notions and discourses, it is evident that there has been a strong call for the democratisation of the State and education system from the progressive anti-apartheid education movement. However, one of the key challenges facing the newly elected government in 1994, was to find an acceptable balance between commitment to strong forms of citizen participation and the need for strong intervention from the State. Within this context however, very strong community participation and grassroots control may diminish the power and authority of the elected government. It is against this background that the former Ministers of Education and the South African government tended to balance central control, authority and regulations with the devolution of educational control. The passing of the South African Schools Act (SASA), Section 16 stipulates that school governing bodies

are responsible for the governance of the school, while Section 9 of The Education Laws Amendment Act of 2007 opens the possibility of more direct involvement of governing bodies in professional activities. At the core of these policy initiatives and legislation is a process of decentralising decision-making as well as “a significant process of democratisation in the ways in which schools are governed and managed” (Department of Education,1996). These were some of the attempts to find an acceptable balance between commitment of strong forms of citizen participation and the need for state intervention (Sayed, 2008)

Following the perspectives above, it can be argued that quality assurance in South African schools is a paradoxical journey, showing two sides of the same coin to many issues. This duality in the present quality assurance system (IQMS) is evident, as it is concurrently centralised and decentralised. On the one hand, the government and Department of Education attempts to decentralise power by giving autonomy and devolving responsibility to the schools; however, fear of declining standards could perhaps be the reason for the decentralisation of the system. The many challenges encountered in the South African education system and complexities with the redistribution of power, leave us with the question, “Why decentralisation in education, and quality assurance in particular?”

### **2.8.5 Rationale for decentralisation**

Reasons for decentralisation, according to Welsh and McGinn (1999) are numerous. Before explaining the rationale for decentralisation, it will perhaps be useful to first give consideration to the reason why education was centralised in many countries. The construction of national public education systems which formed a core part of the nation-building process, called for central decision-making powers. The expansion of education throughout the world in the nineteenth and twentieth centuries occurred simultaneously with the development of strong governments to organize or finance basic public services. This tendency has led some authors to argue that “ it seems that decentralisation has been a tool in the hands of African states, on the one hand, to

obtain civil peace, and on the other hand, to regain the trust of international funding agencies” (Mback, 2001).

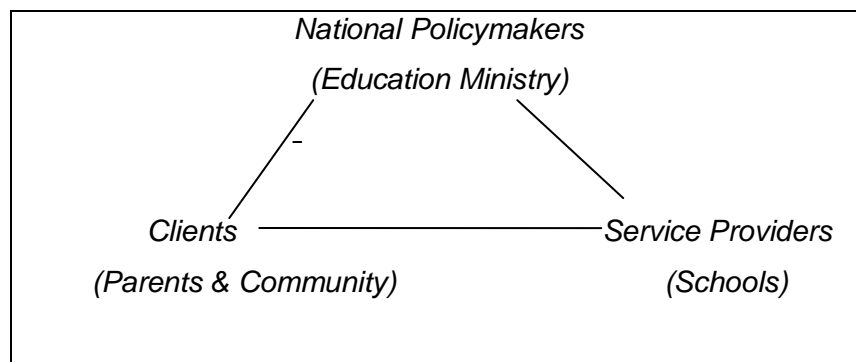
Decentralisation evolved in South Africa as in many other countries as a response to mainly primary pressures according to several authors (Bjork, 2003; Davis, Harber & Dzimadzi, 2003; Gershberg & Meade, 2005; Mfum-Menseh, 2004; Mukundan & Bray, 2004; Naidoo, 2006; and Pelletier, 2005), which firstly sought standardization of the context and processes of schooling, and secondly the impact of urbanization are regarded as some of the main reasons for a strong centralised education system in many countries. Bray (2007) suggests that the reasons behind the present trend towards decentralisation in education are to be found less in purely education or pedagogical arguments, than in the wider political, social and economic environments. In several countries the pressure for decentralisation in education was based on:

- (i) Demands for powerful constituencies, in particular parents, community groups, legislators, business, and in some instances, teachers unions for more input into and control over the schooling process and (b) tougher accountability measures.
- (ii) The inability of massive bureaucracy with their characteristic centralised policies, common work rules, and top-down decision-making structures to respond effectively to the widely varying needs of local schools and communities (Bamberg, 2001; Charlier & Pierrard, 2001; Helmsing, 2001; Steiner-Khamsi and Stolpe, 2004).

Furthermore, advocates of decentralisation believe that schooling quality can be improved by locating decisions closer to the point of implementation, enabling those with experience and expertise to provide their professional knowledge (regarding curriculum, teacher employment, medium of instruction, etc.). Where the locus of control is the community rather than the school, it is anticipated that schools will become more accountable to parents, learners and communities (UNESCO, 2004). More to the point

for the purpose of this study, one of the unintended effects of the new government system in the post-apartheid era, was to increase the historical inequalities within the education system. However, this objective has not been realized, as quality education is still a dream for most South African learners. The difficult conditions of work in many schools, increased teacher militancy, the powerful role of the South African Democratic Teachers Union (SADTU), the lack of ownership of the present quality assurance system (IQMS), coupled with bureaucratic control processes, are perceived as some of the factors that have contributed to the lack of education quality in many South African schools.

In order to strengthen my argument for the re-invention of the quality assurance system to one that is internally driven and owned by all stakeholders in schools, the process of decentralisation as a factor for sustainable and continued improvement and development of quality is being examined. Winkler (2005) states that the democratisation of education through increased parent involvement and community participation is also a key motivation for the delegation of powers from central government to schools. Furthermore, the figure on Accountability in Public Education, adapted from the World Bank's 2004, World Development Report (Figure 2.3) illustrates why decentralisation, either through devolution or delegation, may increase efficiency and quality by strengthening accountability.



**Figure 2.2 Accountability in Public Education** Source: Winkler (2005: 4)

All these motives create a climate of crisis that demands substantive change and improvement in the quality of teaching and learning through systems and processes that bring monitoring and quality assurance closer to the school level.

### **2.8.6 Readiness for decentralisation**

Decentralisation education requires changing the ways schools work and this implies major shifts in the values that shape relationships between schools, teachers, communities, local authorities, and governments as well as the meaning and purpose of education itself, according to Fiske (1996). Dyer and Rose (2000) concede that this process not only requires the redistribution of resources to schools, but at the same time a shift in responsibilities. Making this happen is indeed rare (UNDP, 2003), in part because decentralisation is in practice often adopted more as a means of mobilising resources than the redistribution of power (Gershberg,1999). Following these arguments, Bray and Mukundun (2003) argue that decentralisation should be seen as a process, which may not be the deliberate planned action the term implies. With constructs like stakeholder involvement and capacity building finding expression in an organisational setting, albeit in the specific context of schools, it is considered prudent to allude to both constructs.

### **2.8.7 Stakeholder involvement in proposals for decentralisation**

Welsh and McGinn (1999) postulate that two kinds of conditions must be met for the implementation of any reform, including decentralisation: there must be political support for the proposed changes, and those involved in the reform must be capable of carrying it out. Both conditions must be adequately met and there must also be enthusiasm among all stakeholders. Teachers who have not been persuaded of the benefits of decentralisation can easily block this type of reform. Stakeholders for the purpose of this study refer to persons or groups with a common interest in decentralisation. In an educational context this reservoir holds groups as diverse as teachers; universities and

teacher-training institutions; teachers' unions; professional organisations; political parties; Department of Education; local authorities; and others (McGinn and Welsh, 1999).

Khan and Mirza (2011) provide a succinct overview of several pre-requisites that need to be addressed, before the successful implementation of any decentralisation policy. These authors proceed and explain that it may be possible that the design or decree through which decentralisation is imposed, is littered with ambiguities of decisions regarding the responsibilities of stakeholders or it may be in conflict with already existing legislature. There may also be a problem with capacity building for running the decentralisation system, whilst the new system of decentralisation also needs system support from the already existing systems like sub-national governments, school principals, and teachers (USAID, 2005). This view is supported by Loef and Susanna (2006) who stress the pivotal role of local implementers, such as principals, teachers, parents and learners in the implementation of policies. They believe that success of implementation depends upon the will of the policy stakeholders. Naidoo and Kong (2003) contend that successful implementation of decentralisation in education requires improvement in intervening variables, such as leadership, teacher training and development, parent support, availability of resources, and teacher and learner motivation.

## **2.8.8 Required capacities for effective decentralisation in education**

### **2.8.8.1 School Based Management (SBM)**

The extent to which different schools (urban; suburban; semi-rural; and rural) in the South African context, would decentralise, and the kinds of functions to be decentralised would vary considerably. One of the required capacity building strategies for the implementation of decentralisation policies, is called 'school-based management' or 'site-based management' (SBM), as it is commonly referred to in Britain, Canada, Australia and the USA (Rodriquez & Slate, 2005; Marsihane, 2009; Moller, 2009). Thus, with the enormous challenges and impact that decentralisation will have on the

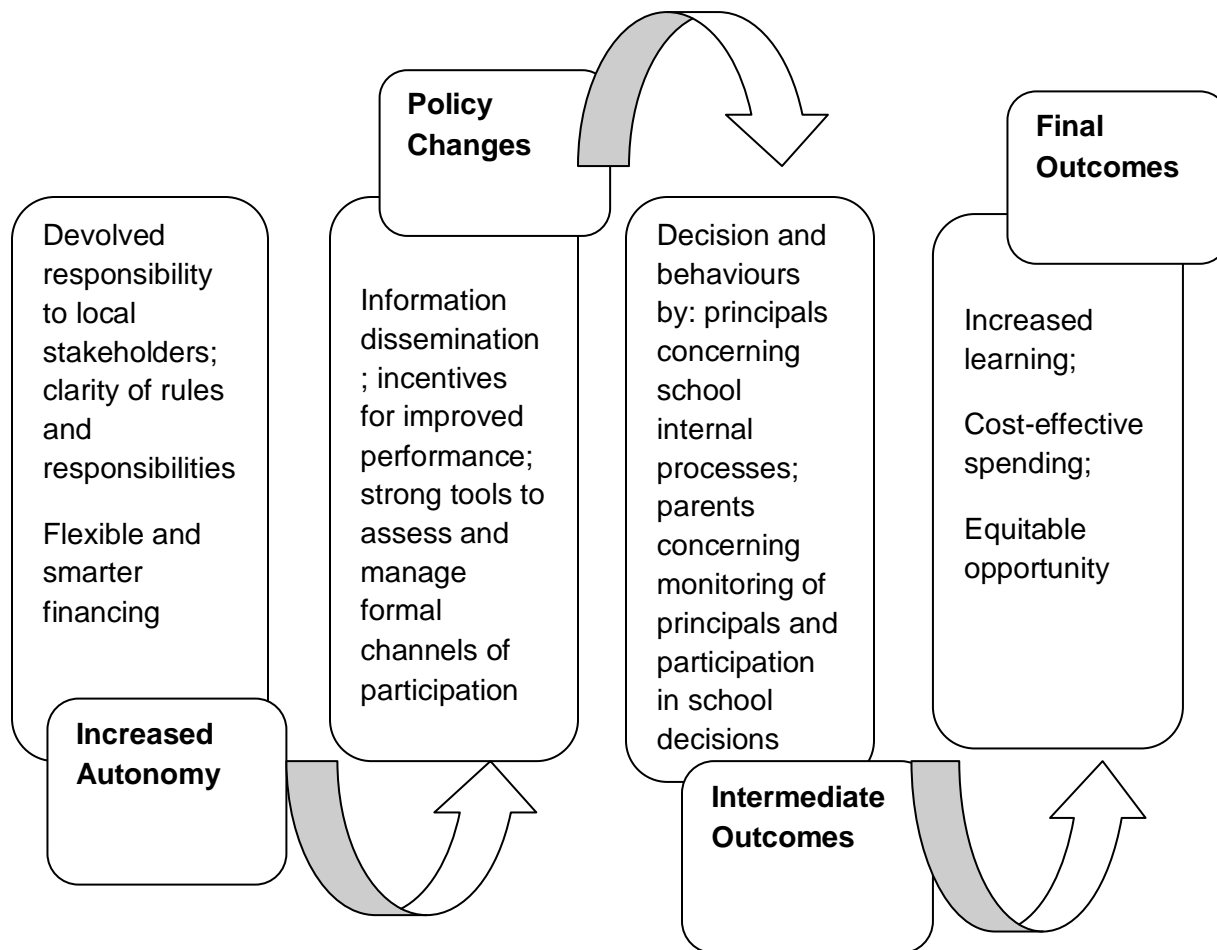
leadership and all those at school level, an initiative in the form of SBM will assist and contribute towards the empowerment of principals. This view is supported by Robinson (2008), who posits that empowerment with added authority in turn demands new and creative ways of leadership from the principal in terms of his/her leadership style and vision.

The delegation of authority from higher to lower levels entails major changes of roles. The success of this kind of reform and its impact on the management functions of the school depends primarily on the leadership capacity of the principal. Following this argument, Botha (2006) asserts that it is not only the importance of a change in principal leadership, but also a change in leadership roles of the school that is significant under a SBM system. Applied to an educational context, the idea of SBM suggests an increase in the school autonomy and to share decision-making with teachers, and sometimes parents, learners and the community at large. Looked at it from this angle, one of the key benefits of participatory decision-making is that it is a promising strategy for improving the quality of education, because it engages those closest to the action. With the principal as the most important and essential stakeholder for effective SBM, improvement in the quality of education and effective and strong stakeholder participation can only be realised through 'strong' leaders.

McGinn and Welsh (1999) outline the SBM perspective and its restructuring capacity in greater detail. Decision-making is usually empowered through legislation. Furthermore, under SBM, teachers are asked to assume leadership roles in staff development, and become key partners in school and staff supervision and evaluation. Such programmes are designed to elevate the professionalism of teachers, increase morale, add prestige and recognition, and provide ongoing opportunities for professional development. Teacher collaboration is also a major theme in the implementation of SBM. With regard to the notion provided above, and the strong emphasis on collaboration and partnerships with all stakeholders, as a prerequisite for quality education and school improvement, the ineffectiveness of the IQMS in its present form and the need for decentralisation can be argued and motivated as follows:

The role of teachers, learners and parents is critical and should be strengthened in the design and implementation of any quality assurance model, in order to improve and sustain quality teaching and learning in schools. Under SBM all stakeholders are highly motivated and collectively involved in setting a vision and goals for the school, resulting in a goal-oriented, internally driven approach for school development and improvement. Evidence from a review of literature (Weber, 2005; De Clercq, 2007), as well as discussions with teachers and principals in several Eastern Cape schools revealed that even principals do not exercise their leadership authority regarding IQMS implementation, as they merely fulfil a managerial role. Lack of buy-in and commitment toward this system subsequently result in IQMS being viewed as system imposed on them in a top-down fashion and evaluations are merely seen as paper exercises for the sake of compliance.

As such, SBM, if adopted by schools, will increase the school autonomy and enhance school decision-making with teachers, parents, learners and community members. This initiative will provide teachers with an opportunity to assume leadership roles in staff development and mentoring, which are crucial elements of any quality assurance process. How SBM promote active involvement of parents and communities in school decisions and the extent to which they influence outcomes, can be tracked by the channels and outcomes, as illustrated in figure 2.3.



**Figure 2.3: From School-Based Management to Measurable Results**

Source: World Bank 2010b

As can be seen, SBM can be considered as one of the central requirements and preconditions for the effective implementation of decentralisation in schools. Judging from the various contributions on SBM, it is prudent to argue that SBM helps us to gauge the readiness of the education system for the relocation of decision-making and provides us with the base for planning and implementation of decentralisation. Considering the extent to which schools differ, the following question can be posed: “What design and policy options would be appropriate for schools in the South African context?”

### **2.8.8.2 Policy options for design and implementation of decentralisation**

The design of educational decentralisation is unique in each country and depends on the historical, cultural, and political characteristics of that country. Winkler (2005) posits that decentralisation design means the change in responsibilities for various education system functions across all levels of government and the school. USAID (2001 cited in Khan and Mirza, 2011) developed a framework of implementation, divided into six roughly sequential tasks. Firstly, legitimizing, which means obtaining acceptance of the policy as important, desirable and worth achieving. The second is the constituency building or gaining active support from groups that see the proposed reform as desirable or beneficial and act to achieve the policy objectives. Thirdly, is the resource accumulation to support implementation requirements in terms of financial and human resources. Organizational design or structure is the fourth task to be completed for proper implementation, which involves adjusting objectives, procedures, systems and structures of the agencies responsible for policy implementation. Mobilising action, the fifth task, focuses on identifying, activating, and pursuing action strategies. The last task involves systems to monitor the implementation progress.

To explore this idea further, Winkler (2005) has identified three key factors in the implementation design of decentralisation and explains the process as follows:

This design often begins with a legal step, constitutional reform, new legislation, executive decree or edict that sets forward the reform's principles and general goals. However, this first step rarely specifies powers and responsibilities in any detail, and it may be in conflict with other laws, civil service, education and finance, governing the education sector.

The second step is to issue implementation regulations to accompany new legislation or decree. Decentralisation design differs in terms of governance. At the regional and local levels, governance may be legislative bodies, or may be shared with regional or local education councils at school level. Governance may lie with a school council (Governing Body), comprised of parents, community members, teachers and even learners.

### 2.8.8.3 Strategies for decentralisation

According to Bray (2003), it is firstly important to distinguish between two types of decentralisation, namely: functional and territorial. Functional decentralisation refers to a shift in the distribution of powers between various authorities that operate in parallel, for example, the Ministry of Education may split into several bodies responsible for different aspects of education. Territorial decentralisation relates to the transfer of power from higher to lower geographical tiers of government, for example from the national department of education to provincial, district and school levels. Organisational forms of this type of decentralisation are conveniently categorised into three areas, namely: deconcentration, delegation and devolution (Fiske, 1996; Bray, 2003; Dyer & Rose, 2010). In addition to the above, Dyer and Rose (2010) concede that the difference between deconcentration, delegation and devolution is as follows:

*Deconcentration* involves shifting management responsibilities from the centre to lower levels, with the centre retaining overall control. The notion of deconcentration has particular resonance with the IQMS, which is managed by the principal and school management team (SMT), who merely act as agents of the centre (Department of Education) which retains overall control. More importantly, according to this concept, teachers are viewed as empty vessels into which information and policy requirements are poured by external designers and experts.

*Delegation* allows a stronger degree of decision-making at lower levels, but power still rests with the central authority which decides which powers to allocate to local authorities and schools at lower levels. Within this perspective, principals and teachers only make minimal input via teachers' unions regarding the design of the IQMS and this perspective (delegation) does not resonate with a stronger degree of decision-making powers at school level, as schools merely have to follow prescriptive rules and regulations.

*Devolution* means that power is formally held at sub-national levels, and local decision-makers do not need to seek higher level approval for their actions or the transfer of

authority over financial, administrative, or pedagogical matters, which are formalized; the role of the centre is mainly confined to the collection and exchange of information. I will argue that although this strategy is ideally appropriate and suitable for a strong internally-driven form of quality assurance, this perspective will only be effective and operational within the context of strong, visionary and innovative leadership.

Following the descriptions above, it becomes evident that capacity building requirements for education decentralisation via deconcentration and delegation of power differ from devolution of powers to lower levels of government and schools. Winkler (2005) asserts that whilst a country's public education ministry usually controls school delegation implementation, devolution occurs largely outside its control. It is against this background that Winkler (2005) explains two basic education devolution implementation strategies; the so-called 'big bang' strategy which begins with a prominent announcement by government of an imminent and sometimes radical decentralisation, immediately followed by requisite legislation and official transfer of powers. Countries that follow this strategy include Argentina, Indonesia and Pakistan.

The so-called 'go-slow' strategy may begin with no announcement or legislation whatsoever, as in for example China and Vietnam. Under this approach, responsibilities are transferred to lower levels of government as the management and fiscal capacity of those lower levels increase. In some cases, local and regional governments, as well as schools, must demonstrate they have adequate capacity before obtaining certification to receive the new powers and responsibilities. The logic of this approach stresses the importance of adequate capacity as a prerequisite for power and responsibility to be transferred; however, this approach would resonate with elements of collaboration and participation in the decision-making processes, which are essential components for the attainment of quality and quality assurance practices in schools.

The implementation of decentralised reforms can be traced back to the 1960s and were widely implemented in many countries in the 1980s (Zajda, 2004). This wide

implementation of decentralisation has led to different models concerning decision-making and quality assurance models in particular.

## **2.8.9 Decentralised quality assurance models: International trends**

### **2.8.9.1 School Excellence Model (SEM)**

The SEM was introduced in Singapore in 2000 and was intended to replace the external-driven school inspection model with an internal assessment approach. The SEM is a self-assessment model for schools, adapted from various quality models used by business organizations, inter alia the European Foundation of Quality Management (EFQM); the Singapore Quality Award (SQA) model and the education version of the American Malcolm Balridge National Quality Award model (MBNQA). The SEM aims to provide a means to objectively identify and measure the school's strengths and areas for improvement. It also aims to allow for benchmarking against similar schools to stipulate improvement activities and to 're-engineer' themselves for excellence (Pak Tee Ng, 2008; Ka-ho Mok, 2003).

In addition to the adoption of business principles and practice as organizing tools in school management and governance, there are seven fundamental values and principles underpinning the SEM framework, namely: student first; teacher-the key; leading with purpose; system support; working with partners; management by knowledge; and continuous improvement and innovation.

### **2.8.9.1.1 Central features and framework**

A central feature of SEM is 'self-assessment and analysis' which serve as an organizing tool to promote school excellence. With this transition from an external bureaucratic inspection to an internal appraisal exercise, individual schools are given more flexibility and autonomy to decide and chart their own development plans.

Four other major features of the SEM are briefly summarized in the sub-sections below:

*Self-assessment.* This approach requires schools to be self-questioning and display self-initiative in reviewing their own practices. Schools are required to look at their result outcomes beyond academic performance. They can benchmark processes against all appropriate organizations (including schools; educational or public sector organizations; and commercial organizations) in drawing up their improvement programmes. This process also enables schools to assess themselves in a coherent manner at both macro and micro levels providing a common language and frame of reference within the school sector to learn more about themselves and be comparable with others. Furthermore, good practices (strengths) and weaknesses can be identified. Areas for improvement are identified and schools draw up their own growth plans with strategies to monitor progress.

*Integration.* Principals can use SEM to link and communicate initiatives so that they complement each other instead of competing against each other.

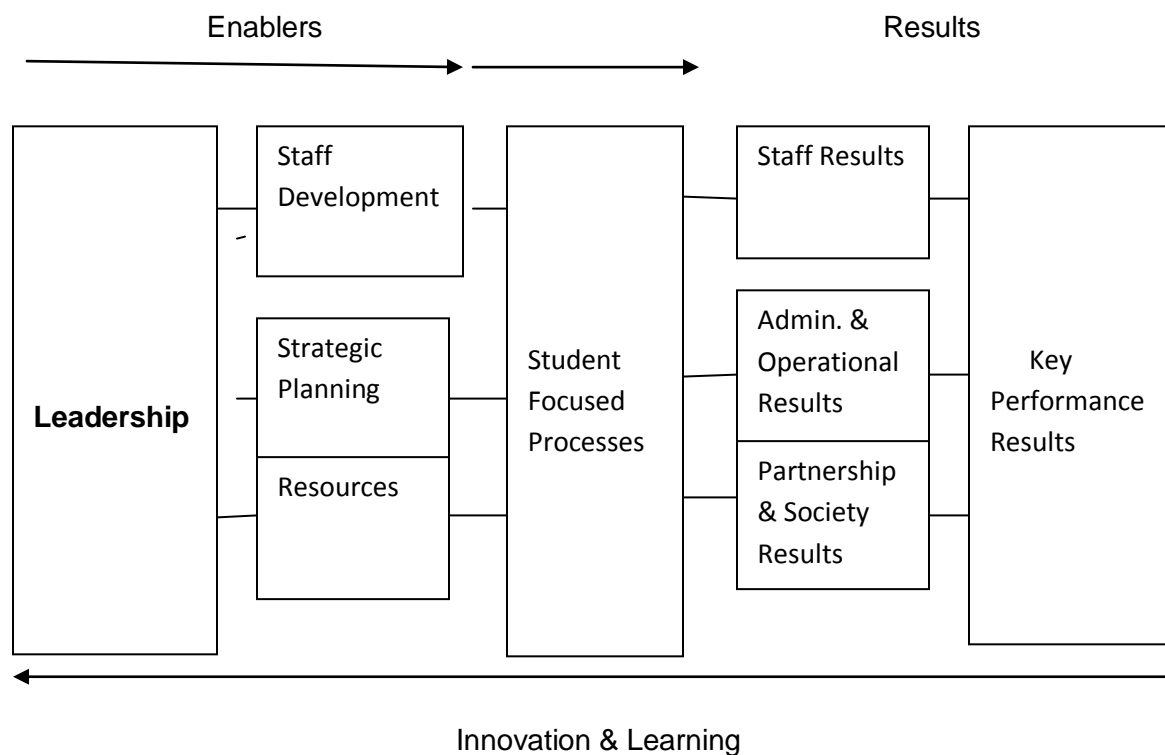
*Dynamism.* The SEM also realizes the different conditions and circumstances of schools, as well as the different approaches required to realize the desired outcomes of education in each particular school. Based on this feature it can be affirmed that the SEM is not a 'one-size-fits-all' instrument. This decentralised ability, internal-driven education paradigm, encourages a diversity of approaches.

*External validation.* The SEM requires schools to be externally validated once every five years by an external School Appraisal Branch. This external perspective can assist schools to:

- (i) Sharpen the focus of their internal self-assessment procedures and calibrate the process;
- (ii) Provide feedback, based on an external overview of strengths that can build on;
- (iii) Foster good teamwork, as clear and tangible objectives will be given to staff;
- (iv) Raise staff awareness, commitment to excellence and pride in themselves.

Furthermore, the SEM framework has two broad categories, namely: 'enabler' and 'results'. The enabler category is concerned with how results are achieved, while the results category is related to what the school has achieved or are achieving. The enabler focuses on how school leadership leads people and manages systems to produce the desired results. These categories are summarized as follows: The first aspect of assessment focuses on how school leaders and the school leadership system address values with focus on student learning and performance excellence, as well as how schools address their responsibilities towards society.

The strategy planning component focuses on strategy directions and the development of action plans to support its direction. Staff management issues include staff development and the utilization of all staff members to their full potential. Effective resource management and external partnership to support strategic planning is also a major area for appraisal. The holistic development of student well-being and staff will correlate with what the school achieves in relation to the training, development and morale of its staff. Detailed criteria of this model is presented in figure 2.



**Figure 2.4: Criteria for the School Excellence Model (SEM)**

Source: Ministry of Education (2000) as cited in Ka-ho Mok (2003).

## 2.9 THEORETICAL LOCATION OF THE STUDY

Donald, Lazarus and Lolwana (2002) defines theory as a framework that orders and makes connections between currently known observations and information. According to Swart and Pettipher (2005) theory is a “set of ideas, assumptions and concepts ordered in such a way that it tells us about the world, ourselves or an aspect of reality.” Dreyer (2008) asserts that although theory cannot capture the full complexity of life, it does offer frameworks for understanding and interpreting experience and suggests particular courses of action. Theories are not fixed, but are constantly developing as people actively engage with them (Donald et al. 2002). However, according to Dreyer (2008), theory can provide a set of organised principles, which together with contextual knowledge, can generate insight into particular situations.

As this study intends to develop a framework for a model that fulfils the original aims of IQMS as a culture for continuing improvement, the development of such a model cannot be conducted successfully without placing it within a specific context or framework and considering the complexities between the model as a system and other systems within and outside the school system as a whole. According to Green (2001) teachers, principals, parents, learners and policy makers all make sense of their own experiences from particular perspectives. Engelbrecht (1999) contends that it is therefore difficult to understand the values and actions of people is seen in isolation, divorced from the social context.

The underlying epistemological assumption of this study is that IQMS is driven by a need for accountability at the expense of development, and therefore undermines continuing self-improvement in schools. People are constantly engaged in constructing meaning that involves formal, intuitive and creative knowledge (Dreyer, 2008). These different perspectives can enrich and contribute to creative and novel solutions to human problems (Green, 2001). It is thus very important to understand the development of a model for continuing self-improvement in schools as part of the whole school, as part of the community in which the school operates, the broader political and social environment, as well as part of the continuing debate on school improvement and quality assurance practices.

The focus of this study is to critique IQMS and its philosophical underpinnings and to advocate that IQMS be re-invented and used under more refined lines in which the three IQMS policies can truly integrate to support the continuous professional development perspective. The theoretical frameworks influencing my approach to this thesis are essentially located within two schools of thought, namely: Senge's Systems Thinking, followed by Critical Theory. This should help in gaining an understanding and critique of current IQMS practices in schools. Each theory is outlined in greater detail below.

### 2.9.1 Systems Thinking

Although Senge (1990) believes all five disciplines within the “*The Fifth Discipline’ The Art and Practice of the Learning Organization*” must be addressed, he emphasizes systems thinking because it integrates the disciplines. By systems thinking, Senge is referring to a “body of knowledge and tools” that help us to see underlying patterns that are roadblocks to change, but not specific people or events. Systems thinking is the conceptual cornerstone of Senge’s approach, as it is viewed as the discipline that integrates the others, fusing them into a coherent body of theory and practice. The Systems theory’s ability to comprehend and address the whole and to examine the interrelationship between the parts provides both the incentives and the means to integrate the disciplines for Senge. He argues that one of the key problems with much that is written about, and done in the name of management, is that rather simplistic frameworks are applied to complex systems. According to this view, we tend to focus on the parts rather than the whole. An appreciation of systems will lead to recognition of the use of, and problems with, reinforcing feedback, and an understanding of the place of balancing (or stabilizing) feedback.

Senge asserts that the fragmentation that exists in the education process is extraordinary. Part of it is embedded in our theory of knowledge, which according to Senge puts knowledge in cubbyholes. Based on this view, the problem here has to do with very deep issues regarding the fragmentation of knowledge and our incapacity to integrate. Furthermore, Senge believes that unless the system is changed, it will continue to create the same results, despite personal differences; individuals in a given system are likely to behave in similar ways. This theory is applicable in this study that attempts to reconcile the fragmented knowledge of the three IQMS policies. The attempt to re-invent IQMS into an inclusive system, which educators will not view as fragmented, comprising three different policies, but rather one integrated system. The implementation of IQMS as an inclusive system has the potential to enhance the collective capacity of educators to create and pursue the aspect of continuous improvement in schools.

What this theory does not explain, is how IQMS can be restructured through the identification of contradictions and conflicts amongst the three IQMS policies. Following this view, I will now turn to the Critical Theory which is rooted in 'critical activity' to criticize the presuppositions within IQMS as part of the re-invention process.

### **2.9.2 Critical Theory**

Critical theory is a school of thought that stresses the examination and the critique of society and culture, by applying knowledge from social sciences and humanities. As a term, *critical theory* has two meanings with different origins and histories: the first originated in sociology and the second originated in literary criticism, in which it is used and applied as an umbrella term that can describe a theory founded upon critique (Horkheimer, 1972). According to Kellner (1990) the critical theory project initially involved attempts of individuals from various disciplines to work together collectively to develop a historical and systematic theory of contemporary society rather than just bringing individuals from separate disciplines together. Based on this view, critical theory criticized the validity claims of the separate disciplines and attempted to create a new kind of social theory.

Furthermore, according to Kellner (1990) the critical theory frequently shows the relationships between ideas and theoretical positions and their social environment, and thus attempts to contextualize or historicize ideas in terms of their roots within social processes. The critical theorists thus describe the mediations, or interconnections between these spheres as well as the contradictions, and thus produce what might be called a mediated totality. That is, the critical theorists believe that the boundaries between the various realms of existence reproduced in the fragmentation of the disciplinary sciences are artificial and abstract (Kellner,1990). Moreover, McCarthy (1978) believes that the critical theory therefore involves the construction of a model of the current society and a demonstration of the fundamental connections, as well as of the contradictions and conflicts, amongst the various domains of the current social system. Critical theory is thus systematic, totalizing, integrating, and global. Critical

theory mediates between various domains of reality, between the parts and the whole, between appearance and essence, and between theory and practice.

Using the conceptual lenses of the critical theorist, one of the central features of this theory is to analyze the presuppositions of the three IQMS policies and to criticize the presuppositions and effects thereof. Critical theory is thus deeply self-reflective and self-critical, which will force myself as the researcher, as well as educators and education officials to continually concern ourselves with reflections on IQMS as an integrated tool for continuous development. Following this perspective, I argue that critical theory with its philosophical underpinnings can be used to critique IQMS and in order to confront the challenge of reconstructing and re-inventing its philosophy of improvement and development in the light of new perspectives and dynamics.

## **2.10 SUMMARY**

The chapter provides a clear and distinctive description on quality assurance systems in education, and examines the development and implementation of the IQMS in South African schools. The constraints within IQMS practices, which include the top-down bureaucratic control mechanism and the strong focus on accountability at the expense of development, were discussed

The concept of decentralisation in relation to increased autonomy as a base for self-improvement; the history of decentralisation in the South African context; rationale for decentralisation; stakeholder involvement; and readiness for decentralisation is therefore explored. It is in this regard that the significance of SBM and its positive effects on strong leadership and decision-making has been explored. The School Excellence Model (SEM) is finally presented as an example of a quality assurance system founded and based on decentralisation. To this end, the central theme of this study is to develop a case for the re-invention of IQMS towards a culture for continuous improvement, and a theoretical framework which will provide an understanding within the Systems and Critical theories.

This forgoing chapter did not address continuous improvement as it pertains to leadership. The following chapter presents debates on school improvement and the role of leadership in facilitating continuous improvement.

## **CHAPTER THREE**

### **LITERATURE REVIEW**

#### **CONTINUOUS QUALITY IMPROVEMENT AND THE ROLE OF LEADERSHIP**

##### **3.0 INTRODUCTION**

As part of the process of formulating ideas for the re-invention of IQMS in schools, decentralisation and school-based management have been discussed in chapter two. It can be argued that increased decentralisation provides an opportunity for a new vision of continuous quality improvement that capitalises on the gains made in school leadership. It would usher in a new era in which the school and all relevant stakeholders become the major agent of self-improvement.

School improvement has thus come to be defined in terms of processes of intervention in schools deemed, by whatever measure, to be underperforming. The ultimate aim the construction of a new balance between centralisation and decentralisation. The question is: Should we persist with these same strategies for school improvement or is it time for a new vision?

Hargreaves (2010) states that school improvement depends on improved leadership. In addition to Hargreaves' perspective on continuous school improvement, Demings Model on Total Quality Management (TQM) is offered. In the context of re-inventing IQMS in schools, the link between school leadership and continuous self-improvement and development, is briefly discussed. Whereas leadership is historically regarded as a subset of management, the conceptualisation of leadership and management is important for understanding the role of leadership as the 'driver' of self-improvement and quality assurance practices in schools. Reddin's Model which uses a three-dimensional approach by considering different leadership approaches and the integration of the concepts of leadership styles is offered.

Whilst the main focus of the study is not on the leadership aspect, IQMS has a management aspect which highlights the importance of the productive management of people involved in school improvement. The role of supporting and motivating staff, while still leading, is important in the context of improving quality and creating a conducive environment for self-improvement and development in schools. With quality assurance being the responsibility of all, no matter where you are positioned in a school, all educators are leaders/managers of the quality assurance activities. If this process is disjointed, it stands to reason that the external and internal process of IQMS will be fragmented. It is against this backdrop in terms of self-improvement and continuous improvement that leadership/management of quality in schools becomes important in this study.

### **3.1 The concept of continuous self-improvement**

Various terms are used to describe continuous improvement in an educational context. These include school improvement, school renewal, whole school renewal, schools reform, etc. Spinks and Caldwell (2008) use the term 'transformation' in the context of school improvement and state that a school "has been transformed if there has been significant, systematic and sustained change that secures success for all its students." Hudson and Bywaters (2010) define continuous improvement as an approach to enhancing school performance.

Hargreaves (2010) posits that decentralisation provides an opportunity for a new vision of school improvement that capitalizes on the gains made in school leadership and in partnerships between schools. This would usher in a new era in which the school system becomes the major agent of its own improvement and does so at a rate and to a depth that has hitherto been no more than an aspiration for many schools. According to Hargreaves (2010) it is essential that such a changes enhance parental confidence in the quality of schools and the effectiveness of teachers, on both of which better educational outcomes depend.

The language around the concept of a self-improving system of schools might be confusing for many. Hargreaves (2010) explains that associated terms, such as a self-managing system or self-developing system are being used interchangeably, despite variable connotations of the terms. At the core, the notion of a self-improving school system assumes that much (not all) of the responsibility for school improvement is moved from both central and local government and their agencies to the schools.

Hill (2010) suggests that the architecture of a self-improving school system rests on four main building blocks:

- Capitalizing on the benefits of clusters of schools;
- Adopting a local solutions approach;
- Stimulating co-construction between schools; and
- Expanding the concept of system leadership.

Various names are used for these partnerships: the most common are clusters, network, chain and family (Hill, 2010). Hargreaves (2010) and Collins (2009) explain the benefits of the clustering of schools as follows:

These schools find it easier to meet the needs of every student since the range of provision is much greater than that of a single school, and students can easily be moved within the family. These schools also deal more effectively with special education needs as expertise can be shared between schools. The needs of every staff member are met, since staff can job-rotate or be offered fresh opportunities between schools without changing jobs, allowing for school-based development and enrichment by the resources of several schools, replacing out of school courses and workshops with joint professional development and ease of mentoring and coaching. Clusters protect their members; for while even the most successful schools are like businesses (Collins, 2009) vulnerable to crisis and failure. If this happens to a school in a strong or tight family cluster, other members receive an early warning and intervene with immediate support without provoking defensive resistance. Schools become more

efficient in the use of resources, because schools share both material resources, (e.g. expensive technology or sports facilities) especially in primary schools.

Hamel and Prahalad (1994) posit that the competition between school clusters similarly drives the mutual improvement within and between clusters to the next level. However, according to these authors it takes skilful leadership to know when to build on collaboration by the introduction of friendly competition that drives up standards in the interests of collective achievement.

Bunt and Harris (2010) explain that the local solution approach builds the culture of a school self-improvement system, because it necessitates the acceptance by schools of three related ways of thinking about their condition and what to do about it. These three conditions are explained as follows:

Schools take ownership of problems and reject the notion that the school itself can do little or nothing, because it is somebody else's responsibility to provide a solution. Solutions are seen to be available from within the school system, provided schools work together to diagnose the problems and devise solutions in their mutual interests. The school system is not simply an amalgam of isolated schools, but a collection of groups of schools that sometimes need to collaborate in order to improve.

A relevant matter for Hargreaves (2010) is the the co-construction in school clusters. This author asserts that clusters of schools working together on local solutions, whether it is middle leadership or succession planning, share a common feature, their capacity to stimulate co-construction among the participants. The term 'co-construction' has recently come to widespread use to refer to the way partners agree on the nature of the task, set priorities, co-design action plans, and then treat their implementation as a co-production (Hargreaves, 2010). Moreover, for Hargreaves (2010) co-production is more than achieving results; it also refers to a system that is well developed between learners and teachers in the co-design of aspects of learning and is associated with growth of mentoring and coaching among learners and teachers. In conclusion, this term refers to the action taken to ensure 'what works' in specific contexts with particular people; it is

about adapting and adjusting the practices of teaching and learning to secure the promised outcomes.

### **3.1.1 LEADERSHIP QUALITIES IN RELATION TO A CULTURE OF CONTINUOUS SELF-IMPROVEMENT**

Brundrett (2000) and Grogan and Andrews (2002) wrote that education management has undergone considerable changes since it first evolved as a formal role in the 1920s. Several theories suggest that the leadership concept underwent many modifications before the role of principal emerged as that of an instructional leader during the 1980s and 1990s (Daresh et al. 2000; Grogan & Andrews, 2002; Hale & Moorman, 2003; Lin, 2005). With changing times and so many challenges facing school leaders, particularly in relation to quality and quality assurance practices, Daresh et al. (2000); Hammersley-Fletcher and Brudrett (2005); and Vick (2004) report that the manager's role is now focuses on stability, manageability and to some extent on accomplishments, while the education leader's role is to focus on action, joint decision-making and emphasis on the future.

The greatest change in the running of schools and ensuring quality, has been the move to school-based management (SBM), which requires school leaders and managers to be participative and collaborative (Grogan & Andrews, 2002; Johnson & Uline, 2005). Leithwood and Riehl (2003 cited in Steyn 2008) determined that flatter, team-based structures develop and different kinds of leadership evolve as a consequence school-based management (SBM). Vick (2004) is of the opinion that in complex environments, for example school conditions in the South African context, school leaders should be equipped with 'multifaceted skills' which form a prerequisite for successful leadership. This view is supported by Daresh et al. (2000); Fennell (2005); Hale and Moorman (2003) who theorize that principals have to possess certain leadership abilities to achieve and maintain quality schools in complex environments.

Due the impact that school leaders have on school quality and student achievement, the following question can be put forward: "What leadership abilities and qualities are

instrumental in achieving and maintaining a culture of self-improvement in schools?” These prerequisites according to Leithwood and Riehl (2003 cited in Steyn, 2008) are: setting direction; developing people; and developing the organization and are outlined in greater detail below.

### **3.1.1.1 Setting direction**

This perspective involves the development of school goals and encourages to have a vision of the future. Several authors (Jabal, 2006; Hess and Kelly, 2005; Kent, 2002; and Vick, 2004) contend that the first characteristic of an effective school leader is the ability to develop a vision, mission, priorities and values that are shared through the process of collaboration. In addition, Dreher (2002) suggests that charisma, personal charm, magnetism, inspiration, competence and emotion are characteristics that exert profound influence on followers.

Some authors (Bernauer, 2002; Levine, 2005; Robinson & Carrington, 2002) view the acceptance of cooperative goals, shared values and the appreciation for the value of working together and caring, as important leadership qualities. This approach is supported by Fennell (2005); Hammersley-Fletcher and Brudrett (2002) who assert that making people feel valued is necessary to build trust and support in schools.

Leaders should always strive to create high performance expectations. Berry (2004) describes these expectations as the leaders’ expectations for excellence, quality and high performance that may have an influence on relationships and outcomes of the school. Leithwood and Riehl (2003) conclude that a shared sense of purpose and direction can be created by working through other people.

### **3.1.1.2. Developing people**

Sharing leadership among members of professional communities is an important quality; principals manage through collaborative and educational thinking about

leadership that emphasises their roles as leaders of an instructional team (Grogan & Andrews, 2002; Johnson and Uline, 2005; Lin, 2005; Quinn, 2002; Vick, 2004). Leadership in professional communities therefore involves shared leadership, in particular where instructional leadership is distributed and expanded throughout the school, thus increasing delegated powers (Fennell, 2005; Leithwood & Riehl, 2003; Quinn, 2002; Southworth and Du Quesnay, 2005). Grogan and Andrews (2002); Hammersley-Fletcher & Brundrett (2005); McKerrow et al. 2003) endorses this view with their believe that shared leadership and knowledge can be a tool for staff members' empowerment that generate feelings of value. Harris' (2002) stance is based on the idea that "if schools are to become better at providing learning for students, then they must also become better at providing opportunities for teachers to innovate, develop and learn together." Amey (2005) suggests that in an empowering environment leaders also encourage staff to solve problems together, however, according to Steyn (2008) teacher empowerment does not remove the autonomy of principals and should rather create a new healthy form of shared leadership.

Moreover, Steyn (2008) believes that devolving power to school level does not necessarily increase the possibility of teacher empowerment if the authority and control remain firmly in the hands of the school management team. Empowerment needs school leaders who are not power hungry or who have autocratic leadership styles as they may feel threatened; empowerment needs leaders who are confident, have a strong sense of direction and who are willing to become facilitators and equal in the decion-making process.

(i) *Cultivating learning among all members in the professional community.* Several authors (Amey, 2005; Hammersley-Fletcher and Brundrett, 2005; Vick,2004) understand this approach to leadership as a facilitation of learning among staff members. Daresh et al.(2000) and Vick (2004) affirms this view and concede that school leaders should also respect life-long learning and recognise and encourage the implementation of good instructional practices that improve student performance. With all members learning together in a professional community, everybody works together

to attain common goals which are not imposed on them (Fennell, 2005; Harris, 2004; Leithwood and Riehl, 2003).

(ii) *Providing an appropriate model.* McKerrow et al. (2003) assert that the school leader's role is "grounded in shared ideals where the leaders serve as the head follower by modelling, teaching, and helping others to become followers."

(iii) *Providing individualised support.* This aspect is best served when school leaders acquire and use resources intelligently to support and monitor high levels of student and staff performance (Leithwood and Riehl, 2003; Vick, 2004). Yu et al.(2000) justify this claim and explain that support of this kind refers to demonstrating respect and concern for an individual's personal feelings and needs.

### **3.1.1.3 Developing the organisation**

Jabal (2006) and Vick (2004) posit that education leaders create a school environment that mobilise and direct efforts for the sake of student learning. This will require leaders to focus on activities such as the following:

(i) *Developing technical skills.* Leadership skills refer to those required to implement site-based management, work with teams, plan strategically for the future and maintain discipline (Daresh et al. 2000).

(ii) *Emphasising learner-centred leadership.* This component, according to (Southworth & Du Quesnay, 2005) is concerned with the quality of teaching and student outcomes. This view is endorsed by Hess and Kelly (2005) and Vick (2004), who state that it creates a school organisation where staff understand that every student counts and where every student has the support of a caring adult. Johnson and Uline (2005) posit that school leaders must also believe that all students can succeed and this according to Vick (2004) implies that school leaders should create a school environment in which students are respected and valued.

(iii) *Strengthening the school culture.* Education leaders create and maintain safe and effective school environments for the sake of student performance (Hammersley-Fletcher and Brudrett, 2005; Hale & Moorman, 2003; Vick, 2004). Several authors (Bernauer, 2002; Vick, 2004) concur and explain that without effective leadership, in particular transformational leadership, efforts to change the school culture and influence educator commitment and student performance are likely to fail.

(iv) *Monitoring organisational performance.* Unlike in the past when principals believed that educators needed constant control, the current leadership approach is to ensure that agreed-upon organisational goals and outputs are achieved by entrusting educators and learners to work towards these without constant supervision (Parker and Day, 1997).

At this point the theme of leadership and relationship has been identified as a crucial link and central to the establishment of a culture for continuous self-improvement and development in schools. Russo (1996) also identifies this link when he states that “ the best leader is the one who leads not from power, but from primary motivation to serve.” Thus, the school leader who has a genuine desire to create a culture for self-improvement, is the one who demonstrates sterling qualities of leadership.

The constant drive for a culture of continuous quality improvement is the key to school effectiveness. Many organisations fail to succeed because they place this accountability on leaders, instead of on the people who are actually doing the work. In a school it is important to build a culture of continuous improvement bottom up, from the level of teachers where the valuable processes of teaching and learning are occurring. This idea can only be realized by empowering all team members within the school to continuously seek opportunities for improvement. Demings Model of Total Quality Management (TQM), the construction of learning organizations and communities of practice can make a significant contribution towards the realization of this objective.

### **3.2 Deming's Model of Total Quality Management**

Deming's Total Quality Management Model (TQM) provides a solid point of departure, a way to put quality assurance in schools on the track of continuous improvement. This model provides valuable information for understanding aspects of school development and continuing improvement. Furthermore, Deming's TQM focuses in particular on ongoing development within organisations, which includes schools.

The Deming philosophy is based on the idea that most aspects of a system are interrelated (Rhodes,1992). This means that a systems-wide approach is often needed and one does not fix a problem by merely imposing a solution from outside. In professional development the immediate customer is the teacher with the students, parents, future employers and society becoming the intermediate and ultimate customers (Deming,1986). Deming (1986) states that worker quality equates with pride of workmanship, for a supervisor quality involves continual improvement, and for the customer quality is concerned with needs – immediate, intermediate and ultimate. He suggests that for a teacher quality is having something to teach and giving inspiration and direction to students for further study.

Deming's model has identified eight constructs, which support the idea of continuing self-improvement in schools.

#### **(i) Visionary leadership**

Visionary leadership encompasses the role of top management in defining a vision, mission, strategic objectives, and shared values for the organisation's growth and development. In quality management and quality assurance practices, visionary leaders need to emphasize the importance of transformation through open communication to achieve a shared approach to change (Khan, 2010).

According to Begg (2003), leadership should flatten administrative hierarchies in education and teachers should be given more decision-making autonomy. Deming contends that management is leadership, not supervision and leaders must therefore be familiar with the work they supervise. It stands to reason that in IQMS the appointment

of development coordinators and the development of expert heads of departments can provide development leadership in schools and are also key contributing factors toward a culture for continuing self-improvement.

In a quality assurance environment for continuing improvement, many teachers would agree with these aims, while school leaders could take this as criteria for their leadership.

#### (ii) Climate for change

For professional development there is a need to establish a climate for change and Deming, according to Holt (1993b), says that research shows that the climate of an organisation influences an individual's contribution far more than the individual himself. He emphasises that what matters in schools is the collegiality that stems from an institution that shares common assumptions about its practice. Every decision, every improvement effort is made collectively. Such decisions are made within teams and by groups of teams, (Schmoker and Wilson, 1993).

#### (iii) Establishing a shared vision

Implementing TQM is slow and time consuming; it requires a culture change which includes trust (open communication and mutual respect), shared vision and leadership (Horine, Hailey and Rubach, 1993). Such an effort would help break down barriers between relevant stakeholders (teachers, learners, parents, community), develop ownership of initiatives, and establish a real climate for change within the school community based on cooperation.

#### (iv) Assessment

Deming believes formal grading of teachers is no longer part of the education scene, although principals and head of departments often support appraisal systems. If one takes the attitude – do not blame, fix the system, according to Deming, then such personal assessment/appraisal will not be needed although data will still need to be collected and analysed with respect to system failure. Furthermore, the imperatives below represent Deming's unequivocal position on a range of factors that will impact on

the effectiveness of a school, teachers' abilities to be successful contributors and people's well-being. Developing an environment for continuing self-improvement according to Deming, will typically require schools to drive out fear by:

- securing an environment where teachers and learners are not afraid to ask questions and express ideas;
- removing the fear of blame for inadequacies, with the main focus on helping people, not managing defects;
- minimising personal fears associated with development;
- encourage education and self-improvement for everyone;
- as the leader, holding long interviews with every staff member for three, or four hours, at least once a year, not for criticism, but for help and better understanding on the part of everybody;
- improving everyone's performance rather than looking for mistakes;
- not blaming teachers for system failures; and
- realizing that people need, more than money, opportunities to add something to the organisation and society as a whole.

#### (v) Change groups

Traditional staff meetings, department meetings, and outside organised courses used by schools as their sources of professional development, may not be appropriate and school groupings for continuing improvement could be more like quality control circles, small teams of people, not formal staff organisations, but informal groups of workers. These groups decide on their own priorities and times for meetings ((Holt,1993a; Leek, Sutton and Zahavich , 1990).

#### (vi) Employees fulfilment and collaboration (Internal Cooperation)

Khan (2010) asserts that internal cooperation manifests itself in teamwork, unity of purpose, mutual trust and respect for all, participation at all levels and a shared approach throughout the organisation. TQM transformation needs employee involvement as management philosophy and must manifest itself in all organisational activities. This is exemplified in involving employees in quality of work initiatives, participatory management, and other employee related programmes. Gronroos (1983) recognized that employees' involvement with emphasis on independence, creativity and self control is vital in developing a culture for self-improvement and a service oriented workforce. Oakland (1989) concludes that employees are a source of ideas and their competency needs to be harnessed to transform these ideas into reality. Deming (1986) and Feigenbaum (1983) strongly supported employees' participation in decision-making.

#### (vii) Learning

Organisation learning entails the organisation's willingness and ability to learn from its environment, experiences, failures and successes through a continuous process of organisation wide examination and analysis. Khan (2010) contends that learning practices promote creativity, acknowledge open arguments, reward experimentation and enhance personal and team efficiency and effectiveness. According to Deming (1986), learning is a continual process for the purpose of expanded knowledge with its own merit. Baret (1999) noted that a learning culture in organisations, including schools, fosters innovative thinking and collaborative systems. Senge (1990) argues that successful organisations innovate and learn and concluded that superior performance depends on learning. Huq and Jackson (1995) identify that "education and training of workforce is the basis quality principle."

#### (viii) Cease dependence on inspection

Rhodes (1992) suggests that Deming's theory on inspection assumes that quality can be achieved by building it into the school or organization, as inspection does not improve quality. He also contends that appraisal systems should be removed as these

nourish short-term performance, stress rivalry and demolish teamwork. Deming (1986) concluded that teachers should monitor their own work (self-assessment).

### **3.3 LEADERSHIP AND MANAGEMENT IN RELATION TO CONTINUOUS QUALITY IMPROVEMENT**

Bywaters and Hudson (2010) found that even the most straightforward goals for school improvement, innovation and/or change can be fraught with obstacles, surprised or resistant staff, excessive 'business' of the daily operations of the school, or simply the old problem of tradition and habit. For example, these authors found that many schools wanting to implement change were often hindered by the complexity of working with embedded attitudes and structures, and the work habits of staff within a strong cultural and traditional code exemplified by the attitude of "this is the way we do things around here."

However, Harris and Muijs (2002) argue that "the real challenge facing most schools is no longer how to improve, but more importantly, how to sustain improvement?" Furthermore, they argue, that, "Sustainability will depend upon the school's internal capacity to maintain and support self-improvement and developmental work ... [and that] sustaining improvement requires the leadership capability of many rather than the few and that improvements in learning are more likely to be achieved when leadership is instructionally focussed and located closest to the classroom." In other words, Harris and Muijs (2002) support the importance of teacher leadership, "a form of collective leadership in which teachers develop expertise by working collaboratively" in order to ensure continuous quality improvement and self-development in schools.

#### **3.3.1 Conceptualising leadership and management**

While researchers (Hargreaves and Fick, 2005; Bush,2008) identify leadership as a key ingredient for quality assurance and self-improvement in schools, the question of what specific leadership characteristics and approaches are most relevant to continuous self-

improvement in schools remains unanswered. According to Harris (2001), there has been little examination of what, if any, different characteristics and approaches may exist for successful school leaders in the process of continuing self-improvement and development. This chapter has intended to identify leadership models and styles that relevant to the role and expectations of a school leader in a self-improving school context.

Bush, Kiggundu and Moorosi (2011) believe that effective leadership and management are vital if schools are to be successful in providing good learning opportunities and quality education to learners. However, the terms leadership and management are often used interchangeably, and carving out a succinct definition of leadership is not easy. Different scholars have different interpretations of the concepts 'leadership' and 'management'. According to French and Bell (1999), sound leadership and management are both vital ingredients for success in any organisation. This view is succinctly summarized by Kotter, who says "both effective leadership and management are essential ... if organisations are to be successful for the long term." These authors refer to Kotter to illustrate the difference between management and leadership, describing management as involving 'organising and staffing', 'planning and budgeting' and 'controlling and problem solving', whereas leadership is more about 'establishing direction', ...'aligning people', ... and 'motivating and inspiring'. From this distinction, there is an emerging view of two operating levels for management and leadership, with management being more concerned with function and leadership related to vision (Harris, 2001).

This distinction is further explained by Griffin (1996), who sees leadership and management as being "clearly related, but they are not the same." He states that "a person can be both a manager, a leader, both, or neither." Griffin (1996) also refers to Kotter's distinction between management and leadership, stating that "when executing plans, managers focus on monitoring results, comparing them with goals, and correcting deviations. In contrast, the leader focuses on energising people to overcome bureaucratic hurdles to help reach goals."

A further attempt to separate the two reveals that management is concerned with the daily running of an organisation, ensuring that employees perform the tasks expected of them. Leadership on the other hand, is a complex multifaceted process conceived as a set of values, qualities and behaviours exhibited by the leader that encourage participation, development and commitment of followers (Owino; Ogachi; and Maureen (2011). Spendlove (2007) asserts that leadership is also considered as the art of influencing an individual or individuals in a particular direction, which involves casting vision, goal setting and motivating people.

Bush (2008) supports the views of the above authors and explains major characteristics of leadership as follows:

- The primary role of any leader is the unification of people around key values;
- Outstanding leaders have a vision for their organisation, and communicate it in a way which secures commitment among members of the organisation, and pays attention to institutionalising the vision;
- Influences the actions of followers in achieving desirable ends;
- Shapes the goals and actions of others and frequently motivates them to reach existing and new goals;
- Leadership requires much ingenuity, energy and skill.

With the concept of 'management' sometimes overlapping with leadership, Bush (2003a); and Bush and Glover (2003) explains that leadership relates to higher order tasks designed to improve staff, student and school performance, whilst routine maintenance concerned with the operation of organisations, refers to management. Sapre (2002) and Bush (1995; 1999; 2003) argue consistently that educational management has to be centrally concerned with the purpose or aims of education. These purposes or goals provide the crucial sense of direction that underpins the management functions of educational institutions, for example schools.

Identifying specific management and leadership skills helps in furthering an understanding of differences between the two disciplines according to Harris (2001). Bethel, cited in (Spears, 1995) lists the following management and leadership skills to serve as a comparison, and in doing so further supports the views of Griffin, Kotter and others.

### **Management Skills**

Directing and controlling

Making decisions

Thinking creatively

Listening

Solving Problems

Implementing technology

Avoiding risks

### **Leadership Skills**

Supporting

Empowering

Inspiring creativity

Ensuring Understanding

Anticipating problems

Humanising technology

Inspiring risk taking

In summarising, the difference between leadership and management is that management is about 'functioning effectively', while leadership is about 'inspiring vision' (Harris, 2001). Breaking management and leadership down to simply 'function and vision' may be an oversimplification, although this may be helpful in further exploring the effective application of management and leadership in activities and processes aimed at continuing self-improvement and development.

### **3.3.2 Management and continuous self-improvement**

Russo (1996) identifies a structure for improvement and development which consists of "analysis, planning, execution, control and evaluation", while Seymor (1988) emphasises preparation, planning, goal setting, reporting and evaluation as vital for

improvement and development in organisations. With quality assurance, in particular IQMS viewed as a 'management process', effective quality assurance management for continuous self-improvement requires the mastery of professional technical skills and ethical values according to Harris (2001). On the question as to what differentiates management for self-improvement from other management functions, Harris (2001) states that "... one of the most important areas within that function is the productive management of people involved in school improvement. As with effective improvement and development, effective people management is about relationships which are diverse and multidimensional (Russo, 1991). Harris concludes that managing relationships is also the point at which leadership and management connect. While management processes of planning, organising and controlling are critical in preparing for successful school improvement and development, the major determinant of success is in the effective management and leadership of people.

### **3.3.3 Leadership and continuous self- improvement**

It is important to state that this chapter is primarily concerned with leadership exercised by school leaders in a context that seeks to continuously improve and develop schools, as opposed to the general role of leadership in schools. Notwithstanding many comments and observations on the important role that leadership plays in ensuring and improving quality in schools, there is a need for a more extensive discussion on leadership for self-improvement. Seymour (1988) provides insights into leadership for quality improvement and self-improvement when he states that leaders "light the way, originate action, take the responsibility, establish the standards, create the confidence, sustain the mood, and keep things moving." He adds that leaders are rare, not just in schools, but in any human endeavour, and are never more than 5% of any group.

The role of leading staff, and the adoption of appropriate and effective styles, and the role of supporting, while still leading, are important leadership qualities in the context of improving quality, and creating an environment that is conducive for continuous self-improvement and development. This according to Harris (2001) could be seen as a

leadership challenge that is peculiar to effective leadership. Harris (2001) asserts that the more successful a leader is in leading and supporting staff, the more invisible they become.

Ducker (1990) brings us closer to understanding the leadership styles that are appropriate and relevant for ensuring quality and continuous self-improvement in schools, when he talks of the role of leadership having three dimensions. He states that “the role has to fit you – who you are”, ... “fit the task”, ... and “fit expectations”. In examining this statement more closely, it is logical that there needs to be a match between the role and the person, as well as the task, but what is meant by expectations? This questions may be answered in another observation of Ducker (1990), where in discussing leadership he states that “you have two things to build on: the quality of the people in the organisation, and the demands you make on them.” Referring to the leader and the task, Ducker (1990) identifies people and their expectations as an important dimension of leadership. He argues “that the leaders who work most effectively, never say or think ‘I’, they think ‘we’ and they think ‘team’”. Ducker (1990) emphasises his view in stating that “a leader has the responsibility to his subordinates, to his associates” and calls on leaders to “keep your eye on the task, not on yourself ... you are a servant.” These observations of Ducker introduce an interesting perspective of the role of the leader, and the notion that the successful and effective leader is one who serves the expectations of others.

Considering the application of leadership in schools, and its role in ensuring quality in schools that are characterised by different challenges and differing contexts, schools must include reference to the broad leadership styles identified and their effectiveness for continuous self-improvement and development. Reddin’s model is particularly helpful in this regard. Referring to Reddin’s model of effective leadership styles, it can be seen that those that have a strong relationship orientation, and are therefore more relevant to continuous self-improvement and quality assurance practices in schools, are consistent with the notion of servant-leadership. According to Russo (1996), “the word servant in this context is not demeaning; it does not diminish our professional image. It does require us to ask ourselves regularly those penetrating questions: Am I doing my job

effectively? Am I fulfilling my responsibility to the institution?” The “Executive’ and ‘Developer’ styles emphasises motivation and team building in the first instance, and trust and development of people in the second. Both leadership styles are highly relevant to continuous self-improvement sustaining quality, and would be effective depending on the maturity of the team. While a case could be argued for the ‘Benevolent Autocrat and ‘Bureaucratic’ styles in certain situations, Harris (2001) postulates that the lack of relationship focus would generally limit the effectiveness of these styles.

Times have changed, and so have many of the challenges facing principals in the South African context. The next section deals with the challenges under which most school principals have to exercise and fulfil their leadership responsibilities in order to ensure continuing quality and self-improvement in schools.

### **3.4 LEADERSHIP CHALLENGES IN ENSURING QUALITY IN SCHOOLS**

At this particular place and time, education in South Africa, and the Eastern Cape in particular, faces greater challenges than ever before. It would appear that the change in the South African educational landscape since 1994, has also produced major challenges for school leaders. Bush and Molo (2006) postulate that many problems with leadership in schools arise from what is essentially different cultural perspectives. It is in this sense that Adams and Waghid (2003) posit that the future of “cross-boundary black leaders to function effectively, as perceived by their white colleagues could be a result of the social and in particular, economic conditions they come from, that is historically linked to realizing the individual’s purpose.” In their research on school leadership and management in South Africa, Bush, Thurlow and Coleman (2005:2006) remark that participation and democracy in South African schools has not been realized as yet, and that teacher involvement in former black schools remains low.

Moloi (2007) opines that financial management is one of the most important responsibilities facing school principals since the implementation of the South African Schools Act of 1996. It therefore seems as if many school leaders are not adequately

prepared to carry out this task. In their research conducted in the Gauteng province, Bush and Heystek (2006) found that a large number of principals consistently demonstrated their anxiety about carrying out this function and their need for additional training to do so effectively.

Furthermore, it would appear as if the challenges facing school leaders in the post-1994 era, have also manifested themselves in respect of human resource management. Thurlow (2003) states that “school managers are expected to assume greater responsibilities under difficult circumstances, for managing all those who work in their schools.” From my working life as an educator, principal and lecturer in the field of education leadership, many schools are faced with run-away ill-discipline by teachers, lack of teacher reliability and punctuality, and the redeployment process which places intolerable burdens on school principals who have to oversee the process. School principals are also treated with disdain by teachers who are insulated by their unions. Furthermore, many Eastern Cape Schools have been hard hit by severe teacher shortages as a result of the national and provincial basic education departments’ failure to implement the province’s post establishments. Lumby (2003) asserts that teacher motivation has been affected by multiple education changes and by the “wretched physical conditions” in many schools. Lumby (2003) concedes that teaching and learning suffer, if motivation and morale are low. Personal interviews and discussions with teachers revealed that challenges in the form of curriculum changes (Outcomes-Based Education to the Revised National Curriculum Statement and now CAPS), lack of resources, poor infrastructure, unruly and ill-discipline among learners, are mainly responsible for the perceived low morale and lack of commitment among teachers. McLennon (2000) links poor discipline of learners with the culture of entitlement which makes students in townships unwilling to do any work.

From a different perspective, based on personal experience as a former principal and current observations, the complex nature of the education environment in South Africa in which many school principals have to operate points to diverse layers of complexity, which include: learners from impoverished informal settlements and rural areas; learners from single-parent families; parents who are not involved in their children’s

education; high levels of HIV infection rates among learners and teachers; drug and alcohol abuse among learners; school violence and gangsterism; and problems with communication due to language barriers between teachers and learners.

Given the fragmentation, inequalities and unevenness in most of our schools, one needs to understand the critical role of leadership as the 'driver' of quality education and performance improvement in schools. Adegbesan (2011) posits that quality education can only be achieved in a nation when the principal actors of learning, who are school leaders, teachers, learners and the environment, are cooperatively organized. The strategic role of the principal and the extent to which they have to perform their duties and responsibilities as quality managers will now be presented.

### **3.5 ROLE OF LEADERSHIP IN RELATION TO QUALITY ASSURANCE PRACTICES IN SCHOOLS**

Questions we need to answer are: (i) Are the aims of quality assurance strongly influenced by pressures of the external environment, in particular by government expectations, legislation and policy statements?; (ii) Do schools determine their own aims on the basis of their own evaluation of needs, values and vision? and (iii) How can improved leadership and quality assurance practices build and maintain quality in schools? Osseo-Asare; Longbottom and Murphy (2005) identify 'leadership' as one of the critical success factors for sustaining continuous improvement in any organisation.

Considering the role of schools in the current IQMS, principals are left with the residual task of interpreting external imperatives, rather than determining aims and goals on the basis of their own needs and areas of weakness. It can be argued that principals are merely acting as 'managers' of the quality assurance process, overseeing its implementation and administration in order to comply with national policy. According to Bush (2003) the key issue is to what extent are school principals able to modify government policy and develop alternative approaches based on school-level values and vision, or do they have to follow the script, or can they *ad lib*?

According to Kanji and Tambi (2002), 'leadership' is central to all TQM implementations in educational institutions and seems to be the most critical factor for its success. This premise is based on systems thinking, which identifies *leadership* as an 'input' into 'processes' and *results* as 'output' from processes (Dunkin and Biddle, 1974) cited in Biggs, 2003). This argument emphasizes the prominent role of leadership as the 'driver' of quality and performance improvement, and the need for leaders to update their knowledge and skills. Based on this argument, it can be implied that unless school leaders feel a sense of ownership of the reform and agree with its purposes, it is unlikely that they will engage their staff and learners in internally defined objectives. Pont, Nusche and Moorman (2008) confirm this view and concede that school reform is more likely to be successful if school leaders are actively involved in policy development and formulation.

Many countries, including South Africa, are seeking to enhance the general quality of education, which includes teaching and learning and the performance of all learners. It is in this context that scholars, (Elmore, 2008; Mulford, 2003) are suggesting that the essential function of school leadership is to foster 'organisational learning', that is to build the capacity of the school for high performance and continuous improvement through management of the curriculum and teaching programme, development of staff and the creation of a climate and conditions for collective learning. School leaders generally have a range of discretion on how to design curriculum content and sequencing, organising teaching and instructional resources and monitoring quality (OECD, 2007a). Marzano et al.(2005) support this view and list school leaders' direct involvement in design and implementation of the curriculum as one of the leadership practices that had a statistically significant correlation with student achievement.

Pont et al.(2008) report that teacher monitoring and evaluation is another important responsibility carried out by leaders, as part of the process to ensure quality in schools. School leadership also plays a crucial role in promoting and participating in professional learning and development for teachers (OECD, 2003). Leithwood et al. (2006) endorse this view and concede with the important role that school leaders fulfil in 'developing people' in order to improve teaching and learning. Following this view, the vital role that

principals play in promoting and participating in the professional learning development for teachers is hereby emphasized. Furthermore, Pont et al. (2008) postulate that goal-setting, assessment and accountability on the side of school leaders can positively influence teacher and learner performance. In accordance with this view, school leaders can play a key role in integrating external and internal accountability systems by supporting their teaching staff in aligning instruction with agreed learning goals and performance standards.

For any school to expand its capacity for continuous improvement, the creation of quality culture is imperative. The complex nature of the South African school context requires principals who envision the need for change, to purposefully seek to impact upon the culture of the school. Therefore, at school level, the principal's actions are paramount in determining and implementing a quality culture.

### **3.5.1 Developing a quality culture in schools**

Hunger and Skalbergs (2007) assert that a quality culture encompasses a more implicit consensus on what quality is and how it should be maintained and promoted. It would therefore appear that the development of a quality culture requires the involvement of all stakeholders in the school. Based on this approach, the development of a quality culture requires that learners are placed at the centre of the quality assurance activities (Rizk and Al-Alusi, 2009). Furthermore, this requires partnerships and cooperation, sharing of experiences and team work with the aim of supporting the individual learner as an autonomous scholar (Rizk and Al-Alusi, 2009). Okafor (2009) identifies the following requirements for developing a quality assurance culture in educational institutions, including inter alia: self-awareness/purpose; self-criticism; in-built/ internalised quality systems; a quality ethos; sense of ownership; internal quality processes; shift from input to an alignment of processes to learning outcome; and a shift from being judgmental to developmental.

In Herselman and Hay's (2002) view, one way of instilling a culture of quality, is to establish self-evaluation processes in schools. Self-evaluation makes provision for

reflective practices which help teachers to reflect on their own practices. It forces them to ask questions such as “Why am I doing this?” and “How can I improve what I am doing?” on a continuous basis. Consequently, school leaders, teachers and all relevant stakeholders need to reconstruct their views and change their perceptions of quality assurance as an externally imposed process. When fully accepted in the school, Rizk and Al-Alusi (2009) surmise that an institutional quality culture is one that:

(i) Creates a positive environment, leading to continuous improvement; increases cooperation and competitiveness; facilitates change and ensures staff development; and encourages staff to take academic risks and admits failure when necessary. It would therefore appear that quality assurance from this perspective would create an environment wherein educators are in control of their professional destiny and would manage and improve their practices on their own terms and by themselves. However, transforming the quality culture of schools in line with the aforementioned perspectives, seems to be problematic within the existing quality assurance system (IQMS). The strong external accountability element can present a serious obstacle to the school’s organisational capacity and school and teacher development respectively. Weber (2005) concurs with this view and postulates that when highly specific prescriptive standards are connected to high-stake consequences mandated by external authorities, this can deny school staff both ‘ownership’ or commitment and the authority it needs to work collaboratively to achieve a clear purpose for student learning.

(ii) Engender student input and participation as equal partners; provide a comprehensive approach for institutional development; involve multiple internal and external stakeholders; and quality assurance that is not implemented from above as a top-down approach.

As detailed above, this aspect poses a major challenge to the design of the IQMS, which excludes students in the internal and external evaluation process. This complex interrelationship between teaching and learning is almost always required, as students should take on their proper share and responsibility and be seen as agents of their own learning, according to Weber (2005). With this in mind, it can be reasoned that the development of a quality culture seems to be highly unlikely with the the present quality

assurance practices, with its bureaucratic, linear and prescriptive instruments and checklists.

Harvey (2007) puts forward a number of defining characteristics which are indicative of a quality culture in educational institutions:

(i) There is academic ownership of quality; recognition by educators of the need for a system of quality monitoring to ensure accountability (and compliance where required); and to facilitate improvement. However, following this argument, it can be argued that these qualities will not be realized in schools where the IQMS is used as an assessment instrument, as it only holds teachers and principals accountable, without explaining by what procedures the Department of Education will be made accountable. Many schools in the Eastern Cape for example are currently without teachers, infrastructure and resources, and are expected to be accountable for their own development and the delivering of quality education. Several researchers in the field of quality assurance (e.g. Brendon, Frazer and Williams, 1995; Vroeijenstein, 1993) postulate that in order to ensure the efficiency of a quality assurance system, it should be an internally driven process.

(ii) It is about supporting the individual as an autonomous scholar, but not at the expense of the learning community. Moreover, this support should be inspirational rather than dictatorial at all levels in the institution and does not just refer to senior managers; external critical evaluators or external peers acting as critical friends; and internal peer review and support.

(iii) It is about partnerships, collaboration and cooperation; sharing of experiences; team work; self-reflection; developing improvement; and a clear purpose. Institutional leadership and operational quality management which is crucial and an integral part of all quality assurance processes appears to be lacking in the entire IQMS process.

In fact, some authors have asserted that current reform initiatives rely on collaborative principles (Barth,1990; Cook and Friend,1992; Fullan, 1993; O'Shea, 1997). Spillane and Seashore (2002) state that collaboration underpins and is indeed at the heart of school improvement initiatives. With the principal only fulfilling a managerial function for

the sake of compliance, the most important challenge will be the creation and development of a quality culture and an environment that is conducive for self-evaluation and development planning. Bergeson (2003) posits that high levels of collaboration and communication are important components of high performing schools. He conceded that where there is strong teamwork across grades and with other staff, everybody is involved and connected to each other, including parents and members of the community, to identify problems and work on solutions.

Herselman and Hay (2005) support the view on the importance of a quality culture and write that such an approach makes those who manage (e.g. the principal and SMT) and those who are monitored and evaluated (e.g. the teachers) aware of their responsibilities with regard to the achievement of quality in their management and teaching functions, respectively. It would therefore appear that a quality culture in schools demands the involvement of multiple internal and external stakeholders, underlining that a quality culture cannot be implemented from above through top-down, bureaucratic processes. Harvey and Stensaker (2007) state that even if the quality culture approach may basically be a tool for analysing 'who we are' instead of 'who we want to be', the latter question is not beyond our influence.

However, despite all the challenges, the role of the principal is to seek and implement changes and conditions that will develop and enhance a quality culture in the school. Based on the different challenges, circumstances and conditions in schools, there is no 'one-size-fits-all' leadership style that can be applied to all schools. It is against this background that this section will now examine a leadership model that will possibly be suitable for continuous quality improvement and development in schools.

### **3.6 LEADERSHIP MODELS**

Under the context of quality assurance and IQMS in particular, final accountability rests with the principal of the school. Many authors have written about the high level of leadership skills, models and styles (Bush, 2003; 2010; Bass, 1997; Leithwood,1999; Chapman and Harris, 2004). With schools facing different challenges and operating

under differing conditions, the purpose of this study is not to propose or suggest one specific leadership style, as the approach to leadership should be determined by the prevailing conditions and culture within a particular school. It is against this background that Reddin's model on leadership is now discussed. This model is particularly relevant to this study as it encapsulates the need for leaders to vary their styles, emphasizing the importance of an adaptive style that leads to effectiveness.

### **3.6.1 Reddin's 3D Model of Leadership Effectiveness**

Reddin conceptualised a three-dimensional model, also known as the 3-D management model, borrowing some ideas from the management grid developed by Blake and Mouton (Prasad, 1989). In the model, Reddin uses three dimensions of task orientation, namely: relationship; orientation and effectiveness. Expanding the consideration of leadership styles, Reddin was the first to add an effectiveness dimension to the task and relationship oriented behaviour dimensions and the integration of the concepts of leadership styles with the situational dimension of a specific environment.

Reddin's model (Figures 3.1 and 3.2) takes a three dimensional view of leadership by considering approaches which are effective and ineffective and takes into account the theoretical elements of the leader, group and situation. He introduced a model of leadership style containing four basic types, namely:

(i) *High relationship orientation & high task orientation* is called the Integrated Type.

(ii) *High relationship orientation & low task orientation* is called the Related Type.

(iii) *Low relationship orientation & high task orientation* is called the Dedicated Type

(iv) *Low relationship orientation & low task orientation* is called the Separated Type.

Further, by measuring the level of effectiveness of each style Reddin developed this basic model into eight leadership styles. The modified model is called "***The 3-D Theory of Management Effectiveness.***"

According to Luthans (1977), Reddin's approach "stresses that the manager should have an adaptive style that leads to effectiveness". This statement highlights the need for leaders to vary their style or approach, depending on circumstances. Reddin suggests that all eight styles of leadership in the grid are effective or ineffective, depending on the situations. The figures below (Figures 3.1 and 3.2) shows the Less Effective and More Effective Leadership styles respectively.

<p><b>RELATED + (DEVELOPER)</b></p> <p>A leader who uses a high relationship orientation and low task orientation in a situation where such behaviour is appropriate and who is therefore more effective.</p> <p><b>Indicators:</b></p> <p>Maintain open communication channels          Develops talent of others/Coaches          Understands others/supports          Works well with others/Cooperates          Trusted by others/trusts/Listens          When responsible for planning, involves many others.</p>	<p><b>INTEGRATED + (DEMOCRAT)</b></p> <p>A high task orientation and a high relationship orientation in a situation where such behaviour is appropriate and who is therefore more effective.</p> <p><b>Indicators:</b></p> <p>Uses teamwork in decision-making          Uses participation appropriately          Induces commitment to objectives          Encourages higher performance          Coordinates others in work</p>
<p><b>SEPARATED + (BUREAUCRATIC)</b></p> <p>A leader who uses low task orientation and low relationship orientation in a situation where such behaviour is appropriate and who is therefore more effective.</p> <p><b>Indicators:</b></p> <p>Follows orders, rules, procedures          Reliable/Dependable          Maintain system and going concern          Watches details/Efficient          Rational/Logical/Self-controlled          Fair/Just/Equitable          Prefers to write out communication with others          Responds to disagreement and conflict by referring to rules and procedures.</p> <p style="text-align: center;"><b>Separated</b></p>	<p><b>DEDICATED + (BENEVOLENT AUTOCRAT)</b></p> <p>A leader who uses high task orientation and low relationship orientation in a situation where such behaviour is appropriate and who is therefore more effective.</p> <p><b>Indicators:</b></p> <p>Decisive/Shows initiative          Industrious/Energetic          Finisher/Committed          Evaluative of quantity, quality and time          Costs, profits and sales conscious          Obtains results          Both develops and proposes many new ideas          Shows that efficiency and productivity are valued.</p> <p style="text-align: center;"><b>Dedicated</b></p>

.....Task Orientation →

**Figure 3.1 Four basic styles when used appropriately**

Reddin believes that knowledge of these leadership styles can help principals in adopting them in different situations. Though there could be one predominant leadership style as a whole for a person, he/she cannot just always maintain one

particular style. Reddin concedes and explains that switching between the leadership styles is necessary in different project management situations to achieve success.

<p><b>RELATED – (MISSIONARY)</b></p> <p>A leader who uses a high relationship orientation and low task orientation in a situation where such behaviour is <b>inappropriate</b> and who is therefore less effective.</p> <p><b>Indicators:</b>          Avoids conflict          Pleasant/kind/Warm          Seeks acceptance of self/Dependent          Makes things easier          Avoids initiation/Passive/Gives no direction          Unconcerned with outputs and standards          A first sight of conflict attempts to smooth things over.</p>	<p><b>INTEGRATED- (COMPROMISER)</b></p> <p>A leader who uses a high task orientation and high relationship orientation in a situation where such behaviour is <b>inappropriate</b> and who is therefore less effective.</p> <p><b>Indicators:</b>          Overuses participation          Yielding/Weak          Avoids decisions          Produces grey acceptable decisions          Idealist/Ambiguous/Distrusted          Sometimes encourages new ideas, but does not always follow up on too many of them.</p>
<p><b>SEPARATED – (DESERTER)</b></p> <p>A leader who uses a low task orientation and a low relationship orientation in a situation where such behaviour is <b>inappropriate</b> and who is therefore less effective.</p> <p><b>Indicators:</b>          Works to rules/Minimum output/Gives us          Avoids involvement/responsibility          Gives few useful opinions or suggestions          Uncreative/Unoriginal/Narrow-minded          Hinders others/Makes things difficult          Resists change/Uncooperative          Shows little concern about errors and usually does little to reduce or correct them.</p>	<p><b>DEDICATED – (AUTOCRAT)</b></p> <p>A leader who uses a high task orientation and a low relationship orientation in a situation where such behaviour is <b>inappropriate</b> and who is therefore less effective.</p> <p><b>Indicators:</b>          Critical/Threatening          Makes all decisions          Demands obedience/Suppresses conflict          Wants action and results immediately          Downward communication only          Acts without consultation          Feared/Disliked          More interested in day-to-day productivity than in long-run productivity          Performance maintained through subtle threatening situation</p>

**Separated**

**Dedicated**

.....Task Orientation →

**Figure 3.2: Four basic styles when used inappropriately**

In reference to the tables above, the 'Less Effective' and 'More Effective' leadership styles in each basic types are now explained in more detail.

### **3.6.1.1 Separated Basic Types**

#### **Deserter:** Less Effective Leadership Style

This is essentially a hands-off or laissez-faire approach: avoidance of any involvement or intervention which would upset the status; assuming a neutral attitude toward what is going on during the day; looking the other way to avoid enforcing rules; keeping out of the way of both supervisor and subordinates; avoidance of change and planning. The activities undertaken or initiated by managers who use this approach tend to be defensive in nature. People who achieve high scores may be adverse to managerial tasks or may have begun to lose interest in such tasks. This does not necessarily mean they are bad managers; they just try to maintain the status quo and avoid 'rocking the boat'.

#### **Bureaucratic:** More Effective Leadership Style

This is a legalistic and procedural approach: adherence to rules and procedures; acceptance of hierarchy of authority; preference of formal channels of communication. High scores tend to be systematic. They function at their best in well structured situations where policies are clear, roles are well defined and criteria of performance are objective and universally applied. Because they insist on rational systems, these managers may be seen as autocratic, rigid or fussy. Because of their dependence on rules and procedures, they are hardly distinguished from autocrat managers.

### **3.6.1.2 Related Basic Types**

#### **Missionary:** Less Effective Leadership Style

This is an affective (supportive) approach. It emphasizes congeniality and positive climate in the work place. High scores are sensitive to subordinates' personal needs and concerns. They try to keep people happy by giving the most they can. Supportive behaviour represents the positive component of this style. It has, however, a defensive

counterpart. They may avoid or smooth over conflict, feel uncomfortable enforcing controls and find difficulty denying requests or making candid appraisals.

**Developer:** More Effective Leadership Style

This is the objective counterpart of the missionary style. Objective in a sense that concern for people is expressed professionally: subordinates are allowed to participate in decision making and are given opportunities to express their views and to develop their potential. Their contribution is recognized and attention is given to their development. High scores are likely to have optimistic beliefs about people wanting to work and produce. Their approach to subordinates is collegial: they like to share their knowledge and expertise with their subordinates and take pride in discovering and promoting talent.

### **3.6.1.3 Dedicated Basic Types**

**Autocratic:** Less Effective Leadership Style

This is a directive and controlling approach. Concern for production and output outweighs the concern for workers and their relationship. Managers who score high tend to be formal. They assign tasks to subordinates and watch implementation closely. Errors are not tolerated, and deviation from stated objectives or directives are forbidden. They make unilateral decisions and feel no need to explain or justify them. They minimize interaction with people, or limit communication to the essential demand of the task at hand. They believe in individual responsibility and consider group meetings a waste of time. They tend to be formal, straightforward and critical. For that reason, they are likely to be perceived as cold and arbitrary, particularly by subordinates who have a strong need for support and reassurance.

**Benevolent Autocratic:** More Effective Leadership Style

This is the communicative counterpart of the autocratic style. It is still directive and interventionist. High scores are seen as task masters who devote themselves

comfortably to the accomplishment of production objectives. They enjoy tackling operational problems and may have less patience dealing with problems of human relations. They keep in touch with subordinates, instructing them, answering their questions and helping them with operational problems. They structure daily work, set objectives, give orders or delegate with firm accountability. They would not hesitate to discipline or reprimand, but do that fairly and without antagonizing their subordinates. They meet group needs but ignore one-to-one personal relationship.

#### **3.6.1.4 Integrated Basic Types**

##### **Compromiser:** Less Effective Leadership Style

Express appreciation of both human relations orientation and task orientation. They however admit to difficulties in integrating them. Therefore they may vacillate between task and demand for human relations. In order to alleviate immediate pressures, they may resort to compromise solutions or expediency. They may be sensitive to reality considerations which stand in the way, and are willing to delay action for whatever reason, internal or external. Their realistic assessment of situations may explain why they do not use freely the approach they actually prefer, that is, the Executive approach.

##### **Executive:** More Effective Leadership Style

This approach integrates task orientation and human relations orientation in response to realistic demand. It is best described as a consultative, interactive, and problem solving approach. This approach is called for in managing operations which require exploration of alternative solutions, pooling different resources, and integrating opposing perspectives, They favor a team approach in problem solving, planning and decision making. They stimulate communication among subordinates, thus obtaining collective ideas and suggestions. Managers who use this approach are usually perceived as good motivators who tend to deal openly with conflict and who try to obtain collective commitment.

With the differing school contexts and school cultures in South Africa, this model can be regarded as extremely useful, as it allows schools to identify the styles of leadership which are most likely to be effective within their various departments, teams, and different levels of the organisation. This will not only enable principals to diagnose personal leadership qualities and styles, but also enable them to determine development and training needs, which are crucial elements for internal and external quality imperatives in schools. With the establishment of the theoretical framework in this chapter, the second key function of this study is to examine more practical perspectives of contemporary leadership models. This is a critical step in determining the relevance of and support for theoretical arguments developed in the study and the ultimate re-invention of IQMS toward a culture of continuous self-improvement and development in schools.

### **3.7 SUMMARY**

This chapter explored different aspects of continuous quality improvement in schools. Furthermore, the link between leadership and continuous improvement was also discussed, with special emphasis on leadership qualities that can be considered as essential for creating a culture of continuing quality improvement and self-development in schools. Because of the prominent role of quality assurance through IQMS in this study, it was important to briefly present Reddin's 3D Leadership Model. This model places emphasis on changing and adaptive leadership styles, and deemed the most suitable for the purpose of continuous quality improvement and development in schools.

## **CHAPTER FOUR**

### **RESEARCH DESIGN AND METHODOLOGY**

#### **4.0 INTRODUCTION**

This chapter departs from the literature review presented in Chapters 2 and 3. This chapter explores the methodological orientation and paradigm in which this research is located. The research procedure is elucidated and its appropriateness is discussed.

The outline of the chapter is as follows: Research orientation; research design; case selection; gaining access to participants; data collection; data analysis techniques; issues of research rigour; ethical considerations and methodological challenges.

#### **4.1 RESEARCH ORIENTATION**

This research is located in the qualitative approach and aims to describe and understand in a subjective manner the qualitative nature of a phenomenon IQMS as a tool towards continuous improvement. My motivation for using a qualitative method in this study is briefly outlined below.

Qualitative methods firstly place great trust in the personal integrity of the researcher as these methods rely heavily on skill, competence and rigor, as well as the personal circumstances of the researcher. According to Hartwell (2010), qualitative research methods focus on discovering and understanding experiences, perspectives and thoughts of participants, that is, qualitative research explores meaning, purpose and reality. In other words, qualitative research is a situational activity that locates the observer in the world, as it consists of a set of interpretive, material practices that make the world visible (Hartwell, 2010). This means that qualitative researchers study phenomena in their natural settings, attempting to make sense of, or interpret them in terms of the meanings people attach to them (Denzin & Lincoln, 2005).

The purpose of employing qualitative research in this study is specifically to allow for a detailed exploration of the re-invention of IQMS through semi-structured interviews with participants in their natural settings.

#### **4.1.1 Research paradigm**

A paradigm, according to Mertens (2005) is “a way of looking at the world and is composed of certain philosophical assumptions that guide and direct thinking and actions.” Denzin and Lincoln (1998) state that a paradigm is a basic set of beliefs, a world-view that guides the actions of a researcher. These views are clearly reflected and supported in the three elements of paradigms, encompassing ontology, epistemology and methodology. Denzin and Lincoln (1998) explain the differences between the three elements as follows:

- (i) The ontology raises basic questions about the nature of reality;
- (ii) The epistemology asks questions about the world; and
- (iii) The methodology focuses on how knowledge about the world is acquired.

It would appear that theorists and researchers have different views and understandings on paradigms and categorize them differently. Although there are sufficient points of commonality between paradigms, different models have been differently categorized by researchers. Van Rensburg (2001) refers to paradigms as orientations and posits that researchers in education are typically guided by positivism, post-positivism, interpretivism and critical science research orientations. Willis (2007) highlights three dominant research paradigms and maps them into a single framework.

Terre Blanche and Durheim (1999) divide these paradigms into three categories; the interpretive, empiricist and constructionist, whilst Connole (1993) suggests four, namely; interpretive, critical, deconstructive/poststructural and empiricist paradigms. The purpose is not to be confined to strengths or limitations of the different paradigms, but rather to use the different elements of paradigms in a suggestive manner to generate a

way of re-inventing IQMS toward a culture of continuing self-improvement in primary schools. Insights will therefore be drawn from the interpretive paradigm which is concerned with understanding the reality under investigation. Elements of the interpretive paradigm will be explored in order to ground this study in its philosophical and methodological orientations. Furthermore, I will attempt to highlight the key elements, purpose and contribution of the paradigm to the study. The interpretive paradigm is now discussed.

#### **4.1.1.1 The Interpretive paradigm**

Interpretivism, which according to Schwandt (2000) is synonymous with constructivism, seeks to understand values, beliefs and meanings of social phenomena and refers to a loosely coupled family of methodological and philosophical persuasions. Kim (2003) concurs with this view and explains that interpretivism seeks to understand values, beliefs and meanings of social phenomena, by developing a deep and sympathetic understanding of that phenomena. Naidoo (2009) asserts that interpretivist theorists and researchers share the goal of understanding the complex world of lived experience from the point of view of those who live it. Flick (2004); Creswell (2003); Neuman (2003) and Mertens (1998) state that the interpretive paradigm provides the premise for analysing and interpreting data collected through semi-structured interviews. From this point of view, this paradigm would appear to be particularly useful and appropriate for this study. Based on Flick's (2004) notion that reality is based on the epistemological assumption that "facts only become relevant through their meaning and interpretation. The researcher will therefore be able to consider the specific content and circumstances of the schools where principals fulfil their their leadership roles and where teachers perform their teaching duties.

Moyo (2004) states that the interpretive paradigm socially constructs the world, which would include educational organizations and schools. According to Willis (2007), the interpretivist perspective accepts an external physical reality while rejecting the notion that it is an independently knowable reality, as reality is believed to be socially

constructed. The interpretive paradigm will guide the researcher to use semi-structured interviews to uncover aspects of IQMS that promote and undermine continuing self-improvement in schools respectively. Moreover, according to this perspective, people attach meaning to the various everyday activities they undertake. With the nature of reality dependent on individuals and groups for their form and content according to Naidoo (2009), school leaders and teachers do not only attach different meanings to their activities, but they also have different perspectives on IQMS and the role it fulfils as a culture of continuing improvement in schools.

With the ontology as the element of a paradigm that questions the nature of reality according to Mertens (2005) and Patton (2002), the interpretivist paradigm will assist the researcher in finalizing answers to the research questions of this study. Besides Mertens (2005) and Patton (2002), Guba and Lincoln (1994) view interpretivist perspectives as founded upon a relativist ontology, comprising multiple apprehendable and sometimes conflicting social realities that are the product of human intellect.

The epistemology of the paradigm explains how knowledge is produced and is concerned with the nature of knowledge and how we know what we know (Mertens, 2005; Patton, 2002). According to van Rensburg (2001) and Terre Blanche and Durrheim (1999), the epistemology of interpretivism is based on the empathetic, intersubjectivity of the observer and meaning forms the basis of data that is produced through the linguistic and cognitive skills of the researcher, for example when semi-structured interviews are used to collect data. Schwandt (2000) highlights common features of interpretivism. These are:

- Emphasizing the contribution of human subjectivity (i.e., intention) to knowledge without thereby sacrificing the objectivity of knowledge.
- The meaning that the interpreter reproduces or reconstructs is considered the original meaning of action.
- In order not to misinterpret, the interpreter must employ some kind of method that allows them to step outside their historical frames of reference.

- They assume an understanding of “understanding’. In other words, interpretivists consider understanding to be an intellectual process whereby the subject inquirer gains knowledge about an object (i.e., the meaning of human action).
- Interpretivism views human action as meaningful.
- Interpretivism evinces an ethical commitment in the form of respect for and fidelity to the lifeworld.

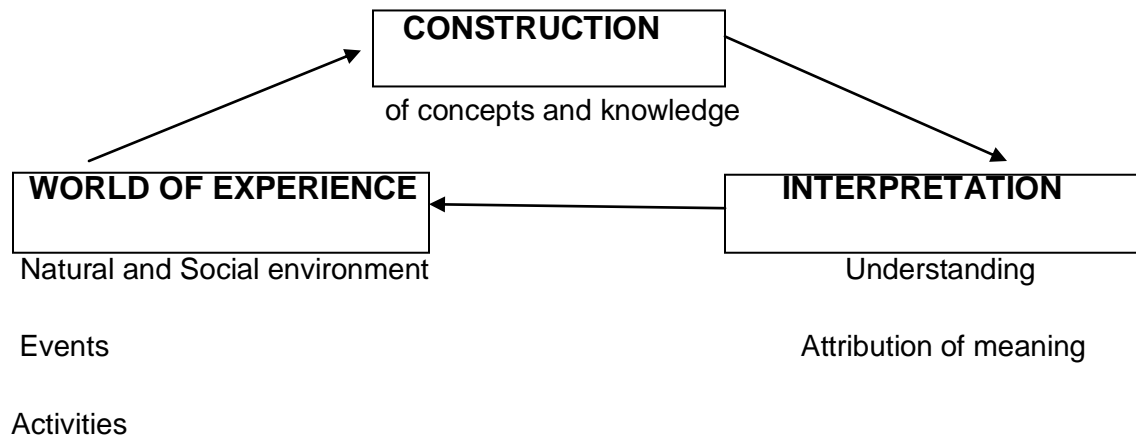
The interpretive understanding of meaning as explained by Schwandt (2000), provides a theoretical framework with special reference to context and original purpose, according to Patton (2002). Neuman (2000) asserts that it is largely used in the humanities (such as education) and emphasises detailed examination of text as found in conversation (interviews), written words (questionnaires) or pictures to ascertain meaning embedded in the text. In reference to Schwandt (2000), Fick (2004), Creswell (2003), Neuman (2003) and Mertens (1998) their views provide the premise for analysing and interpreting data collected through semi-structured interviews in this study. Based on this approach, perspectives on IQMS that will be collected through semi-structured interviews from principals and teachers will become relevant only through their meaning and interpretations (Flick, 2004).

For an in-depth qualitative inquiry, semi-structured interviews will be used to collect data from participants. The epistemological assumptions, on which qualitative methods are based, are constructivist in nature (Creswell, 2003). The epistemological assumptions that therefore guide much of the data collection and analysis of this study are interpretivist/constructivistic. The ontology of constructivism is that reality is socially constructed. Knowledge is therefore also produced through social interaction (Mertens, 2005). According to Flick (2004), social constructivism is defined as “knowledge constructed in processes of social interchange”. Social constructivism is often combined with interpretivism. According to Mertens (1998) the constructivist paradigm grew out of the philosophy of Edmund Husserl’s phenomenology and other German philosophers’ study of hermeneutics. Hermeneutics is the study of interpretive understanding of meaning. It provides a theoretical framework with special reference to context and

original purpose (Patton, 2002). It is largely used in the humanities (such as education) and the emphasises detailed examination of text as found in conversation (interviews), written words (questionnaires) or pictures to ascertain meaning embedded in the text (Neuman,2000).

The interpretive constructivist paradigm as discussed by authors such as Flick (2004), Creswell (2003), Neuman (2003) and Mertens (1998) provides the premise for analysing and interpreting data collected through semi-structured interviews in this study. In reference to Schutz (1962), Flick (2004) argues that social reality is based on the epistemological assumptions that “facts only become relevant through their meaning and interpretations.” The facts can be interpreted either in isolation or within its particular context (Dreyer, 2008). Accordingly, the basic assumptions that guide the interpretive constructivist paradigm, are that knowledge and meaning are socially constructed through interaction with others and through historical and cultural norms that are prevalent in individuals’ lives (Dreyer, 2008). This allows the researcher to consider the specific contexts in which principals and teachers live and work in order to understand their historical and cultural settings (Flick, 2004; Creswell, 2003; Mertens,1998).

The following figure (Figure 4.1) gives a diagrammatical presentation of the flow and construction of knowledge. This presentation, according to Flick (2004) demonstrates how the experiences people have in their specific situation (context) lead to the construction of concepts and knowledge through life experience.



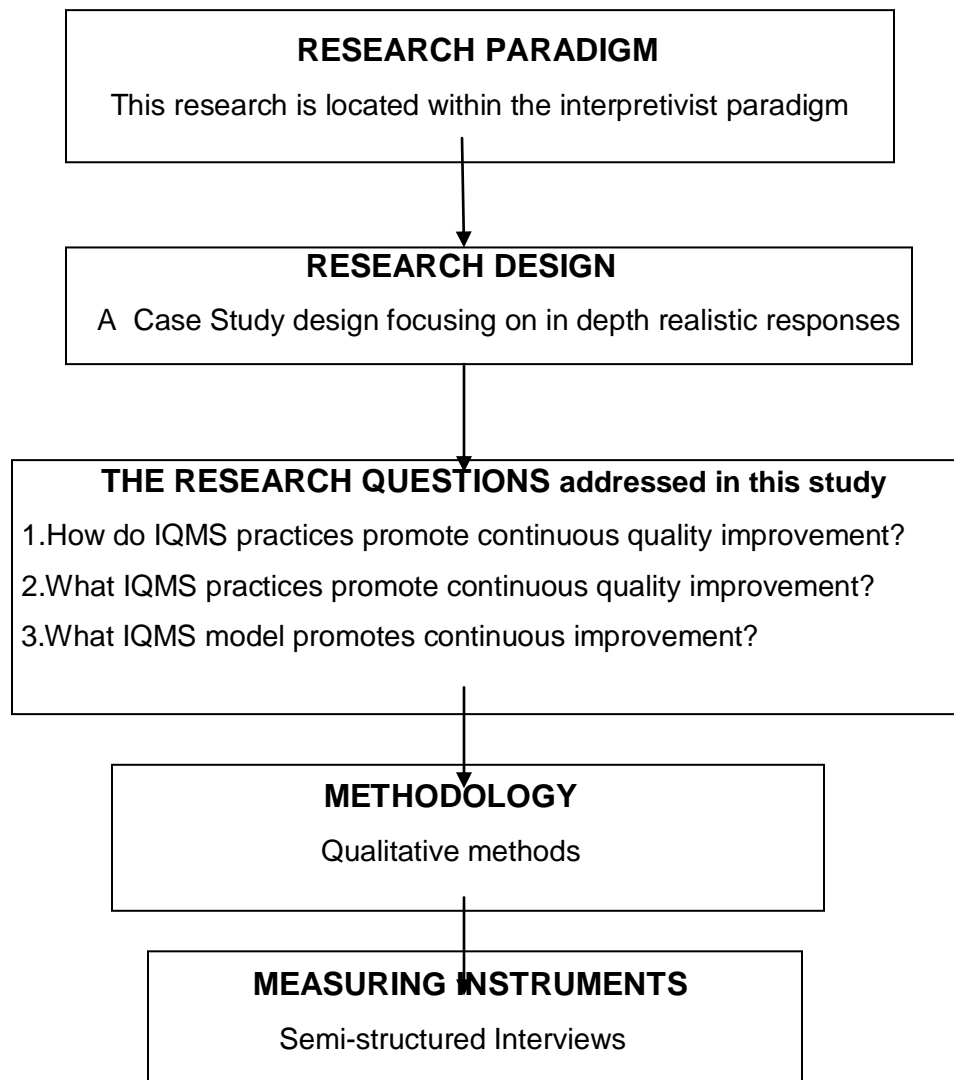
**Figure 4.1: Construction and Interpretation as means of access to the world of experience**

( Adapted from Flick 2004)

#### 4.1.2 Case Study Design

A research design addresses the design of a strategy for finding answers to the inquiry. According to Merriam (1998), the choice of a research design requires understanding of the philosophical foundations underlying the type of research. Dreyer (2008) postulates that the design of research should follow a logical pattern. According to Babbie and Mouton (2001), the best way to design research is to allow the study to conform to the four elements that are standard to all forms of empirical research. These are the research problem, research design, empirical evidence and conclusions.

The research design of this specific study is diagrammatically presented in Figure 4.2.



**Figure 4.2: The Research Design**

To answer these questions, a case study design, using a qualitative approach to generate data was employed in this study. There are multiple definitions and understandings of case studies. According to Bromley (1990), it is a “systematic inquiry into an event or set of related events which aims to describe and explain the phenomenon of interest.” While there is utility in applying this method retrospectively, it is most often used prospectively. Data come largely from interviews, direct observation, participant observation, archival records and physical artifacts (Yin,1994). According to

Zucker (2009), case studies as research methods are often indexed in most undergraduate research textbooks as neither quantitative nor qualitative. Burns and Grove (1999) state that little attention is paid to the usefulness of this method, with an average of two pages devoted to this research. Rowley (2002) is of the view that case studies have traditionally been viewed as lacking rigour and objectivity when compared with other social research methods. However, Rowley (2002) contends that cases studies are useful in providing answers to 'How?' and 'Why?' questions, and in this role can be used for exploratory, descriptive or explanatory research. According to Yin (1994) the case study design must have five components: the research question(s), its propositions, its unit(s) of analysis, a determination of how the data are linked to the propositions and criteria to interpret the findings.

Merriam (2001) describes a case study as a holistic description and analysis of a single instance, phenomenon or social unit. The research will be restricted to four primary schools. undertaken in the form of a case study, involving principals, schools management team members (SMTs) and post level one teachers. In reference to case studies, Naidoo (2009) concedes that the case study approach enables the researcher to uncover and gain access to information and insights that may not be readily visible to casual observers.

Merriam (2001) views the case study as one of the most effective ways of investigating complex real-life social units that have multiple and not always controllable variables. Naidoo (2009) affirms this view and believes that the case study provides a holistic account of a phenomenon and although generating only tentative hypotheses, it does provide an impetus for future research, the advancement of a field's knowledge base and theory building. Shuttleworth (2008) summarizes the strengths of the case study as follows:

- The case study is useful for testing whether scientific theories and models actually work in the real world;

- A case study provides more realistic responses than a purely statistical survey;
- A case study is an in depth study of a particular situation, rather than a sweeping statistical survey;
- Researchers can focus on one specific interesting case, as the researcher is deliberately trying to isolate a small study group, one individual case or one particular population.
- Case studies are very flexible and whilst a pure scientist is trying to prove or disapprove a hypotheses, as case study might introduce new and unexpected results during its course, and lead the research in new directions.

However, it is also important to consider some of the weaknesses of a case study. Naidoo (2009) argues that a thick and rich description is resource-intensive and requires time and money in order for the researcher to be successfully immersed in the case under investigation. Naidoo (2009) contends that the overly detailed product or outcome of the study, which is usually produced after a significant time lag, may compromise the currency of the research. According to Lincoln and Guba (cited in Merriam, 2001), a further constraint of the case study is that it may oversimplify or exaggerate a situation leading the reader to incorrect conclusions about a situation.

With this study reporting on specific contexts, the case study was considered most appropriate to address the research purpose and objectives. There are several reasons for conducting a case study research. One of the reasons for employing a case study design in this study is captured in Yin's (1994) statement that: "A case study is an empirical inquiry that: (i) Investigates a contemporary phenomenon within its real life context, especially when (ii) The boundaries between phenomenon and context are not clearly evident." This statement emphasises that an important strength of case studies is the ability to undertake an investigation into a phenomenon in its context; it is not necessary to replicate the phenomenon in a laboratory or experimental setting in order

to understand it. A case study design enables the researcher to generate data on IQMS and its role in continuous quality improvement in schools. Principals, school management team members (SMTs) and teachers were investigated on their perceptions of IQMS within the context of their schools where they are teaching. With this investigation being located within the interpretivist paradigm, the case study design attempts to reconstruct participants' understanding of their social world (Denzin and Lincoln, 2000).

Because a case study research generates a large amount of data, systematic organisation of the data was important to prevent the researcher from becoming overwhelmed and preventing the researcher from losing sight of the original research purpose and questions.

#### **4.2. RESTATEMENT OF THE RESEARCH PURPOSE**

The purpose statement establishes the direction of the research and orientate the reader to the central intent of the study (Creswell, 2003). The purpose of this case study research is to develop a framework for a model that fulfils the original aims of the IQMS as a culture for continuing self-improvement in primary schools. The research is necessary to establish practices in IQMS that promote quality, as well as constraints that undermine quality improvement and development in primary schools. The IQMS was originally developed and introduced in schools as a tool to develop schools and improve quality within. However, the tension between external accountability and development remains unresolved, with accountability taking precedence over development. Therefore, it is important to identify practices that undermine quality improvement and development, as well as possible practices that promote continuing quality improvement. The recommendations will be aimed at improved practices within the IQMS as well as a better understanding of the dynamics within the IQMS.

### **4.3 RESTATEMENT OF THE RESEARCH QUESTIONS**

In order to address the above research purpose, the following research questions were formulated:

Main Research Question:

- How do IQMS practices promote continuous quality improvement?

Sub-questions:

- What IQMS practices promote continuous quality improvement?
- What IQMS model promotes continuous quality improvement?

### **4.4 METHODOLOGY**

Frankfort-Nachmias (1996) state, “scientific methodology is a system of explicit rules and procedures upon which research is based and against which claims for knowledge are evaluated.” These authors also allude that this system is not unchangeable or infallible. The rules and procedures are constantly improved as researchers search for new means of “observation, analysis, logical inference, and generalization.”

Therefore the theoretical and methodological issues discussed in the previous section provided the context for closer consideration of the practical dimensions of the research method employed in this study. I discuss the audit trail with respect to gaining approval for the project and arriving at the criteria used for one part of the text collection, that of participant interview. The actual process of data gathering, primarily the collection of relevant written work and participant interviews, is described. This is followed by a description of how the data analysis proceeded.

#### **4.4.1 Approval processes**

A research proposal for submission to the Faculty Research and Higher Degrees Committee (FRHDC) was completed. In putting together the chapter on methodology I had ongoing discussions with my promoter to ensure quality and to obtain ethical clearance for the fieldwork.

The Eastern Cape Department of Education was requested for permission to conduct research in schools in the province (see Appendix A). Contact with the prospective participants was sought through either face to face or by telephone. Participants were also provided with a cover letter which clearly described the research and its purpose and its anticipated contribution to the field of quality in education and information about protection of rights, confidentiality and the voluntary nature of the study. An informed consent form which details the intent of the study, the use of potential findings and any potential consequences for the participants, was provided to all participants. The participants of the four schools (for the case study) were requested to sign informed consent forms for the interview process. All participants were afforded an opportunity to read the consent form, to demonstrate an understanding of its content, and to sign the appropriate informed consent form with the proviso that participation is strictly on a voluntary basis and could be ceased at any time during the study's research duration (see Appendix B ).

#### **4.4.2 Research Population and Sample**

Research population is a technical term used for the larger group from which a sample is drawn. A sample is a technical term that refers to a smaller subset drawn from the population (Punch, 2003). According to Bless, Higson-Smith and Kagee (2006), a well-defined population is one that is described as absolutely accurate. The broader population on which this research focuses includes principals, school management

team members (SMTs) and post level one teachers in all primary schools in the Buffalo City Metropolitan area.

This sample, drawn from the geographical area of the Buffalo City Metropolitan area, is representative of schools from three of the previous education departments (Department of Education and Training, House of Representatives and Cape Provincial Department of Education). One of the reasons for selecting these schools is that they all are information-rich cases, which will provide valid knowledge and meaningful insights.

While quantitative inquiry typically focuses on larger samples selected randomly, qualitative methods typically make use of in-depth relatively small samples. Qualitative researchers focus on non-probability sampling methods. According to Bless et al. (2006) and Neuman (2003), qualitative researchers seldom determine the size of the sample in advance and have limited knowledge about the larger population. According to Neuman (2003), the non-probable purposive sampling method “uses expert judgment in selecting cases or it selects cases with a specific purpose in mind.” The cases selected are especially informative. According to Babbie and Mouton (2006), the purposive sampling method may be used to “study a small subset of a larger population in which the subset is easily identified.” In this research the larger population included all primary schools in the Buffalo City Metropolitan area.

Purposive sampling methods are also referred to as purposeful sampling by Patton (2002). Purposeful sampling provides information-rich cases for in-depth study, which allowed the researcher to learn a great deal about issues of central importance to the study, i.e practices within the IQMS that promote and undermine quality improvement and development in schools. Studying these cases yields insights and in-depth understanding rather than empirical generalisations.

Burns (2007 ) describes the importance of a research sample as “individuals who will participate ( to be observed, questioned or interviewed) as part of the study.” According to Merriam (1998), purposeful sampling is based on the assumption that the investigator wants to discover, understand and gain insight and therefore must select a sample from which the most can be learned. Purposeful sampling according to Polit and Hunglar

(1999), is non-probability sampling and concede that in this type of sampling, the sample is “hand-potential picked” for the researcher.

Dane (1990) describes the advantages of purposeful sampling as follows: it allows the researcher to hone in on people or events which constitute good grounds for what would be considered critical for the research. Instead of going for the typical instances, a cross-section or a balanced choice, the researcher will concentrate on instances which display a wide variety of possible events and even focus on extreme cases to illuminate the research question. With purposive sampling the researcher feels that it is not feasible to include a sufficiently large number of examples in the study, correlating very well with the aims of qualitative research, to explore the quality of data, and not the quantity.

The population for this research and information on the schools, was obtained from the website of the Eastern Cape Department of Education. The selection of the four schools was on the basis of proximity, accessibility and convenience. However, it was also important to ensure a balance and a fair distribution between urban and township schools, as well as a balance between male and female headed schools. Each of the four schools was representative of the aforementioned initial criteria; however, the final choice will also be based on theoretical interest and availability.

#### **4.4.3 Selection of respondents**

Once I had identified the the four schools, three educators were selected from the school’s staff lists to voluntary take part in the semi-structured individual interview. The principal of each school was selected because of his/her leadership role as the ‘driver; of the quality assurance and school improvement, whilst one member of the School Management Team (SMT) was selected on the basis of their overall responsibility in overseeing quality assurance practices and procedures. The choice of teachers was based on the understanding that each and every teacher is responsible for undertaking a self-evaluation of his/her personal performance and their professional accountability to ensure and maintain quality teaching and learning.

#### **4.4.4 Data collection techniques**

In this section I discuss the nature of interviews, the advantages and the disadvantages of interviews, interview setting, the discussion of the interview schedule, transcribing of interviews and organising the interview data.

##### **4.4.4.1 Interviews**

Semi-structured interviews were conducted with principals, school management team members (SMTs) and post level one teachers, of the four purposively selected schools who agreed to participate in the study. Corbetta (2003) explains semi-structured interviews as follows: “The order in which the various topics are dealt with and the wording of the questions are left to the interviewer’s discretion. Within each topic the interviewer is free to conduct the conversation as he thinks fit, to ask the questions he deems appropriate in the words he/she considers best, to give explanations and ask for clarification if the answer is not clear, to prompt the respondent to elucidate further if necessary, and to establish his/her own style of conversation.” According to David and Sutton (2004), the interviewer does not conduct research to test a specific hypothesis, rather the researcher has a list of key themes, issues and questions to be covered. In this type of interview the order of the questions can be changed depending on the direction of the interview and although an interview guide can be used, additional questions can be asked (Corbetta, 2003).

According to Kvale (1996) an interview is a way to collect data as well as to gain knowledge from individuals. Kvale (1996) regards interviews as “... an interchange of views between two or more people on a topic of mutual interest, see the centrality of human interaction for knowledge production, and emphasizes the social situatedness of research data.” Interviews provide ways for participants to become involved and talk about their views (Cohen, Manion and Morrison (2000). The interviewees in this research were therefore able to discuss their perceptions and interpretations regarding the IQMS as a culture to improve quality and to ensure development in schools. Cohen,

Manion and Morrison (2000) explain "... the interview is not simply concerned with collecting data about life; it is part of life itself, its human embeddedness is inescapable."

#### **4.4.4.2 Advantages and disadvantages of interviews**

Interviews, like any other data collection instrument, have strengths and weaknesses. Wright (2001) states that interviews are comprehensive and adaptable and can be designed to address a very wide range of outcomes. Furthermore, Vermeulen (1998) summarizes some of the major strengths of interviews as follows:

- Interviews permit the interviewer to assist the respondents to clarify his/her thoughts;
- They provide the interviewer with the opportunity to clarify misunderstandings;
- Interviews can provide information about participants' internal meanings and ways of thinking;
- Can provide in-depth information
- Useful for exploration as well as confirmation; and
- Lastly, an interview allows the interviewer to observe the respondents for signs of evasiveness and non- co-operation.

However, some of the major drawbacks of interviews according to Wright (2010) are that interviews are not only challenging to administer, in-person interviews usually are expensive and time consuming as conversations must then be transcribed for analysis. Furthermore, since useful results depend on the interviewer's expertise, training is

required (Wright, 2010). According to Vermeulen (1998), it may also be difficult to control the reliability and validity of responses as interviewees may not recall important information and may lack self-awareness.

The strengths of semi-structured interviews are that the researcher can prompt and probe deeper in a given situation (Kajornboon, 2004). Fontana and Frey (2005) assert that semi-structured interviews are more flexible, usually include both close-ended and open-ended questions, are prepared and allow the interviewer a certain amount of room to adjust the sequence of the questions to be asked and to add questions based on the context of the participant's responses. Gray (2004) believes that this type of interview gives the researcher opportunities to probe for views and opinions of the interviewee and affirms that probing is a way for the interviewer to explore new paths which were not initially considered. Hence, with this type of interview the interviewers are able to probe and ask more detailed questions of respondents' situations and not adhere only to the interview guide. Kajornboon (2008) points out that the researcher can also explain or rephrase the questions if respondents are unclear about questions. Patton (2002) however, considers inexperienced interviewers a major drawback because they are unable to ask prompt questions and therefore prevent the gathering of some relevant data.

In this research, the variables voiced out their perceptions on IQMS and how practices that promote and undermine quality improvement in schools can be used to re-invent IQMS. In order to comply with the requirements of qualitative research, the researcher had to observe the setting, observe conversations and interaction, and listened attentively to conversations. Tesch (1990) views human beings as a major source of data collection. This view is reinforced by Henning et al. (2004) who emphasize the important role of the researcher as the main instrument of research, engagement in the project and in interpretations the meanings presented as findings. Working on the premise that "human beings are a major source of data collection." This research was based on qualitative thinking since it required a deeper understanding of how teachers, principals and school management team members (SMTs) view the role of IQMS as an instrument to ensure continuing quality development and self-improvement in schools.

The intention of this research was therefore not only to find out what teachers, principals, and SMT members know about IQMS, but to determine the extent to which the IQMS is fulfilling its principles as a culture developed and introduced to promote continuing quality improvement and self-development in schools.

#### **4.4.4.3 Interview setting**

My initial contact with the prospective participants was made either face to face or by telephone. In this contact I briefly introduced myself and the study to the prospective participants. I told them that the aim of the study was to re-invent IQMS towards a culture of continuous improvement in schools.

The interviews took place at times and venues convenient to each participant. The interviews were conducted either in an office in the administration block of the school, or in a classroom to ensure an environment that is free from noise and comfortable to the interviewees. It was explained that the interviews would be conducted in English, but interviewees could respond in any language of their choice, isiXhosa or Afrikaans. Most important was that the environment should be comfortable, non-threatening and easily accessible. A pilot study was conducted to ensure that “poorly framed questions or badly structured questions” did not discourage participants.

At each interview I first went through the introductory comments I had prepared, which entailed an explanation of the aims of the interview as well as the role of the participants (see Appendix . All participants (principals, SMT members and post level one teachers) were also fully informed of any potential risks or hazards that may be involved in the research study. An informed consent form, detailing the intent of the study, the use of potential findings, and any consequences for the participants, was provided to all participants. Participants were also provided with a cover letter which clearly described the research and informed consent (see Appendix B). The cover letter explains the purpose of the research and its anticipated contribution to the field of quality in education and information about protection of rights, confidentiality and the voluntary

nature of the study. It also informed the participant that that he/she may be asked to participate in a voluntary follow-up interview.

A total number of three (3) respondents (principal, SMT member and one post level one teacher) at each of the four sites was interviewed.

The interview protocol was based on simple, semi-structured, open-ended questions (See Appendix C ) in an attempt to allow for in- depth probing and extended responses and to ascertain enriched insight into principals', SMT members and post level one teachers' perceptions of IQMS. Participants were put at ease before the actual interview session, a very important aspect for successful interview sessions, according to Hughes (2007). Permission to audio-tape interviews was obtained from each participant and interviews were conducted in a professional and non-biased manner.

Each interview started with a brief explanation of the study and assurance of confidentiality and anonymity. I carefully developed questions to initiate the discussion. I started with a general question about how their days had gone. According to Du Plessis (2005), such a question would convey interest in the educator's work. This type of question also brings an informal tone to the interview and makes the transition to more complex questions easier.

When appropriate, each participant was asked to express his/her permission for the researcher to tape-record the interview. Once permission was received the interview was conducted in a professional and non-biased manner, ranging in time duration from 60 -70 minutes in length.

Interviews with principals started with general information regarding the school set-up. Du Plessis (2005) is of the opinion that principals, by virtue of their positions, are fully knowledgeable on this score and that sharing the information would break the ice and set a positive tone for the rest of the interview.

Although there were pre-set, open-ended questions for all participants ( post level one teachers, principals and SMT members), neither the wording, nor the order of the questions were fixed and the questions followed the lines taken by the interviewees'

(participants) cues and interests (Creswell, 2002; McMillan & Schumacher, 2001). According to Du Plessis (2005), this process is called the interview guide approach. Questions will be scrutinised to prevent leading questions from biasing the data (McMillan and Schumacher, 2001). During the interviews brief notes were made of responses, non-verbal behaviour and specific questions and themes to follow up.

#### **4.4.4.4 Discussion of interviews schedule**

The interview schedule (see Appendix C) consisted of two sections. Section A sought personal information related to background variables such as gender, teaching experience and position (rank). Section B focused on aspects related to the implementation and functioning of IQMS. The interview schedule in Section B comprised of eleven questions, covering different topics to ensure that the questions address the same themes in all interviews. Each interview question is now briefly discussed below.

In order to enrich my understanding on quality assurance practices and systems, and transformation between previous systems and current systems, the focus of question one was on structures and processes before the implementation of IQMS. The strength and contribution of IQMS lies in the practices and activities that schools undertake to improve quality, hence question two which focused on activities undertaken by the school. Questions three and four are more reflective and introspective, exploring whether and how participants have been enriched and empowered by the implementation of IQMS and its practices. Where IQMS has still not been successfully implemented in most schools, I then look for challenges experienced by schools in the implementation of IQMS.

I also explored the role and involvement of the Department of Education in quality assurance initiatives undertaken by schools in questions six and seven. In questions eight, nine and ten consideration was given to the possible contributions of IQMS in terms of the continuous improvement of quality in schools. The interview was finally

concluded with question eleven, inviting different perspectives or 'voices' from the participants.

#### **4.4.4.5 Transcribing the interviews**

The increased use of qualitative research, especially its application, requires robust data collection techniques and the documentation of research procedures. According to McLellan, MacQueen and Neiding (2003), the inappropriate or inadequate preparation of transcripts from audio or original recordings can delay or negatively affect the analysis process. Although no universal transcription format is adequate for all types of qualitative data collection approaches, Mergenthaler and Stinson (1992) believe that word forms and the form of commentaries should be kept and the use of punctuation as close as possible to speech presentation and consistent with what is typically acceptable in written text. These authors concede and explain that transcripts should be an exact reproduction, comprising a verbatim account, without premature reduction of the text.

#### **4.4.4.6 Organizing the interview data**

The length of interviews ranges between 9 to twenty pages (see Appendix D). I used thematic networks which are simple ways of organizing the thematic analysis of qualitative data to unearth the themes. According to Stirling (2001) the analytic steps can be split into three broad stages: (a) the reduction or breakdown of the text; (b) the exploration of the text; and (c) the integration of the exploration. In arranging the themes I took themes derived from the text and assembled them into similar coherent groupings, comprising themes about IQMS practices and IQMS systems.

## 4.5 DATA ANALYSIS

Data analysis is a vehicle used to generate and validate interpretations, formulate references and draw conclusions (Onwuegbuzie and Teddie, 2003) . The data analysis plan is diagrammatically adapted and presented below.

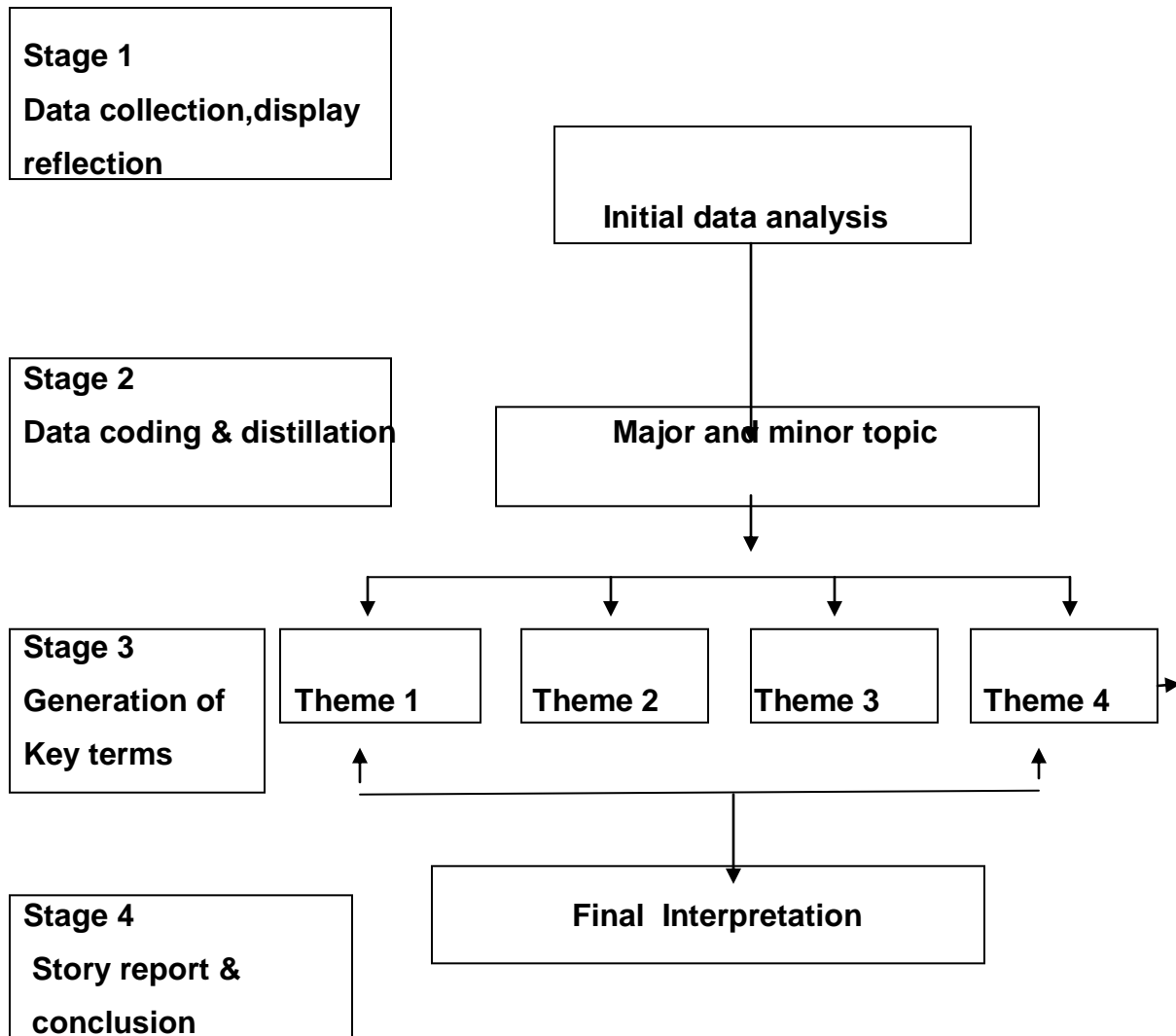


Figure 4.3: Data analysis plan

Adapted from Creswell (2002)

### **4.5.1 Qualitative data analysis**

The process of analysing qualitative data involves making sense of textual data obtained from semi-structured interviews. Tape-recorded data obtained from the transcribed interviews became the main source of data for this research and will be kept in a secure place. Data was transcribed and coded according to the different categories. Firstly, the data was organised and prepared for analysis by translating the recordings of the semi-structured interviews. The researcher then read through all the data to obtain a general sense of the information and to reflect on its overall meaning. This was followed by a detailed analysis using a coding process. The text (transcribed interviews) was then organised into categories Eg. Inspection, quality assurance, IQMS, DoE, improvement. The researcher then constructed themes that captured recurring patterns and then grouped it finding commonalities and differences essential to the study, Eg. Quality assurance before IQMS and the role of IQMS.

The themes and sub-themes that appeared as major findings were divided into separate sections for example: Major themes: Inspection/Quality assurance before IQMS; Quality assurance in schools; IQMS and quality assurance, with sub-themes (developmental aspects of IQMS, challenges associated with IQMS, and Support and Interaction with the DoE); and Continuous school improvement. The themes display the multiple perspectives of the participants and are supported by specific evidence from the raw data (verbatim transcriptions from interviews). The themes were then presented in a detailed discussion in the form of a narrative passage to convey the findings of the analysis.

#### **4.5.1.1 Structural Coding**

The next step in the qualitative data analysis was to make large qualitative data sets more manageable for thematic analysis. Babbie (2007) stipulates that coding analysis is essentially a coding operation. Coding is a process of transforming raw data into standardized form. An effective method according to MacQueen and Milstein (1999), is to develop and apply a series of “structural” codes to the data, The term structural code

refers to question-based, rather than theme-based codes (MacQueen & Milstein, 1999). This approach works for data collected, using structured and semi-structured or focus group guides that have probes and discrete questions that are repeated across multiple files in a data set. Each discrete question and its associated probes are to be assigned a code that is then applied or linked to the question and subsequent response text in each data file (Namey et al.,2007). These code names include a prefix for the domain (e.g. IQMS-Cont Imp.) and an identifier for the question topic, (e.g. “ IQMS and continuous improvement”) In each interview transcript, the code was applied to the section of the text that included both the interviewer’s question and the participant’s response. Once all data was structurally coded, it enabled the researcher to easily sort through the data by question or domain to contextualize the data included in specific analysis (e.g. an analysis on teacher development through IQMS). In so doing, data from related questions can be easily consolidated and extracted from the full data set for further analysis (Namey, et al., 2007 ). Coding was also be used to describe schools as School A, School B, School C, and School D. Principals were referred to as P 1; P 2; P 3; P 4; while deputy principals were referred to as DP 1; DP 2; etc.; senior teachers as ST 1; ST 2; etc.; Heads of Department as HoD 1; HoD 2; etc. and post level one teachers as T 1; T 2; etc.

According to MacQueen and Milstein (1999), structural coding as illustrated above acts as a labeling and indexing device, allowing researchers to quickly access data relevant to a particular analysis from a larger data set as this makes the analysis of copious data more efficient. In this study, the researcher collected raw data from schools in the Buffalo City Metropolitan area in the Eastern Cape Province.

Themes emanated from the different responses by the respondents. The main focus of the analysis was to explore whether teachers’, principals’, and SMT members’ perceptions on IQMS can be utilized to re-invent IQMS toward continuing quality improvement and self-improvement in primary schools.

According to Namey, Guest, Thairu and Johnson (2007), thematic analysis is more involved and nuanced, as it moves beyond counting explicit words or phrases and focuses on identifying and describing both explicit words or phrases, as well as

identifying and describing both implicit and explicit ideas. With the semi-structured interview schedule used, both an inductive and a deductive approach was followed. The interview schedule served as a guide to ensure that information relevant to certain aspects was covered; however, this did not bind participants to adhere strictly to the questions asked. Thus, participants had the freedom to elaborate on issues that were not necessarily covered in the schedule, but which they felt were important.

Reliability is of greater concern with thematic analysis than content analysis, because research analysts must interpret raw data in order to apply codes and because interpretations may vary across analysts (Namey et al., 2007). The boundaries of the given analysis was also delineated with a comprehensive analysis plan for data reduction. This plan, according to Namey et al. (2007) can include guidelines for data set reduction, including whether all the data will first be coded in an exploratory analysis, whether it will be partitioned in a way appropriate for theoretical analysis and hypothesis testing, or whether some data will simply not be included in a specific analysis. Eliminating data not relevant to the analysis at hand or extracting the relevant data that are relevant, is usually the first and arguably the simplest form of data reduction according to Miles and Huberman (1994). Miles and Huberman explain the data reduction process utilized in this analysis as follows: “Data reduction is not something separate from analysis, it is part of the analysis. The researcher’s decisions – which data chunks to code and which to pull out, which evolving story to tell – are all analytical choices. Data reduction is a form of analysis that sharpens, sorts, focuses, discards and organizes data in such a way that final conclusions can be drawn and verified.”

In this research all the data was compiled from one data collection instrument, namely semi-structured individual interviews with principals, SMT members and post level one teachers; thus the researcher had to make a decision about the type of data to be selected from the larger data set. The researcher’s primary guide in these data reduction decisions was a clearly defined analysis objective based on the research questions addressed in this research.

## 4.6 REFLEXIVITY

Reflexivity is another attribute that the researcher should have. This is a process of reflecting critically on self as researcher, the human instrument (Guba & Lincoln 1981 in Denzin & Lincoln, 2008). Reflexivity forces the researcher to come to terms with the research problem, the participants and with the self (the many roles one plays in the research). Shulamit Reinharz (1997) as cited in Denzin and Lincoln (2008) contends that in qualitative research, the researcher does not only bring the self, but also creates the self in the field. She further suggests that researchers bring in three categories of self into research: research-based self, brought self (the self that historically, socially and personally creates one's personal standpoint) and situationally created selves. All these have a bearing on how one conducts a research. Hence, reflexivity requires the researcher to interrogate each of the selves he or she brings along into the research to be able to collect, analyse and present the multiple truths in qualitative research. Jupp (2006) also contends that reflexivity is a "process of monitoring and reflecting on all aspects of a research project from the formulation of research ideas through to the publication of findings and where this occurs, their utilization." In tandem with the definitions of reflexivity cited above, I endeavoured to achieve reflexivity through self examination, examination and re-examination of all the processes throughout the research process. As such, the whole process of carrying out this research adopted what the researcher terms a "seesaw approach" in which one returns continually to points already considered.

Given that research is largely an intuitive action, I had to reflect on my thoughts and actions. I have constantly judged my thoughts and actions and the feedback loop played a crucial role as it enabled me to make the necessary adjustments. Starting with the research topic, problem statement, research questions and methodology, I would continuously reflect and scrutinize what I had written with the desire to improve. This recursive process improved my comprehension and understanding of the self and the context. I was focused on the present with an eye to the future and this perspective motivated and encouraged me to change each day while conducting this study.

The reflective process involves introspection and a deep inward gaze into every interaction with participants during interviews and was used as a tool to improve my interactions, my thoughts, feelings and behaviour. Lastly, as a researcher who investigated epistemological assumptions, I was not only interested in description, understanding and change, but in critical progress.

## **4.7 QUALITY OF THE RESEARCH**

Some authors regard trustworthiness and rigour to be synonymous (Meyrick, 2006). For the sake of this research, I use them as synonyms. Trustworthiness refers to credibility and validity of qualitative research (Johnson, 1997; Rule & John, 2011). However, some qualitative researchers reject the framework of validity that is accepted more in quantitative research, basing their assumption on the believe that there is no single truth or single external reality. For example, Padgett (1998) as cited in Bowen (2005) proposed six strategies of enhancing rigour which are: prolonged engagement, triangulation, peer debriefing and support, member checking, negative case analysis and auditing. Lincoln and Guba (2000) also proposed four criteria for judging the soundness of qualitative research and offered alternative criteria for judging qualitative research as opposed to the traditional criteria for judging quantitative research. The criteria pertaining to qualitative research are discussed below:

### **4.7.1 Trustworthiness**

According to Lincoln and Guba (1985) with respect to trustworthiness the basic issue is simple: How can an inquirer persuade his or her audience (including self) that the findings of an inquiry are worth paying attention to, worth taking account of? What arguments can be mounted, what criteria invoked, what questions asked, that would be persuasive on this issue?

Using the criteria outlined by Lincoln and Guba (1985) and Potter (1996a), the following discussion will establish the trustworthiness (or rigour) of the study by auditing the events and influences on the research process and my reactions to them. Koch (1994)

notes that although the readers may not share the interpretation presented by the researcher they should be able to follow the way in which it was derived. Each of us brings to the analysis our own preconceptions that influence the dialogue between researcher and text or the reader and the interpretation. My own prejudices and preconceptions are what will be discussed below. During the period of this study these initial beliefs were challenged and re-scripted, a process that continues as part of the constant dialogue that sustains and creates knowledge.

#### **4.7.2 Credibility**

Lincoln and Guba (1985) suggest a number of techniques that make it more likely that credible findings and interpretations will be produced: activities in the field that increase the probability of high credibility, peer debriefing, negative case analysis, referential adequacy and member checks. Of these techniques, four were adopted during this study: activities in the field, peer debriefing, member checks and negative case analysis. The latter criterion has been considered as being synonymous with Potter's (1996b) concept of deviant-case analysis.

##### **4.7.2.1 Activities in the field**

With respect to activities in the field that increase the probability of high credibility, Lincoln and Guba (1985) suggest three techniques: prolonged engagement, persistent observation and triangulation.

My professional training and my engagement with education as a teacher, school principal and lecturer has facilitated and influenced my interest in the improvement of quality in schools. The concern for the lack of improvement and development in schools shifted my attention to quality assurance and IQMS in particular. With my lecturing responsibilities involving the training of in-service and pre-service students and principals, sufficient time in this field enabled me to learn and to understand why

teachers' understanding and talk about IQMS was not the integrated approach that could afford continuous improvement.

#### **4.7.2.2 Debriefing sessions**

This involves exposing the work to a disinterested peer in order to illuminate aspects of the research that might otherwise remain implicit. Lincoln and Guba (1985) argue that this should not be undertaken by those in authority over the doctoral researcher such as members of the research committee. This aspect of trustworthiness is consistent with Potter's (1996) criterion of readers' evaluations, in which readers are able to make their own evaluations and suggest alternative interpretations.

My supervisor read the entire work as it progressed and provided written feedback, which gave an opportunity for reflection on the *honesty* and *accuracy* of what I was producing. These regular discussions with my promoter, who also shared her experiences and perceptions on this topic, widened my vision. I used these collaborative sessions to discuss alternative approaches, whilst my attention was also drawn to flaws and a proposed course of action.

Peer debriefing was also ongoing through discussions with two other peers who were also engaged in similar PhD projects, colleagues and other academics, who did not only challenged my assumptions, but their discussions also provided fresh perspectives to the study. My closeness to the study has somehow frequently inhibited my ability to view it with real detachment and these new perspectives helped me to develop greater explanation for the research design and also assisted me to strengthen my arguments in the light of the comments made.

#### **4.7.3 Transferability**

Lincoln and Guba (1985) argue that it is not the responsibility of the researcher to "provide an *index* of transferability." The responsibility of the researcher lies in providing sufficient contextual data, or "thick description", such that the reader can make a

judgement of transferability. Thus, Sandelowski (1986) proposes the notion of *fittingness*: A study meets the criteria of fittingness when its findings can 'fit' into contexts outside the study situation and when its audience views its findings as meaningful and applicable in terms of their own experiences.

#### **4.7.4 Dependability**

One way in which the study can be shown to be dependable is through an audit (Lincoln & Guba, 1985). As Sandelowski (1995) notes, a study and its findings are auditable when another researcher is able to follow the decision trail used by the investigator in the study. This requires explicit discussion of the theoretical, methodological and analytic choices taken throughout the study.

In the present study the findings from earlier writers in the field are contrasted with my findings in a critical way, while acknowledging multiple versions or readings of any text to consider the usefulness of one to the other. Finally, readers' evaluation is made possible as a result of the presentation of the transcripts alongside the interpretations made. As skilful interactions, judgements can be made by the readers about how IQMS can promote continuous improvement.

#### **4.7.5 Confirmability**

According to Lincoln and Guba (1985), confirmability can be achieved as part of the audit to determine dependability, a process that is supported by keeping a reflexive journal. I kept a diary as a reflective tool throughout the journey of this study. I posted insights, questions, issues to explore, matters to return to and so forth. The diary contained (i) *personal notes*, on which questions, emerging insights and new directions were posted; and (ii) *methodological issues* which signalled areas for further exploration.

#### **4.7.6 Authenticity**

Lincoln and Guba (1989) proposed five authenticity criteria: fairness, ontological authenticity, educative authenticity, catalytic authenticity and tactical authenticity. As the authors themselves note, these criteria have not been received without challenge (Lincoln & Guba, 2000).

Ontological and educative authenticity respectively relate to the raised awareness of both the research participants and those who surround them and the extent to which the research helps those involved become aware of one another's perspectives. Authenticities are concerned with the ability of an inquiry to prompt action on the part of the research respondents and the involvement of the researcher.

Catalytic authenticity describes the extent to which action is promoted by the research process (Coleman, 2001). Thus, having offered a deepened construction of quality assurance and IQMS in particular, participants and other relevant stakeholders should now be moved to some form of action or decision-making about the essence of a culture of continuous improvement in schools.

According to Coleman (2001), tactical authenticity is based on the assumption that wanting to make a decision or undertake action is notable, but there is a lack of power to do so in a meaningful way. Thus, in this study, participants did not only learn and come to understand the importance of change that should lead to the re-invention of IQMS, but also are empowered to take action if required to do so.

#### **4.7.7 Coherence**

By *coherence*, Ballinger (2006) means the extent to which the aims and methods of a piece of research match and link to the way the researchers account for their role. This study can be regarded as an extension of previous and other studies on quality assurance in schools and IQMS in particular. An observation of research findings in this field enabled me to identify a gap in knowledge, which gave rise to this research.

Furthermore, various recommendations for further research are made, which will serve the purpose of a follow up on this research.

## **4.8 ETHICS**

Wassenaar (2006) claims that, one of the most important aims of research ethics is to protect the welfare of research participants. In undertaking this research the philosophical principles guiding ethical research were observed as closely as possible. Wassenaar (2006) mentions four basic principles applicable to research, namely: autonomy and respect for dignity of persons, nonmaleficence, beneficence and justice. In addition to Wassenaar's proposed guidelines, other researchers' views were also used to guide my ethical conduct in this project.

### **4.8.1 Autonomy and respect for the dignity for persons**

One of the ethical requirements for research on human respondents is that the researcher must obtain informed consent from respondents (de Vos Strydom, Fouche & Delport 2002; Wassenaar, 2006). According to Wassenaar (2006) the autonomy principle "finds expression in most requirements for voluntary informed consent by all research participants." The consent form of this study was a way of ensuring that the prospective respondents understood the nature of the research and could voluntarily decide whether or not to participate. The assurance protects both parties; both the participant whose autonomy is respected and the investigator, who otherwise faces legal hazards (de Vos et al., 2002). A copy of the consent form can be found in Appendix B.

#### **4.8.2 Nonmaleficence**

Wassenaar (2006) explains that this principle of nonmaleficence “supplements the autonomy principle and requires the researcher to ensure that no harm befalls research participants as a direct or indirect consequence of the research.” In this study I guaranteed the participants’ anonymity. This was done by not publishing the participants’ real names, and the real names of their schools. Verbal consent was then tape recorded. In doing this I made sure that the participants understood the aims of the study, that they would be making a time commitment and that they were also agreeing to reveal their knowledge and experiences. The written consent form was left with the respondents to ensure that they could read it later if they had any questions about the process after I had left the site.

The language used in my interview schedule was simple and direct. As explained previously, participants were allowed to code switch to the language of their choice even though interviews were conducted in English. This was done to ensure that language did not become a barrier to their participation.

#### **4.8.3 Beneficence**

The principle proposed by Wassenaar (2006) “obliges the researcher to attempt to maximise the benefits that the research will afford to participants in the research study.” I avoided voyeurisms and gave the best of my ability to ensure that the participants gained knowledge about IQMS. Even though I cannot make claims that the cohort of educators interviewed in this study benefitted from the findings of the investigation I will continue to teach educators in this field which will afford me the opportunity to ensure that educators are made aware of the ‘unintegrated’ nature of IQMS and how best this status quo can be improved towards continuous improvement.

#### **4.8.4 Justice**

The principle of justice is complex. According to Wassenaar (2006) this principle dictates the respondents are being treated by the researcher with fairness and equity. It also includes the fair selection of respondents. As already indicated, the participants were given the right to decide whether they wanted to take part in the study. They were also given the right to withdraw at any moment in the course of the study. There was also no form of discrimination towards any particular gender, as both males and females participated in this study. Diverse schools were sampled, and included rural, township and urban schools.

#### **4.9 METHODOLOGICAL CHALLENGES**

The most serious challenge that I encountered that was particularly irksome, was the reluctance of teachers in one of the schools to take part in the research, after they had initially agreed to do so. Much time and effort was wasted 'searching' for teachers to substitute them. A feud between the principal and his staff in one of the other schools resulted in an unwillingness of teachers to partake in the study. This delayed the entire research process as a new school had to be found.

#### **4.10 SUMMARY**

This chapter has addressed the research design and methodology, covering different aspects pertaining to these components. The research process is outlined and strategies employed in the data collection process were presented, with detailed motivations to strengthen my argument for using them. Ethical dimensions and reflexivity were employed to evaluate the rigour and quality of the study. Methodological challenges encountered during the data collection process conclude the chapter.

## CHAPTER 5

### PRESENTATION AND ANALYSIS OF DATA

#### 5.1 Introduction

- This chapter focuses on the presentation and the analysis of data collected. In this chapter the views of principals, school management team members (SMTs) and post level one teachers who are part of the Developmental Support Group (DSG), are analyzed in order to find answers to the main research question and associated sub-questions as detailed in previous chapters (1 and 4). The main research question is: ***How do IQMS practices promote continuous quality improvement in schools?*** The sub-questions are: ***What IQMS practices promote continuous quality improvement?*** and ***What IQMS framework would contribute towards a culture of continuous improvement?***

In this chapter, only the main research and the first sub- question are taken care of in this chapter. The question on framework towards continuous improvement forms part of the chapter on the discussion of findings in chapter six (see 6.3).

#### 5.2 DATA ANALYSIS

According to Mutshinyani (2002), data analysis comprises three concurrent flows of activity, namely: data reduction, data display and the conclusion drawing and verification. The three activities are discussed below.

##### 5.2.1 Data reduction

Mutshinyani (2002) and Miles and Huberman (1994) cited in (Dhlamini 2009) refer to this process as the selection, simplifying and transforming of the data that appear in

written-up field notes or transcriptions. In the fieldwork of this study data was collected from school principals, school management team members (SMTs) including heads of department (HoDs), deputy principals, senior teachers and post level one teachers who were part of the developmental support group (DSG). The researcher only used critical information which is in line with the objectives of the study to analyze and interpret.

### 5.2.2 Data display

Dhlamini (2009) considers the most important challenge to place raw data into logical, meaningful categories, to examine them in a holistic fashion, and to find a way to communicate this interpretation to others. It is in this sense that this author asserts that the process of analysis requires creativity.

In this study a total number of fourteen educators were interviewed using the interview schedule in Appendix D. Table 5.1 shows the presentation of the number of participants by position (ranks).

**Table 5.1 : Presentation of the number of participants by position (ranks)**

Name of school		Number of Interviews conducted	Number of Principals interviewed	Number of SMT members interviewed	Post level one teachers interviewed
School	A	3	1	1	1
School	B	4	1	1	2
School	C	4	1	2	1
School	D	3	1	1	1
<b>Total</b>		14	4	5	5

Coding is used to describe the four schools as School A, School B, School C and School D. Schools are representative of schools from three of the previous departments of education and comprise two schools from the former Dept. of Education and Training; one school from the former House of Representatives and one school from the former Cape Provincial Dept. of Education (Ex-Model C). In school A the principal, one SMT member and one post level one teacher were interviewed. In school B the principal, one SMT member and two post level one teachers were interviewed. In school C the principal, one SMT member and one post level one teacher were interviewed, whilst the principal one SMT member and one post level one teacher were interviewed in school D.

During the interview process, participants were also asked to respond to demographic questions about themselves, which included gender, the number of years teaching experience, and years experience as a SMT member. These responses are presented in the tables below.

**Table 5.2: Presentation of the number of participants in relation to gender**

<b>Position</b>	<b>Male</b>	<b>Female</b>	<b>Total</b>
Principal	2	2	4
Deputy Principal	0	1	1
HoD	1	1	2
Senior Teacher	1	1	2
Post level 1 teachers	1	4	5
<b>Total</b>	<b>5</b>	<b>9</b>	<b>14</b>

Principals comprise two males and two females. Only one school has the services of a female deputy principal. Two HoD's comprising a male and a female (schools C and D) were interviewed, whilst two senior teachers also comprising a male and a female, were respectively interviewed in schools A and B. One post level one teacher, ( comprising three females and two males) was interviewed in each of the four schools.

**Table 5.3: Presentation of the number of participants in relation to teaching experience**

<b>Position</b>	<b>1-5 years</b>	<b>6-10 years</b>	<b>11-15 years</b>	<b>16-20 years</b>	<b>20&gt;</b>
Principal					4
Deputy Principal					1
HoD			2		
Senior Teacher					2
Post level 1			1	1	3
<b>Total</b>			3	1	10

The number of years teaching experience for both HoD's range between eleven and fifteen years. Two post level one teachers have between eleven and fifteen years and sixteen and twenty years experience respectively, with twenty years and more for each of the remaining three. The deputy principal and all four principals have teaching experience of twenty years and more.

**Table 5.4: Presentation of the number of SMT members in relation to experience in years**

<b>Position</b>	<b>1-5 years</b>	<b>6-10 years</b>	<b>11-15 years</b>	<b>16-20 years</b>	<b>20&gt;</b>
Principal	2	1		1	
Deputy Principal			1		
HoD	1	1			
Senior Teacher		2			
<b>Total</b>	<b>3</b>	<b>4</b>	<b>1</b>	<b>1</b>	

Two of the principals are newly appointed with between one and two years experience in their newly appointed positions. The experience of one principal ranges between six and ten years, with only one principal with sixteen years and more. The experience of the two Heads of Department (HoD's) ranges between one to five years for one and six to ten years for the other, whilst the experience of both senior teachers ranges between six and ten years.

### **5.2.3 *Practices and systems that drive the process of continuous improvement?***

#### **5.2.3.1 Practices**

In this theme IQMS was seen as a practice that constructs a culture of continuous improvement in quality. If culture can be defined as a set of shared attitudes, values, goals and practices that characterize an organization, then the categories of participants' responses can be seen as examples of how people construct a culture of quality consciousness and therefore continuous improvement practices within their schools. Responses from each category and their interpretation follow. Within this

context, there seem to be two main components that contribute towards the construction of such a culture, working together and constant communication and collaboration.

### **(a) Working together**

Communities of practice are a shift from individual acquisition of practical skills and knowledge to a collaborative effort that moves outward to practice. According to Wenger (1998), they determine what the purpose of their joint work is, they come to understand what activities are valued, and they establish norms for relationships amongst members.

In reference to this theme the participants shared their experiences of professional development achieved through working together. The following extracts made reference to collaboration as a means to continuous improvement:

*P 1: So IQMS has brought something new, that the teachers has to build themselves to be communities of practice, to establish professional learning communities where each one learns from the other.*

*T 1: First of all, I have got my DSG you know, and when you plan your lesson, you plan together. Yes, yes I also agree with IQMS, because we do things together and we are free, you don't have to be afraid of somebody.*

From these participants we learn that the participants claimed that working together as professionals helped them to learn from one another. P 1 reveals how educators engage in joint activities and discussions, helping each other and sharing information. T 1 refers to the fact that working together as colleagues takes away the spirit of fear and promotes learning as a community, as she says: "... agree with IQMS, because we do things together and we are free, you don't have to be afraid of somebody." This

participant also highlights the development of professional autonomy amongst educators, not only associated with feelings of empowerment, but also speaks of feelings of continuity that enables educators to work independently and interdependently, without external supervision.

According to this participant, it appears that working together generates a feeling of liberation. In a situation where people feel liberated it gives expression to creativity and freedom to improvement on practice.

The claims made by the participants in this theme are consistent with several findings on the advantages of a culture of collaboration towards school development and continuous quality improvement. Du Four (2004) asserts that educators who build a professional learning community recognize that they must work together to achieve their collective purpose aimed at improvement in student achievement.

Rizk and Al-Alusi (2009) state that an increase in cooperation does not only lead to a positive environment that facilitates change and ensures staff development, but also leads to continuous improvement. This view is also supported by Khan (2009) who postulates that internal cooperation manifests itself in teamwork, unity of purpose and mutual trust and respect for all, participation at all levels and a shared approach throughout the organization. Spillane and Seashore (2002) considers that collaboration underpins and is indeed at the heart of school improvement initiatives.

The following section: constant communication and collaboration takes forward the foregoing discussion on the culture of collaboration towards school development and continuous quality improvement.

### **(b) Constant communication and collaboration**

In this section constant communication and collaboration are seen as tools through which individuals share information and ideas in a formal way. In this sense the teachers share information and their point of views as they converse and talk. EQAO (2009) regards communication as a key component of school improvement planning.

The following claim is an example of how this respondent makes reference to communication and collaboration.

*P 1: Yes I think IQMS has made a contribution in the sense that it has breached the gap between staff members, it has improved communication. Now as a principal I'm not heading the school, but leading the school from the center, because I am always in the center. We always sit together, we give each other feedback and discussions, we are always together. We are promoting the community of practice now, because that's what IQMS has done for us.*

From this extract we learn that the participant makes particular reference to the spirit of collaboration that exists in the school, when she says: *"IQMS has breached the gap between staff members and has improved communication."* The important role that the principal fulfills as collaborative leader is also highlighted. The participant feels that IQMS promotes collaboration and collegiality amongst staff and school leadership. This is seen to create what they view as communities of practice. A community of practice can be seen as a vehicle within which continuous improvement activities are evident.

The claims made by this respondent are congruent with the views of Du Four (2004) who states that collaborative conversations call on team members to make public what has traditionally been private, goals, strategies, materials, pacing questions, concerns and results. According to Du Four (2004), these discussions and conversations give every teacher someone to turn to and talk to, and they are explicitly structured to improve the classroom practice of teachers, individually and collectively. Ruben (2002) adds that collaborative leadership does not only contribute towards effective team work, but distributes power, authority and responsibility across the group, as it fosters shared commitments.

The above data shows that IQMS practices either seem to promote continuous improvement at school level, or appear to undermine even the possibility of continuous improvement. These are embedded within the culture of a school. The following section

deals with the systems that are in place that drive the process of continuous improvement in schools.

However, for communities of practice to succeed, there must be internal and external capacity, transparency, trustworthiness in the evaluation process and focus should be on quality as opposed to scores and monetary incentives.

### **(c) Lack of internal capacity**

The following are examples of how participants made reference to time constraints, work overload and lack of manpower as factors that impact negatively on the continuous developmental aspects of people and schools. HOD2 says:

*HoD 2: Visiting classes is very time-consuming. The same HoD can be chosen by sometimes up to four teachers, meaning that he/she will have to leave his/her own class. Teachers who are part of the DSG's also have to leave their own classes. As a HoD I am for instance responsible for all the foundation phase teachers which is also a lot of paperwork.*

*P 1: I was going to talk about human resources, because for instance I am a school principal, yet I am a class teacher as well. I don't have one subject here, that whole class belongs to me, because there is no teacher to teach grade 4 in the school, so I am juggling between administrative work as well, so there is a gap, I am doing two jobs that are supposed to be done by two people. We do not even have a clerk to assist with all the paper work.*

*T 3: I know a lot of teachers are complaining about the extra forms and things that they need to complete, maybe that is another negative, because teachers are already overloaded with so much work and then they still need to do that IQMS, so that is like extra work for us, so you can just add that as a negative as well.*

HoD 1: *Educators see IQMS as a form of work overload and additional work.*

The extracts show that the participants do not see IQMS as a lived quality management practice. They see it as an 'added on' to their already heavy workloads. Hence the talk of IQMS as 'time consuming' and 'paper chasing'. To these participants it means more administration work and something that is obligatory rather than a system to assist and to improve quality on a continuous basis. If people understand IQMS in this way, then it means they lack the internal capacity to be guided by quality management as an integrated system for continuous improvement. This is one of the gaps that the external IQMS officers can fill as part of their support visits. Unfortunately this does not seem to be the case.

**(d) Lack of external capacity**

The following extracts are examples of how participants make reference to the lack of capacity amongst EDO's to fulfill their functions

*P4: No support as officials from the DoE hardly visit the school to discuss scores or aspects of development. Education Development Officers (EDO's) fulfill the roles of messengers or are occupied with other functions for which they are they have not been appointed or are convening meetings.*

*T4: Communication with the DoE is problematic, there is no teamwork with the DoE, on how to improve quality in schools, also no training in supervision and how to implement IQMS properly.*

*ST 2: I have been to a workshop in 2010, we were all sleeping there. No one actually heard what was said, we were all sleeping, only thing that was done, was reading from the screen. They don't have their own programmes of action to guide schools.*

*T 2: When they enter the school, they are always in a rush. Everything is haphazard on the side of the DoE. There are no demonstrations, only theory, yes the need to be work shopped themselves.*

Lack of external capacity is conceptualized as rushing around with no proper agenda to guide schools; it is seen as a waste of time where people become bored and fall asleep at workshops; there is no clear purpose for carrying out various tasks or guidance and support given to schools. This leaves a vacuum in terms of quality improvement and people development. This ultimately undermines the role of external quality assurance.

The participants' views in this study are in agreement with Hariparsad et al.'s (2008) findings that officials from the district office, acting as facilitators during workshops, are not competent to conduct training. According to these authors, they are unable to answer the participants' questions and in some cases provide contradictory information. This view is supported by Rabichund (2009), who asserts that the district office and department of education have no clear plan for supporting its schools as well as proper follow up procedures. The findings of the study also support Hersey and Blanchard's (1993) edict that the actions of district officials demonstrate that they are empowered to instruct, as opposed to providing support during the implementation of quality assurance policies by assisting their schools and providing constructive feedback on the proposed implementation plans (action plans) linked to the schools' improvement plans. Furthermore, one of the most significant findings of the IQMS progress report 2011/12 reveals that the support of circuit managers and district officials in the Eastern Cape is inadequate, as they do not visit schools to provide support in relation to IQMS processes and outcomes.

### **(e) Bias in the evaluation process**

The following extracts are examples of how participants made reference to the IQMS scoring and rating scales, which according to them are the main source of biasness, favouritism and dishonesty during the evaluation process.

*T3: Since we have started with IQMS, I feel it is the biggest farce that they have introduced, because some teacher that I know, they don't work, but yet they give themselves like high scores. I know that some of the teachers they don't perhaps do sport at school, but yet they score themselves a 4 and those who do sports also get exactly the same mark. I feel this is a very unfair system, absolutely. And some teachers do not even prepare lessons, but yet they score themselves a 4. They are not truthful when it comes to scoring and really dishonest.*

*P3: The mismatch in the scores for baseline assessment and the final assessment is a big problem. Let me explain. Teachers would be given scores of 3 and 4 for the baseline assessment and also 3's and 4's for the final assessment. My question is: Where is the development part, meaning that they don't need development and therefore not developed at all.*

*P4: The scoring of IQMS has too many flaws, for e.g. the rating scale makes provision for scores of 1-4. Giving a principal or teacher a 4 means that the person is excellent or perfect. However, educators would like to be given 4's which means that they are excellent. Educators do not realize that a score of 2 is already an indication of a teacher's competence, meaning that you are already doing what you are suppose to do, whereas a 4 is an indication that a particular educator has gone far beyond his/her duties.*

*ST 1: People will always choose somebody who is going to ... who knows that ...okay I will choose my friend who, if I give her a 4, she will also give me a 4 when she is evaluating me, so I will take my friend. Yes the scoring is very problematic, because the peer will say I will give her a 3, but you will also have to increase your mark to 3. You are therefore not honest*

*toward yourself and the teacher.*

What is disturbing about the above quotations is that the spirit of performance appraisal is lost in the scramble for 'best' scores and pursuit of camaraderie. Here it can be seen that the system is being seriously undermined instead of being guided in the selection of appraisers, based on professional competency to appraise; a friend will be chosen instead. Accordingly, peer reviews are prone to lack of fairness and this is further accentuated by educators receiving inflated and unrealistic scores which are not a true reflection of their performance, but merely used to benefit from pay progression.

This seems to suggest that the scoring in IQMS can be regarded as a major weakness of quality evaluation in many schools and the need for re-invented techniques that will manage subjectivity, need to be advocated.

The perspectives of the participants are in corroboration with Grant and Singh's (2011) line of reasoning that many people will often cross ethical boundaries to earn rewards, often choosing the shortest, easiest path, convincing themselves that the ends justify the means. Marneweck (2007) indicates that the rating system of the IQMS can lead to confusion. This view is supported by Biputh and McKenna (2009) who postulate that confusion exists about the IQMS as a supportive form of professional development, or as a device for assessing educator competence, rewarding the effective and dismissing the ineffective. De Clercq (2008) concluded that the combination of appraisal for development and performance management with a common appraisal instrument like the IQMS sends ambivalent messages to school staff who can be tempted to use the instrument for the sole purpose of rewards and not for development purposes.

**(f) Focus on incentives rather than quality**

The initiation of a monetary increment is viewed as a drawback that inevitably impacts negatively on the spirit of development and continuous improvement. In this context, the developmental agenda of IQMS is completely subsumed by the drive for salary progressions, rewards and incentives. This is exhibited in the affirmations of the following educators:

*ST 1: I think if it can be disassociated with money, ja, I think so that IQMS is not associated with money, but with development. If the monetary value of IQMS can be taken away and it is done for development, not for monetary purposes. Because people will say IQMS, I want this percentage, because I want to get grade promotion, they don't really do it for development, they do it for money.*

*DP 1: The negative thing about IQMS is that maybe a teacher will just perform in order to get money. That's the negative part of IQMS.*

*ST 1: If you go to each and every teacher here and anywhere, the first thing you say IQMS to the teacher, and ask them to say something that comes into mind, the teacher will say money. nobody will say IQMS – development.*

*ST 2: The problem with IQMS is the monetary attachment attached to IQMS, that's the problem with IQMS. That's the monetary attachment, because people don't want to be given 2's, they want to be given 3's and 4's that's the problem. So there is really no 100% quality assurance.*

Evidence in this section revealed that the incorporation of incentives alters the focus from development to pay progression, which inevitably leads to participants' involvement in IQMS practices as a self-centred activity, in the sense that their main motives are on salary progression and rewards, as opposed to development. The sole

purpose of educators is therefore not to enhance the quality of education per se, but rather for self interest and financial gain.

Grant and Singh's critique (2011) has been proven right in this study when they say that when strong financial incentives are in place, internal motivation will be reduced, as many employees will be performing their duties to receive compensation. Some of the views also correspond with that of Fitz-Gibbon (1996) who asserts that performance related pay is a waste of public money as employees still lack intrinsic enthusiasm and impetus for the process. According to Vroeijenstijn (1995b) the direct link to funding is a threat to quality assurance, because every assessment loses its value for improvement. Harvey (2002) believe educators are smart people: so they will find all ways to beat the system and by doing so try to get the money. In other words, a quality assurance system which threatens withdrawal of funding for underperformance, incites educators to hide weaknesses rather than engage in self-review for quality improvement. Thune (1998) also warns against a direct link between evaluation and money which to him points to the real danger of creating a compliance culture among educators.

### **5.2.3.2 Systems that drive the process of continuous improvement**

The participants were hard pressed to come up with any identifiable system within IQMS. They suggested practices that did not appear to have any systematic anchoring. This points to a gap in the design of IQMS. If the so called integrated system does not appear to have any system, then this casts doubt on the integration between the three policies of the quality management intervention. The following are vague references to the idea of the systematic nature of IQMS:

*P 1: As I have indicated before, IQMS is three-legged, because it looks at identifying areas of weakness in teachers so that they can be supported and developed. On the development side I can say that it is a good one, because it is actually looking at the quality of teaching and learning, as it involves the teachers and learners in the classroom observation ...*

*IQMS has got a part that the teacher is going to be observed, performing lessons in the classroom by the DSG so that strengths and weaknesses can be identified and he/she can be evaluated in terms of being given rewards.*

It can be seen from P1 above that there is an awareness of different components of IQMS working together to the extent that weaknesses identified in teaching and learning within a school can be used to support and develop teachers. The teaching and learning practice is related to the reward system which is sanctioned by the performance appraisal policy of the IQMS. The examples speak to the systems thinking, because one part is seen as related to the other.

P2 makes reference to the weakness of the school, implying an awareness of school wide perspective of areas of weakness, when he says:

*P 2: Yes, it has helped us to highlight the weaknesses of the school and helped us to see our weaknesses. Because of IQMS, there is now development in the school in terms of the school improvement plan.*

*ST 1: I think it helps us. There is also an improvement plan with IQMS, so it really helps us with improvement when we are doing our school improvement plan. I was sent on a three day workshop on financial management.*

It can be seen from P2's and ST1's words that the identified weaknesses are explained by reference to the IQMS policy of whole school development. The school improvement plan (SIP) is an important policy which enables the school to measure its own progress through the process of ongoing self-evaluation (Manual for IQMS 2005, Section 4.3). The participants' responses show that policies are used in isolation of each other; my contention is that systematic thinking therefore is difficult for participants to initiate or even accomplish successfully.

P2 reveals how the system of classroom observation informs the school improvement plan (SIP), when the respondent says: “... so it really helps us with improvement when we are doing our improvement plan.”

In all the above quotations in this section what is encouraging is that participants see themselves as taking part in internal quality management practices that if sustained, can lead to self continuous improvement.

The fact that the respondents made reference to the summative (improvement) role that IQMS plays is congruent with the views of several authors in literature like Vroeijenstijn (1995b), who postulates that the most important function of quality assurance is an analysis of strengths and weaknesses and the formulation of recommendations for further improvement Kis (2005) also asserts that criteria and procedures used in quality assurance systems are intended to strengthen the conditions and scope of educational institutions towards quality improvement. According to Kis (2005), linking quality to funding as is the case is with the developmental appraisal system, is important for accountability and is an incentive to improvement. This view is supported by Erwell (1999) who claims that performance based funding is aimed at rewarding excellence and stimulates lower performances to increase their efforts.

Good interaction and support generally refers to a process that encourages collaborative engagement and positive use of processes to help schools continuously improve the quality of teaching and learning. Successful site visits from external officials (EDO's) must provide the necessary supplement and perspective that will enable educators the opportunity to grow and improve their outputs.

### 5.2.3.2.1 External quality assurance system

As stated above the IQMS design speaks to both external and internal quality assurance systems. The external system is seen in the operations of the office from the district office, coming to school to support quality teaching and learning and to monitor Implementation of IQMS policies. ST1 states that:

*ST 1: The positive thing about IQMS is, like when my supervisor (EDO) was here, we had a discussion on the performance areas. I think there are twelve. In our discussion we came to an understanding that I am not going to take 3's and 4's here. I am going to take 2's, because I need development. So we decided that I should write 2 on strategic planning and financial management. And then I was sent for a workshop on these areas.*

This participant speaks about two IQMS policies, the performance appraisal and personal development plans. The external support from the district office is intended to appraise teacher performance and in so doing identify areas for improvement. If these areas of improvement were adopted and did indeed result in actual improvement in performance, it would create the capacity for continuous improvement.

External visits from the district are seen by P1 from a different perspective as she says:

*P1: As a school principal let me say the EDO (the department official of the school), he has come to the school first to IQMS me as the school principal. And I think it's a new thing that I have not seen before is for them to come and IQMS the school principal. Before what they did, they would come to the nearest school and combine the schools so that they can bring their IQMS documents and everything that they need and they will just sign.*

What is outstanding in P1's response is that IQMS is seen as an external policy imposed on the person, the principal and the school. This characterization of IQMS raises questions as to whether it is practised as part of the school's life world. This conceptualization of IQMS is further contradictory to the design of the IQMS as embodied in the three policies.

*ST1: We discussed marks and yes I don't think other EDO's consider the scores of each and every school for support. For Instance I am fortunate to have an EDO that is very supportive, he comes regularly to my school.*

This approach is also alluded to by ST1 where regular visits from the EDO are also seen as an advantage and support. The responses seem to suggest that the EDOs recognize and respect that educators can contribute to their own improvement.

These claims seem to suggest that the actions of this EDO are not based on power and that he does not function in an autocratic and imperious fashion.

The cooperation between external stakeholders (Department of Education) is essential as improvement "needs to be addressed more widely, less intrusively, and more interactively" between schools and the external stakeholders (Middlehurst and Woodhouse, (1995). External quality monitoring, such as professional dialogue and exchange of ideas seems to be most valuable in terms of continuous improvement of teaching and learning in schools, according to Horsburgh (1999). When egalitarian dialogue happens, participants are more likely to actively take responsibility for both the joint task in which they are involved and for the relationships they have with others. The recognition and respect of different types of knowledge raises awareness that each person has something to share, something different and equally important. Therefore, the wider the diversity of voices engaged in egalitarian dialogue, the better the knowledge that can be dialogically constructed (Flecha, 2000). Gosling and D'Andrea (2001) opine that external interventions and procedures should not be used to make

judgments about the personal performance of academics, but should be part of a dialogue to improve the programme. Open discussions also play a crucial role in minimizing subjectivity through transparency (ELRC,2003).

Apart from being the 'driver' of development initiatives, the principal has the overall responsibility to ensure that IQMS is implemented uniformly and effectively at the school. Thus, the role of the principal can be regarded as the primary internal system contributing towards the construction of a quality culture in the school that will lay the foundation for the continuous improvement of quality.

#### **5.2.3.2.2 Internal quality assurance system**

The external quality assurance support visits sow the seeds that create capacity for internal processes aimed at continuous improvement. However, this cannot happen without strong leadership. If the principal is seen as the person who sets the tone for the rest of the school in terms of how leadership and management practices are utilized and create a climate of motivation that enhances a shared management and leadership style, then the categories of participants' responses can be seen as examples of the collegiality and the role of the principal. The development of trust assists the principal in this regard.

The following claims are examples of how participants made reference to the role of leadership in the context of continuous quality improvement in schools:

*P4: "Continuous self-improvement can be achieved with strong leadership and cooperation from the entire staff. Schools without effective leadership will struggle to maintain and sustain continuous improvement."*

*T4: "There is improvement in our school, but not through IQMS, basically through the leadership and management in the school."*

DP1: *"To be a good leader you must have a passion for teaching and you must love children. Passion and love, that's the recipe. Yes we also need good leadership.*

T3: *"Well I am confident that the school will definitely improve itself without IQMS is a sense that the SMT must have good leadership skills and with good leadership skills anything is possible, because if you have good leaders you will definitely see improvement.*

T3: *"Yes with trust and commitment from leadership we can improve without IQMS.*

From these extracts it can be seen that the respondents explained how effective leadership is viewed as the driving force behind quality assurance practices for continuous quality improvement in schools. T3 highlights the importance of a collaborative leadership style when she says: *"Continuous self-improvement can be achieved with strong leadership and cooperation from the entire staff."* T4 attributes the development in his school to effective leadership and management in the school. DP1 and T3 claim that collegial leadership at school advocates that leadership should not only be collaborative, but also based on trust, passion, commitment and love. When these attributes exist, they affirm people and create the climate for creativity and that of continuous improvement.

Drawing from literature, Hargreaves (2010) explains that school improvement depends on strong and improved leadership. Hargreaves and Fick, (2005 and Bush, 2008) identify leadership as a key ingredient for quality assurance and self-improvement in schools, while Osseo-Asare, Longbottom and Murphy (2005) posit that 'leadership' is one of the critical success factors for sustaining continuous improvement in any organization. Kanji and Tambi (2002) view leadership as central and the most critical factor for the success of to all TQM implementations in educational institutions.

## **5.2.4 Tension in IQMS practices and systems**

The foregoing section revealed that IQMS policies are implemented in isolation of each other. This fact shows that the IQMS quality management strategy is not seen in a holistic manner. The sub-sections below provide evidence of tensions as a result of the lack of integration among policies.

### **5.2.4.1 Tensions between Performance and Development Appraisal**

The three IQMS policies are implemented in an integrated way in order to ensure optimal effectiveness and co-ordination of the various programmes. Within this context, one of the guiding principles of IQMS is to provide meaningful opportunities for continued growth. However, there can be little doubt that the appraisal/evaluation/measurement of an educator's quality is an issue that causes significant controversy among the professional teacher fraternity (Harisparsad; Bisschoff; Conley; du Plessis; Grobler; Hlongwana; Loock; and Mestry 2008).

Furthermore, the tension between accountability and development is compounded by the lack of integration between the three programmes. This calls for the re-invention of IQMS as a possible solution and a way to ease this tension.

In this theme, IQMS is seen as a summative approach for the purpose of accountability. Based on this view IQMS, can be seen as a system or procedures aimed at holding teachers and schools accountable for their performance, associating a range of consequences for their careers at the expense of development.

Within this context, participants share their views on how IQMS, to some extent, is trying to achieve improvement through accountability. The following extracts are examples of how participants made reference to this summative (accountability) approach within IQMS, which subsequently results in lack of development and the continuous improvement of quality in schools.

*DP 1: In many schools teachers are just doing their work for the sake of the instrument. Ja, it can be seen as window-dressing, that's what I am saying.*

*T4: No IQMS does not help us – just something on paper, but nothing in reality – just a paper exercise.*

From these extracts we learn that the participants claimed that IQMS is just done for the sake of compliance and seen as a form of “rendering an account” of what they are doing. DP1 emphasizes the procedural and compliance elements in IQMS when she says that teachers ‘*are just*’ doing their work for the sake of the instrument and views the entire IQMS process as a window-dressing exercise. This is further confirmed by T4 who states that IQMS “*is just something on paper.*” This stresses the central aspect of accountability and compliance as opposed to personal development.

This perception resonates with P1’s conception that IQMS is something ‘external’ to the school. Further to the claims made by these participants, HOD1 says that IQMS does not change the status quo of the people in the school.

The following extracts are examples of how participants refer to how accountability is taking precedence over development and improvement aspects of the people in the school:

*HoD 1: No IQMS failed dismally, teachers are not taking it seriously. It has no impact on how we do things in this school. Teachers are not taking it seriously. IQMS has made no impact on our school’s improvement at all.*

*P4: IQMS has brought no improvement at all. Improvement in the school has been driven by motivating and encouraging staff to deliver their best to the school and learners despite all the challenges. No IQMS has not influenced any improvement in the school.*

*HoD 2: No IQMS does not develop schools and teachers.*

*T3: I cannot say IQMS has brought continuous improvement, not really, because IQMS, when we do it is the same as the previous system. so you will get your books and lessons and everything you will get ready for that particular time. But when IQMS is over then we just go back to our old ways. So I don't think it develops.*

From these four extracts we learn that the participants state that IQMS has not contributed to any personal and school development or improvement at all. Extract twenty one says that IQMS has not brought any continuous improvement when she says: *... you will get ready for that particular time, but when IQMS is over then we just go back to our old ways.*"

This seems to suggest that IQMS procedures serve two major purposes, improvement and accountability. Based on the claims made by participants in the extracts above, the developmental aspects are unlikely to be achieved. This seems to suggest that: (a) personal development is, at best, subsumed by organizational development; (b) at worst neither personal nor organizational development as envisaged in the policies, can be achieved (see sub-section 5.3.3.2 below).

The claims made by participants in these extracts are also supported by a range of analysts who state that the purpose of accountability is incompatible with the purpose of improvement. Vroeijenstijn (1995b) argues that that it is difficult for quality assurance to serve two masters, as it cannot work for institutions serving improvement and for the outside world, serving accountability. Harvey (1997) suggests that though accountability *can* lead to improvement in teaching and learning, "it may damage learning by diverting academic staff's attention away from the improvement of learning, to compliance with the bureaucratic imperative and attempts to improve performance indicators that are, at best, poor operationalisations of learning quality." Conversely. Harvey and Newton (2004) point out that most studies reinforce the view that quality assurance is about compliance and accountability and has contributed little to improvement in institutions.

Biputh and McKenna (2009) view the entire IQMS process as a strategy to ensure compliance and requirements under the guise of being a developmental exercise.

#### **5.2.4.2 Tension between Personal Growth Plans and Managerial Imperatives**

The Developmental and Appraisal Policy of IQMS is underpinned by the purpose to provide support for continued growth, with the district/local office having the responsibility for development and arrangement of professional development programmes in accordance with the identified needs of educators and its own improvement plan ( IQMS Manual for school-based educators,2003).

In this theme, an account will be given of the difficulties (challenges) that schools and teachers encounter with regard to support from the Department of Education.

The following extracts are examples of how participants refer to the lack of support, feedback and interaction from the Department of Education:

*ST 2: So the negative part is that there is no follow-up on what you want to improve on by the Department. Yes, as you have stated to the Department that I need to be work shopped in this , and there is no follow-up. We are struggling with the curriculum changes, then the year comes to an end, no workshops have been called. There is no clear guidelines, no assistance, nothing, no workshops.*

*P2: You don't get cooperation from the DoE. They don't come to the school, unless you call them, otherwise they don't come and give support. Although there is at least interaction with school leadership, but also not on a regular basis.*

*P4: There is no interaction after the forms have been submitted on the deadline and there is no feedback from the DoE. there is no feedback at all, and there is no development, because forms are never checked.*

HoD 1: *The DoE has failed schools dismally. We fill in forms over years, but there is no feedback from the DoE, even in areas of weakness that need attention. Officials would just come to schools to see whether forms have been submitted.*

From the four extracts we learn about the discontent amongst participants on the lack of support and feedback from the Department of Education with regards to IQMS practices. ST2: states that: “...*the negative part is that there is no follow-up on what you want to improve, ... no clear guidelines, no assistance, nothing, no workshops.*” P4 and HOD1 do not only make reference to the lack of support and feedback, but participants also re-emphasize the aspect of accountability when they state that: “*There is no interaction after forms have been submitted on the deadline ...*” and “*We fill forms in over years ... officials would just come to the school to see whether forms have been submitted.*”

It is evident from what the participants say that the preoccupation with managerial objectives to fulfill compliance and accountability requirements, has caused tension between these two policies. This is a tension that needs to be resolved if the policy of developmental appraisal is to be integrated with performance appraisal within the IQMS framework. It is for this reason that educators attach very little, if any, significance to IQMS practices and processes and therefore act in accordance to the rules and regulations in a perfunctory manner.

According to Biputh (2008), while there is compliance to the letter of the law (paperwork), there is no involvement in the spirit of the law (development). Rabichund (2009) concurs with this view and asserts that a value system has to be inculcated where educators apply themselves honestly in the classroom with the sole purpose of enhancing the quality of education; however, this is not taking place and the appraisal system is constructed as simply demanding superficial compliance. The findings of this study also provide support for Jansen’s (2004) critique of IQMS, when he says that

although on the surface IQMS seems to empower educators and emphasizes development, it is still a bureaucratic control mechanism. .

### **5.3 SUMMARY OF FINDINGS**

- IQMS is understood and practised as an external intervention . It appears not to have been internalised as a quality management system. Educators view IQMS as a bureaucratic , paper exercise for the sake of compliance, rather than a reflective and developmental process.
- The participants were ambivalent about the IQMS practices as enablers or as barriers of continuous improvement. A fair amount of educators do not view IQMS as daunting as some made it seem. These educators commended IQMS, noting that practices such as working together and constant communication and collaboration, coupled with internal quality assurance systems in the form of strong leadership certainly provided them with opportunities to construct a culture of continuous improvement in quality. Not all educators are positive and enthusiastic about IQMS implementation and are predominantly concerned about the lack of internal and external capacity to drive the process, lack of external support and the tension between IQMS practices and policy.
- The three IQMS policies are not integrated in practice. Findings revealed that although IQMS has been implemented as an integrated quality management system, whole school improvement (also known as comprehensive school reform), a process that seeks to simultaneously change all elements of a school's operating environment, seems to remain a challenge. However, it also transpired that the design and implementation of IQMS is seen as three separate components, with differing objectives. The three policies are not viewed in a holistic manner, and this segregation leads to tension and confusion amongst educators.

- There were blurred lines between what participants recognised as systems and the actual practices in the implementation of the three IQMS policies . There was no evidence of systemic thinking on the part of practitioners. As far as the IQMS systems and practices are concerned, no direct mention of evaluation variables or paradigms can be found, making it somehow complex for educators to distinguish between identifiable systems and practices.
- The external and internal quality assurance practices seemed to have been subsumed under managerial imperatives of compliance and accountability. Educators revealed that they merely undertook the process because they were compelled to do so as an expectation or requirement by the Department of Education.

The findings of the data obtained are integrated and discussed in the next chapter.

## CHAPTER 6

### DISCUSSION OF FINDINGS

#### 6.0 INTRODUCTION

The preceding chapter presented the data and findings of the study. This chapter presents the discussion of the findings. The discussion of the findings is embedded within the literature reviewed in chapters two and three. I use the Systems and Critical theories as the overarching frameworks for discussing the findings. These two frameworks form the cornerstone of the re-invention approach for IQMS to become a tool for continuous improvement in schools.

In addition to Senge's (1990) systems thinking, critical theories articulate activities that strive to transform societies and systems, as opposed to traditional theories that uncritically reproduce existing societies and systems. A critical theory project involves attempts by individuals from various disciplines to work together collectively to develop a systematic theory or system of contemporary society, rather than just bringing individuals together to chat. As Lowenthal (1980) puts it: "Critical theory, on the contrary, criticized the validity claims of the separate disciplines and attempted to create a new kind of social system." In the context of this study, and the re-invention of IQMS in particular, critical theory was employed to critically examine the IQMS practices in schools and to mediate between the various parts of IQMS and the whole, in constructing a re-configured system, demonstrating fundamental connectedness, as well as contradictions and conflicts.

Based on the critical theory, the growing dissatisfaction with the dominant practices and systems of IQMS produced through bureaucratic processes, put in question the boundaries that separate the three IQMS programmes. Critical theories which offer a multi-disciplinary approach, presents a new perspective that will assist in overcoming the fragmentation endemic to established academic disciplines, in order to address the broader role of IQMS.

Furthermore, a culture of continuous improvement is closely linked to the concept of learning organizations. From a theoretical perspective, Senge (1990) refers to the System theory's ability to comprehend and address the whole, and to examine the interrelationship between the parts. Systems thinking according to this approach, is the discipline that integrates the different parts, and fuses them into a coherent body of theory and practice. Although Senge believes all five disciplines must be addressed, he emphasizes systems thinking because it integrates the other disciplines. The focus on individual policies in IQMS is in line with Senge's (1990) argument that one of the key problems is the tendency amongst people to focus on the parts rather than the whole, and their failure to see systems as a dynamic process. Thus, according to this argument, a better appreciation of systems will lead to more appropriate action in terms of the continuous improvement of quality in schools.

Based on Senge's argument, the fragmentation that exists in the three IQMS policies can be considered as one of the main reasons for the individualistic implementation and use of these policies. So part of the problem with IQMS for continuous improvement of quality has to do with very deep issues regarding the fragmentation of knowledge and participants' incapacity to really integrate. Systems thinking is being considered as a key factor in transforming schools into learning organizations in which people at all levels are collectively, continually enhancing their capacity to create what they are passionate about and to pursue the overall vision of the school.

One of the significant findings emanating from this study is that many teachers feel oppressed trying to conform to all kinds of rules, goals and objectives in relation to quality assurance, many of which they do not believe in. According to Senge, teachers do not work together, resulting in very little sense of collective learning going on in most schools. With this individual culture that is so deeply embedded in our schools, the fragmented view of IQMS is further reinforced, making it very difficult for teachers to see it as an integrated system. It is therefore critical to consider systems thinking as a discipline that needs to be developed in an attempt to integrate and fuse the three IQMS policies into a coherent body of theory and practice. In order to explore the theoretical compatibility and practical benefits of combining the system dynamics in IQMS, the

Systems and Critical theories, the two overarching theoretical frameworks in this study, will be used in a suggestive manner.

According to this study, the findings take the position similar to Senge's (1990) and Horkheimer's (1972) theories. However, these theorists did not cover the issue of decentralisation which is reflected in the works of Rado (2010); Lugaz, et al. (2010); Berkhout (2005); McGinn & Welsh (1999) and Naidoo (2005) (cf. chapter 2). Closely tied in with the concept of decentralisation, is the important role of school leadership discussed in the works of Bush (2003; 2010); Bass (1997) Leithwood, 1999; Chapman and Harris (2004); and Reddin (1984) (cf. chapter 3). These aspects add to my argument for the re-invention of IQMS to a system that is internally driven, serving the purpose of continuous improvement, as opposed to external accountability.

The discussion of findings illuminates three important themes; however, with the divergence in thinking with regard to IQMS practices and systems, different subthemes emerged. In this chapter the themes referred to are: philosophy of IQMS as a quality management system; tension between IQMS policy and continuous improvement; and a proposed framework for the re-invention of IQMS. Each of these aspects are explained in greater detail below.

## **6.1 PHILOSOPHY OF IQMS AS A QUALITY MANAGEMENT SYSTEM**

The Integrated Quality Management System (IQMS) which is a derivation of Total Quality Management (TQM), has evolved as an overriding concept in the field of quality assurance in South African schools in recent years. The tenets of IQMS are therefore underpinned by the purpose and philosophy of total quality management systems (Deming, 1986), and aimed to determine competence, assess strengths and areas for further development, and to ensure continued growth. Several authors in literature (Crawford & Shutler, 1999; Deming, 1986; Mullins, 2007; Powell, 1995) assert that total quality is mainly a philosophy rather than a series of techniques and is therefore a human process rather than an organizational one. Based on the above views, it can be argued that the IQMS philosophy subsumes earlier methods of inspection, quality

control and quality assurance as it provides an overall concept that fosters continuous improvement in schools.

Furthermore, this philosophy stresses a systematic integrated consistent organization-wide perspective, involving the integration of three different policies which according to Gardiner (2003) are morally and philosophically very different. Thus, within an integrated quality management philosophy, are core values that are associated with cultural values that promote human thought and enhance collaboration (Satai, 2010). IQMS, a people driven process, strives for the empowerment of school-based educators, involving changes in educators' attitudes which will enable them to continuously look for new ways to adapt and to improve the quality of teaching and learning, through the development of new knowledge and skills, the active participation of people, and the commitment and application of new ideas (Crawford & Shutler, 1999; Creech, 1994; Deming, 1986; Mullins, 2007; Powell. 1995). Moreover, it can be regarded as a continuous improvement plan, with an effort to bring out the best for educators and the school as a whole.

However, the conformity to standards and reliance on external appraisal rewards and the need to improve innovation capacity and the internal quality assurance capacity of the school, IQMS is then both about public accountability and stimulation of self-regulation and self-renewal.

Within this framework and philosophy, the section below attempts to discuss the extent to which internal and external practices and systems are fulfilling and enabling or constraining in relation to self-sustenance in schools.

## **6.2 TENSION BETWEEN IQMS POLICY AND CONTINUOUS IMPROVEMENT**

### **6.2.1 Interface between the three IQMS policies**

In this study, despite acknowledging that IQMS has contributed to acts of working together and constant communication and collaboration, these claims seem to be superficial and a form of window-dressing. The IQMS is an ambitious integrated

strategy which embraces three systems (developmental appraisal, performance management and whole school evaluation), aiming to improve quality in South African schools. However, although IQMS views itself as an integrated tool, an analysis of the findings shows that it has not been the case, as each of these programmes fulfills a discernible function. In spite of the name of the policy which seeks to foreground integration, the findings underscore the perception that the three policies of IQMS do not integrate properly. This suggests that the tensions between these different approaches subvert the developmental aspects of IQMS, and claims made by the participants in the empirical work can be regarded as a way of disguising the lack of development and continuous improvement that has hitherto taken place.

An inference can be made is that claims of 'collaboration' and 'working together' are not for the sake of quality improvement and school improvement in general, but rather for the sake of camaraderie, salary progressions and bureaucratic accountability. Furthermore, the findings indicate that there is a disconnection between the improvement of quality for which IQMS was designed and implemented, and the purposes for which IQMS presently used by educators. Based on this view, the findings point to an interesting dynamic on how this is manifested within schools.

First, the integration of DAS and PMS has resulted in a tug of war between these two systems. With no visible or tangible rewards attached to DAS, no importance is being attached to teacher professional development, which in practice unfortunately often deteriorates into a mechanical and meaningless exercise. Second, the reward system attached to PMS inevitably forces teachers to hide areas of weakness, thus concealing all prospects for development and continuous improvement. Considering the separation of these three policies, it would therefore seem that IQMS, despite its noble intentions, will never realize the third component of whole school evaluation which involves improvement of the whole school through a structured school improvement plan.

In addition to the tension between the three IQMS policies, the lack of coherence and interactivity between certain internal and external practices in IQMS causes tension which results in this process being viewed with markedly less positive attitudes amongst educators. Constraints contribute to lack of capacity because of tension between policy

and development; dependence on external control; lack of external capacity; bias in the evaluation process; and focus on incentives rather than quality. Each of these constraints are discussed in greater detail below.

### **6.2.2 Lack of internal capacity**

What surfaced quite predominantly under this theme was the cynicism and lack of enthusiasm influencing a large number of participants regarding the implementation of IQMS. A predominant concern that transpired was the work overload in terms of administration brought about by IQMS implementation, which participants see as obligatory rather than something to assist them or to contribute towards their development and that of the school. Within this framework, IQMS is viewed as official that has substantially impacted on participants' workloads, resulting in nothing more than compliance with official procedures; having a contrary effect from the one intended, that is as a tool for continuous improvement. In other circumstances a formal definition of quality might be expressed in terms of 'value for money'; however, quality in relation to IQMS appears to be equated with a 'burden', as an 'add-on', or as a part of a compliance culture.

It is against this background that IQMS can be viewed as a procedure to which participants attach very little significance and therefore lack the internal capacity to wholeheartedly engage in it and sanction it as a culture for continuous improvement, aimed at enhancing the development of quality.

### **6.2.3 Tension between policy and development**

Associated with the theme of development, educators pointed to the tension between IQMS policy and development. Although IQMS was developed and introduced in schools as an integrated system aimed at quality improvement and development, findings indicate that there is a disconnection between improvement of quality of teaching and learning and the definition of quality assurance described in the purpose

and guiding principles of the IQMS policy. In addition, the notion of 'quality improvement' is considered problematic, because the focus is not on improving quality, but rather on complying with predetermined performance standards, which are geared towards external ownership leading to compliance instead of improvement.

When quality assurance is viewed through this perspective, which focuses on accountability, the improvement imperative is undermined; participants use the instrument to comply with bureaucratic imperatives and attempt to improve performance on the indicators that are, at very best, poor operationalisations of learning quality. Participants are reluctant to show open dissent and opposition for fear of jeopardizing their professional careers. There seems to be a tendency to resort to more subtle means, such as 'surface engagement', by creating the illusion of participation and acceptance, which implies the use of a summative approach. In other words, IQMS is used for compliance with external with external requirements, which may pass for improvement in the short term, but as soon as the need to display 'improvement' has passed, old habits are likely to re-emerge. Based on these perspectives, it is obvious that IQMS for improvement purposes, which implies a formative approach that does not focus on control, but on improving quality, is being undermined.

#### **6.2.4 Dependence on external control**

As I have argued earlier, sustaining a culture of continuous improvement, requires participatory efforts from all stakeholders within the school and the encouragement of quality awareness at various levels. Thus, such an approach may stand in contrast to management concepts within IQMS, as it motivates for a stakeholder-oriented strategy as opposed to a management-driven strategy.

The management culture embedded in IQMS finds expression in an external quality assurance exercise which introduces a new bureaucracy and increased centralized management controls. IQMS has made it mandatory for educators to account to their appraisers and this undoubtedly supports management in monitoring the work of educators, and hence compels teachers to be accountable for their actions.

The most compelling indicator of this external managerial culture is the introduction of a new bureaucracy and increased centralized managerial control. Furthermore, external quality assurance for accountability alludes more to a 'quality management system' rather than one that is aimed at improving teaching and learning. This quality assurance perspective therefore appears to support the centralization of managerial control and by implication, tactically strengthens the managerial culture within the school by moving the locus of influence and control from the schools to the Department of Education. IQMS has through the power of legislation, made educators accountable for their responsibilities; educators are now aware of this supervision, and therefore ensure that their work is up- to- date.

The weakness of the current external quality assurance support system, is that officials from the Department of Education, in particular and officials from local/district offices fail to support schools; instead they merely collect IQMS forms for compliance purposes, thus, validating this claim. Collecting forms without checking the claims made in these forms, alludes more to 'quality management' aiming at improving teaching and learning and contributing towards a culture of continuous quality improvement in schools. It would therefore seem that external quality assurance, despite its supposedly noble intentions, strengthens the hand of central management by demanding accountability and ensuring alignment and loyalty to the management determined vision, mission and goals.

The study has therefore found that IQMS leads to a dramaturgical compliance to the requirements of the bureaucratic system, instead of quality improvement. Continuous monitoring by a controlling agency requiring 'overly bureaucratic procedures' results in detailed paper trails, but entirely stifles development and innovation, leading to a continuous procedurising tendency and loss of academic autonomy (Harvey, 2002).

#### **6.2.5 Lack of external capacity**

A prime challenge identified was the lack of external capacity in relation to IQMS practices amongst officials from the Department of Education, more so with EDO's. In

consequence hereof, not all officials are seen to be capable and capacitated to support educators and schools, subsequently resulting in their inability and unwillingness to address developmental aspects within schools, as well as concerns and uncertainties in relation to IQMS implementation.

#### **6.2.6 Bias in the evaluation process**

The lack of fairness in the evaluation process manifests itself in acts of favouritism, bias, and inconsistent application of assessment criteria during internal appraisals and evaluations. Peer reviews, which are prone to manipulation are further accentuated by educators receiving inflated and unrealistic scores, which are not true reflections of their performance and subsequently undermine the spirit and purpose of development and continuous improvement. These malpractices in which peers overrates their colleagues militates against the principles and objectives of IQMS, hampering the developmental aspects thereof.

#### **6.2.7 Focus on incentives rather than quality**

The initiation of a monetary incentive is viewed as a serious drawback that inevitably creates resentment amongst participants. When IQMS is viewed in this light, the improvement aspect is further undermined, as it creates a culture of self-interest for financial reward which takes precedence over development and improvement.

Moreover, the direct link to funding also serves as an incitation to hide weaknesses, manipulate data and the creation of a compliance culture according to Kis (2005). The implication of a quality assurance system that is being driven by rewards does not only reduce internal motivation, but the drive for monetary rewards completely subsumes the developmental agenda of IQMS. When a quality assurance system is viewed through this perspective, it leads to a lack of intrinsic enthusiasm and impetus for the process, which further negates the improvement and empowering capacity of the instrument.

All these constraints call for the re-invention of IQMS. However, in order to re-configure IQMS, and to release the tension between improvement and accountability, it was necessary to understand the practices and systems that contributed to their irritations and frustrations, but nevertheless result in a palpable alteration of structures of action. The purpose of IQMS is the enhancement of continuous quality development in schools, which is achievable if an appropriate alignment can be found between IQMS philosophy, accountability and improvement. The alignment sought through this re-invention process is between the three IQMS policies, a quality culture and external and internal requirements.

In the light of the findings gleaned from this study, and the literature review in chapters 2 and 3, I would like to propose a framework for the re-invention of IQMS towards a culture of continuous improvement

The re-configured IQMS should: (1) Look for mechanisms to integrate the three policies making lines of articulation between the three policies clear, and where accountability imperatives do not conceal the developmental needs educators. (2) Develop a culture of quality management; and (3) Develop systems thinking that integrates the different parts. In a similar vein, re-invention and development of IQMS to underpin the construction of a successful quality culture for continuous improvement requires:

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### **6.3 PROPOSED IQMS FRAMEWORK FOR CONTINUOUS IMPROVEMENT**

It became clear that due to the various constraints to continuous improvement, IQMS has not achieved the objectives for which it was originally designed. The following section looks at the re-invention of IQMS as a tool for continuous improvement. I propose the following framework so that IQMS represents a culture for continuous improvement. The framework has two purposes: The first one is to use it as a tool to critique the current conceptualization and practice of IQMS. The second part provides the basis for a possible re-invention. I provide a framework that is based on four pillars namely: IQMS as an integrated system; clarity of purpose within an integrated quality

assurance instrument; the decentralisation of IQMS; and an empowered and strengthened leadership role within IQMS.

It is against this background that the re-configured IQMS should: (1) Look for mechanisms for integrating the three policies that will make lines of articulation between the three policies clear, and where accountability imperatives do not conceal the development needs of educators and the school; (2) Develop a culture where principals fulfill a leadership role within IQMS; and (3) Development of systematic thinking that integrates the different parts. In a similar vein, the re-invention and development of IQMS to underpin the construction of a successful quality culture for continuous improvement, thus requires:

### **6.3.1 IQMS as an integrated system**

With IQMS designed as an integrated quality assurance system, the assumption is that the three policies are integrated. With a 'system' commonly referring to a group of linked parts that work together toward a common end, the three different parts of IQMS have been integrated with a coherent set of practices and goals. Despite IQMS seeking to amalgamate DAS, PMS and WSE, focusing primarily on the work performance of educators as the core of these quality assurance initiatives, there can be little doubt that appraisal/evaluation/measurement are not used in an holistic way, but rather viewed as separate instruments. The focus of an integrated system should therefore be on quality education for all, transformation and advantages for educators, schools and the system as a whole. It should also address the relationship between the three programmes as to how they should inform and strengthen one another in an integrated system ((IQMS Manual, 2005 Section B:20). While the whole school development initiative can not be seen as separate or distinct to the learning and empowerment of the individual educator, confusion still exists with respect to appraisal, evaluation and measurement.

Evidence shows that the three IQMS policies are not viewed as integrated and therefore not seen as holistically interdependent and interlinked, fostering the process of improving the 'whole school'. The simultaneous application and development of the

three policies are therefore essential to encourage a sense of 'wholeness' amongst educators. The complexity of identifying different systems within the so-called integrated system casts further doubt on the integration between the three policies. As far as IQMS is concerned, no direct mention of evaluation paradigms or variables can be found. Instead this system needs to be seen and applied as a whole, making use of performance standards where the standard is like a "flag that sometimes distinguishes one cavalry regiment from another one" (Hariparsad et al., 2008).

For any re-invention process particularly IQMS to be successfully implemented, it is necessary to be aware of the ambivalent character of IQMS in relation to the existing tension and ambivalence between accountability and improvement. According to Vroeijenstijn (1995b), the purpose of accountability is incompatible with the purpose of improvement. Based on this view and in addition to the lack of integration, there is also a form of duality in IQMS as it is concurrently centralized and decentralized. The Government and Department of Education attempt to decentralize power by giving autonomy and devolving responsibility to schools; however, fear of declining standards could perhaps be the reason for centralizing the system through accountability requirements.

### **6.3.2 Clarity of purpose within an integrated quality assurance instrument**

Expectations regarding the aims and outcomes of IQMS seem to differ between different stakeholders (educators and Department of Education), hence in order to create a coherent system, the aims of the integrated quality assurance system must be clear, with no contradiction between any of them. From this study, it was found that each of the three IQMS policies had been implemented with a distinct focus and purpose, with the main motives of educators focused on financial reward, and the Department of Education mainly interested in accountability, which suggests no clarity of purpose. In the process of the re-inventing IQMS for continuous improvement, quality should be enhanced more easily through improvement approaches than through control. In order to enhance clarity of purpose within an integrated quality assurance

instrument, improvement and accountability must be conceptually and practically distinct, with separate resourcing, while allowing for close contact between them. Furthermore, this would also call for comprehensiveness in a quality assurance system that is consistent with the mission and core values of the school.

### **6.3.3 The decentralisation of IQMS**

Bradshaw and Buckner (1994) believe that the significant changes demanded of schools can only be attained through such devolution of power that encourages people to change and to address educational problems. The policy framework for decentralized decision making, which paved the way for school-based management, is furthermore embedded in the SA Schools Act 84 of 1996 (South Africa 1996). According to Gurr (1996); and Dimmock and Wildley (1999), school-based management can be regarded as a key ingredient in school improvement, change and school reform initiatives, contrary to Botha (2007) who believes that the move towards school-based management in itself, offers no guarantee of positive continuous school improvement. The re-invention of IQMS could therefore be initiated through decentralisation, which allows for the re-construction of IQMS from a bureaucratic, externally driven system, to one that is internally driven and owned by all stakeholders in the school. This approach is essential in fostering commitment and confidence to take ownership of teaching, learning and school improvement. Ultimately, school self-evaluation and development planning is not a mechanistic nor a linear process, but an ongoing way of reflection and improvement that corresponds to a continuous cycle of improvement. Such an approach will therefore sharpen the focus of internal self-assessment procedures, fosters good teamwork, clear tangible objectives that will raise staff awareness, commitment to excellence and pride in themselves. Real transformation and a culture for continuous improvement will depend on the nature and quality of school development plans and the ability of schools to shift away from traditional, bureaucratic management practices.

#### **6.3.4 Principals to fulfill a 'critical' leadership role as opposed to a managerial role within IQMS**

The decentralisation of IQMS does not automatically lead to school leadership autonomy in relation to quality assurance practices in schools. In the context of quality assurance, an essential function of school leadership is to foster 'organisational learning', that is to build the capacity of the school for high performance and continuous improvement through the development of staff and to create a climate and conditions for collective learning. Thus, in line with the decentralisation of IQMS, it is suggested that the role of the principal within the IQMS system be restructured from a 'passive' administrative manager, subjected to a prescriptive regime of managerial roles and guidelines, to one of ensuring quality that is in line with the goals and vision of the school.

#### **6.4 SUMMARY**

- A discussion of the findings which are embedded within the literature that was reviewed in chapters two and three, is presented. The Systems and Critical theories are used as the overarching frameworks for discussing the findings. To explore the re-invention of IQMS further, decentralisation and school leadership which are not covered by the above theories, are used in a suggestive manner.
- Philosophy of IQMS as a quality management system. The tenets of IQMS are underpinned by the purpose and philosophy of TQM and aim to determine competence, and to assess strengths and areas for further development in order to ensure the continuous improvement of quality in schools. This philosophy stresses a systematic integrated, consistent organization-wide perspective, involving the integration of three different policies.
- Tension between IQMS policy and continuous improvement. Although IQMS was designed and implemented as an integrated system, findings revealed that this developmental tool is used in a fragmented way, attaching different aims and

objectives to it. Moreover, it would also seem that IQMS, despite its supposedly noble intentions, strengthens the hand of central management by demanding accountability from schools at the expense of development and continuous improvement.

- It became clear that IQMS has not achieved its objectives as a culture for continuous improvement, due to various constraints. A framework for the reinvention of IQMS to represent a culture for continuous improvement is proposed. This framework comprises the use of IQMS as an integrated system; clarity of purpose; strengthening of the leadership role within IQMS; and the decentralisation of IQMS.

The summary of the main findings, conclusion and recommendations for further research are presented in the next chapter.

## **CHAPTER 7**

### **SUMMARY, CONCLUSION AND RECOMMENDATIONS**

#### **7.0 INTRODUCTION**

This final chapter concludes the study by providing a synthesis of the literature and research findings. A synopsis of the foregoing chapters will firstly be provided. In addition the chapter addresses the research questions using the key findings to identify IQMS practices that enable and constrain a culture of continuous improvement in schools. The key findings of the study are summarized. In this chapter my potential contributions to this field of study are also presented. The chapter also provides a set of concluding statements, as well as recommendations for further study.

#### **7.1 SYNOPSIS OF CHAPTERS**

The main intention of the study was to explore the impact of IQMS as a tool that promotes a culture of continuous improvement in schools. Two objectives were formulated, namely to explore how IQMS practices promote quality improvement in schools and to identify the practices that promote continuous quality improvement in four primary schools in the Buffalo City Metropolitan area.

The study introduces the reader to the importance of quality and quality assurance as mechanisms to promote the professional development of teachers. In response to the quest for quality and part of the changes in the educational landscape after 1994, the Department of Education introduced an integrated quality management system, termed IQMS. Research questions were formulated and an overview of the research paradigm, design and methodology are described; the terminology is defined and the chapter concludes with the chapter outline.

The literature review in Chapter 2 specifically focuses on the Systems and Critical theories, which are the theoretical frameworks in which this study is located. This chapter also explores the concepts of quality, quality assurance, components of quality and aspects of accountability and improvement. Chapter 2 further considers quality assurance in the South African context, IQMS and the purpose thereof, as well as constraints inherent in IQMS. Finally, decentralisation and school-based concepts are discussed, with emphasis on the vital role that these initiatives can play in ensuring a strong internally driven culture of continuous improvement.

In Chapter 3 the concepts of self-improvement and the challenges associated with continuous improvement are discussed. Deming's Model of continuous improvement provides a background for understanding this concept. This is followed by a discussion of schools as learning organizations and communities of practice. Finally, the role of leadership and management in relation to quality and continuous improvement is discussed.

Chapter 4 gives an in-depth account of the research design and methodology employed to investigate the research questions. This chapter details how the study was undertaken, how participants were selected for semi-structured interviews, the data collection procedures and instruments, and the method of data analysis. The research design is diagrammatically presented in Figure 4.1. Furthermore, an explanation is given on how validity and reliability of the research was ensured as well as the ethical guidelines that directed the research.

Chapter 5 provides a detailed analysis and interpretation of data collected through semi-structured interviews. The discussion of the data collected is preceded by biographical information of the participants in relation to their ranks/positions in the school; gender; teaching experience; and experience as SMT members. This is followed by a thematic discussion and interpretation of the interviews relating to the re-invention of IQMS for continuous improvement in primary schools.

In Chapter 6 data collected in response to the initial research questions set in Chapter 1 is discussed. The discussions in this chapter are used in a suggestive manner to propose mechanisms for the re-invention of IQMS, that will clarify lines of articulation between the three policies.

In Chapter 7 of the study a summary of the main ideas is presented. This is followed by a summary of the findings drawn from the research. Conclusions drawn from the literature and the findings of the research are presented. Finally a set of recommendations that flow from the research is outlined and presented.

## 7.2 SUMMARY OF MAIN FINDINGS

The findings of this study are in response to the following research questions that guided this study. The main research question is: ***How do IQMS practices promote continuous quality improvement in schools?*** The responses with regard to these research questions guided the researcher who came to the following conclusions.

IQMS does not contribute towards a culture of continuous development in schools. The data analysis in Chapter 5, along with the discussion in Chapter 6, revealed that the lack of harmonious integration between the three IQMS policies is one of the major impediments undermining the quest for the continuous improvement of quality in schools. Apart from causing tension between accountability and improvement, this lack of integration results in IQMS being used as a fragmented tool for purposes other than improvement and development.

Various constraints contributing to the above-mentioned conclusion were identified by the research. These constraints include among others the following:

- Lack of internal capacity: IQMS is viewed as a 'add-on' and subsequently viewed with less enthusiasm.

- Tension between policy and development: Through this perspective IQMS is considered a tool geared towards compliance and accountability at the expense of improvement.
- Dependence on external control: Managerial control is tactically strengthened by the dramaturgical compliance to requirements and detailed paper trails which strengthen the managerial culture and centralized control.
- Lack of external capacity: Department of Education officials, in particular EDO's are not capacitated in relation to IQMS practices and quality improvement. and therefore not capable of supporting schools.
- Bias in the evaluation process: The tendency of chasing high scores leads to lack of fairness, bias and favouritism, which subsequently results in inflated and unrealistic scores.
- Focus on incentives rather than quality: The fact that IQMS is driven by rewards in the form of financial incentives, not only reduces internal motivation, but, completely subsumes the improvement and developmental agenda.

### **7.3 POTENTIAL CONTRIBUTIONS**

IQMS is understood and practised as an external intervention, therefore not internalized as a quality management tool. On the one hand, this approach seems to leave educators with no desire to develop quality assurance improvement in their practice, but to rather manipulate the system for their own benefit, whilst pretending to account and comply with the quality management system policies. On the other hand, the study also reveals the fragmented way in which the IQMS policies have been presented as a means to develop teachers towards continuous quality assurance improvement, whilst they are actually tools for compliance and accountability. It became evident that

educators were ambivalent about whether IQMS practices were enablers or barriers to continuous improvement.

## **7.4 CONCLUSION**

It can be concluded that the current conceptualization and practices of IQMS do not necessarily translate into continuous quality assurance improvement in schools. The dilemma is as a result of three policies that are implemented and used as fragmented programmes, with diverse goals, multiple purposes, values that are at variance, and conflicting expectations, causing tension between personal needs and improvement needs of the educators. Issues of continuous quality assurance improvement are hampered by external and internal quality assurance practices that are under managerial imperatives of compliance accountability. Because IQMS was understood and practised as an external intervention, it compromised the potential for IQMS to be internalized as a quality management system. The re-invented IQMS provides us with the possibility for a quality assurance management tool that can provide continuous improvement in schools.

## **7.5 RECOMMENDATIONS**

The recommendations from this study are as follows.

### **7.5.1 Recommendations for practice**

Given that quality assurance remains an inevitable feature in schools, it is important that the three policies coexist within IQMS; clarification should therefore be given on how the three IQMS policies should be integrated for managing quality in schools. It is also necessary to critically look at IQMS in an effort to mediate the tension between the fragmented programmes as well as to transform and re-configure this quality assurance

instrument to fulfill the purposes and objectives for which it was designed and implemented. It is also recommended that for the purpose of continuous quality improvement and management there should be a balance between professional development of educators and managerial imperatives that demand compliance and accountability.

### **7.5.2 Recommendations for further research**

- A study that looks at mechanisms to deconstruct the integration of the three IQMS policies.
- A study that looks at continuous quality management at schools by balancing the IQMS compliance and accountability imperatives with mutual consensus and decision-making enabling educators to develop professionally.

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## APPENDIX C

### Consent to participate in research

I am a doctoral student in Education at the University of Fort Hare (East London Campus), under the supervision of Prof. Mtose. My research study investigates IQMS practices in primary schools. In order to release the tension between external and internal accountability, this research seeks to develop a framework for a model that fulfils the original aims of IQMS as a culture for continuing self-improvement in schools. You are requested to participate in this research. I realize that your time is valuable, and would really appreciate your cooperation and participation, which is critical to this study.

If you volunteer to participate in this study, I would ask you to submit to an audio-taped interview of 50-60 minutes at a time of your convenience. You will have the opportunity to read the transcription in which the interview is featured. Your participation will aid the generation of findings that will inform the development of framework for a model that fulfils the original aims of the IQMS, as a culture for continuing self-improvement.

Any information that is obtained in connection with this study and that can be identified with you, will remain confidential and will be disclosed only with your permission or as required by law. Further, you would have the right to read the transcription and would enjoy the right to confirm what is said in it. The information in its raw form will not be shared with individuals or units who are not participants in this research. Identities of all participants and their schools will be kept anonymous.

You can choose whether to be in the study or not. If you volunteer to be in the study, you may withdraw at any time without consequences of any kind. You may also refuse to answer any questions you don't want to answer and still remain in the study.

If you have any questions or concerns about the research, please feel free to contact me at (043-7047182 or email [jpylman@ufh.ac.za](mailto:jpylman@ufh.ac.za)) or my supervisor, Prof. Mtose at (043-7047229).

Yours sincerely

.....

J.N. Pylman

## APPENDIX D

### Interview Schedule

#### **Section A: Background Information: Respondent**

##### 1 . What is your gender?

Category	Code
Female	1
Male	2
Any other (please specify)	3

##### 2 . How old are you?

Category	Code
Under 30	1
Under 40	2
Under 50	3
Under 60	4
Over 60	5

##### 3. What is the highest level of formal education you have completed?

Category	Code
Matric plus teaching certificate	1
Matric plus teaching diploma	2
Advanced Certificate in Education (ACE)	3
Bachelors Degree plus teaching diploma/cert	4
Bachelor in Education (B Ed)	5

Bachelor in Education (Hon)	<b>6</b>
Masters in Education	<b>7</b>
PhD	<b>8</b>

#### **4 . Years experience as a teacher**

<b>Category</b>	<b>Code</b>
1 Year	<b>1</b>
1-2 Years	<b>2</b>
3-4 Years	<b>3</b>
6-10 Years	<b>4</b>
11-15 Years	<b>5</b>
16-20 Years	<b>6</b>
More than 20	<b>7</b>

#### **5 . What is your position in this school?**

<b>Category</b>	<b>Code</b>
Principal	<b>1</b>
Deputy Principal	<b>2</b>
Head of Dept.(HoD)	<b>3</b>
Senior Teacher	<b>4</b>
SDT Member	<b>5</b>
Teacher	<b>6</b>

**6. Years experience as a Principal, HoD, Deputy Principal, Senior Teacher or teacher in this school.**

<b>Category</b>	<b>Code</b>
1 Year	<b>1</b>
1-2 Years	<b>2</b>
3-5 Years	<b>3</b>
6-10 Years	<b>4</b>
11-15 Years	<b>5</b>
16-20 Years	<b>6</b>
More than 20 Years	<b>7</b>

**7. Total number of years experience as a Principal, HoD or Deputy Principal, Senior teacher or teacher in this school and elsewhere.**

<b>Category</b>	<b>Code</b>
1 Year	<b>1</b>
1-2 Years	<b>2</b>
3-5 Years	<b>3</b>
6-10 Years	<b>4</b>
11-15 Years	<b>5</b>
16-20 Years	<b>6</b>
More than 20 years	<b>7</b>

## **Section B: IQMS Practices**

1. Before IQMS was introduced, how did you do quality assurance? (Probe: What Structures and processes were in place)
2. For the purpose of quality assurance in your school what activities do you undertake?
3. In your view how has IQMS assisted the way you think and do quality assurance in your school? (Probe: Please elaborate)
4. What lessons have you learned from the IQMS practices? (Probe: What are the positive spin-offs? What are the negatives?)
5. What challenges does your school face in implementing IQMS? (Probe: How have you overcome the challenges?)
6. How did IQMS change the way the District supports the school? (Probe: Please elaborate).
7. What influence does IQMS have on the way the District interacts with you in terms of quality management?
8. In your view, how has IQMS impacted on quality improvement in the school? (Probe:)
9. How has the IQMS experience reviews sharpened your awareness of quality continuous improvement? (Probe:)
10. How confident are you that continuous improvement can be sustained without an external intervention? (Probe: Please elaborate)
11. Is there anything else you would like to share with me?

**THANK YOU FOR YOUR TIME**

## APPENDIX E: TRANSCRIBED DATA

### Disc Marked “Plyman” – Recording labelled DVT\_A001

Interviewer: Once again ma'am I would like to say thank you to you for making yourself available, and for making your time available. Thank you so much and I really appreciate it. As I said earlier, this interview will be tape recorded and we have the form there that you have to sign where you actually give your consent for this interview to be tape recorded. Ma'am to start off, tell me exactly, like in the past, (as I have explained to you this is about quality assurance, how to ensure quality in our schools). Now can you perhaps tell me, in the past, how was quality ensured in the past? What things were actually in place to ensure quality in schools?

Interviewee: Okay sir. In the past to ensure that there is quality of education, first of all there were inspectors and our principals were following all the instructions that were from the Inspectors. Because nowadays there are unions, principals have no power unto teachers because teachers don't want now the inspectors to come to our schools. Long ago the inspectors came to our schools, there we competitions among the classes. These competitions were started from the school. There were certain days which were set for those competitions to compete among the teachers and the children of that particular school. And it's where that competition helps us and you see your strengths and your weaknesses because maybe on Saturday we are competing we are doing spelling or reading or how you teach a lesson in English and you bring all your apparatus. And everybody is looking, everybody is taking notes and everybody...it was free, and other teachers they will correct you and advise you if you have done this lesson like this, like this, you will have a good lesson. Then...can I go on?

Interviewer: Go on ma'am, go on.

Interviewee: And that competition of competing of how to teach nhe, you will compete with surrounding schools and then our area is divided then into four zones. There will be Zone A, B, C, D. So my school is in Zone C, maybe. The principals would

meet and make a meeting that on such and such a day we want schools from Zone A to compete with schools in Zone B. We went to a Community Hall, (there was a hall which was called Civic which is Boxer today. We usually go there to make these demonstrations. And that thing will make a teacher really because you don't want to present something that is weak before all the teachers.

Interviewer: Okay, tell me now ma'am was that now lesson presentations where teachers had to compete, with lessons?

Interviewee: Ja, with lessons, with your apparatus, with kids and everybody would sit and watch. So I think that thing was uplifting the standard of education.

Interviewer: So in other words you think that was a very good way to ensure quality and to improve the quality of teaching and learning?

Interviewee: Ja...ja, to ensure quality. And sometimes if this area (Mdanstane) is finished we usually go to Bhishe and compete with the schools in Bhishe. Yes, that's what I have seen...

Interviewer: About the old way of ensuring quality.

Interviewee: Yes, yes.

Interviewer: Now tell me ma'am you have mentioned about all the good things, any negative things that you can think off about the old inspector system?

Interviewee: Okay. I can say there were no money for that because this IQMS, when you finish we know that we will get a salary progression. But then we were doing just for nothing.

Interviewer: Okay.

Interviewee: So you know that the increment will come. It will be an increment for all the government employees.

Interviewer: So in other words, in those days performing well it was like performing well in a professional way but there were no incentives, there were no increments?

Interviewee: Yes. You was just doing for your school and for your name.

Interviewer: That's a wonderful one, hey. You were doing for the school and for your name. That's wonderful. In other words...

Interviewee: Maybe somebody will send inspector. Because the inspectors were called to be present in those demonstrations. Maybe if a new school is opened, maybe if you are lucky they will choose that there's a teacher so and so who is excellent in teaching...

Interviewer: For that recognition?

Interviewee: Ja, for recognition.

Interviewer: In other words that was more or less. So have you in anyway felt that you were being pressurised or so?

Interviewee: Oh! Our principals were so harsh. They were cruel. They can take you and you can be chased out of the school if you don't perform. She can report you to the inspectors. Ja, they have that powers in those days, it's not easy in these days.

Interviewer: Yes it's not easy but in those days in other words if you fail to perform, there was that risk that you...

Interviewee: He or she will keep on reporting you, yes.

Interviewer: Okay ma'am. So that was now in the past. Now with IQMS, how has IQMS assisted you in improving the quality in the school?

Interviewee: First of all, I have got my DSGs you know and when you plan your lesson, you plan together. Yes, yes I also agree with IQMS because we do things and we are free, you don't afraid of somebody .Yes, yes. Because firstly you can assess

yourself you give your mark, a certain mark and when people comes you discuss this thing and see that no, I can't get this thing because you have discussed now things.

Interviewer: So you actually feel the cooperation?

Interviewee: Ja.

Interviewer: Good. There's more cooperation?

Interviewee: Ja.

Interviewer: Any challenges in implementing these policies?

Interviewee: Ja, there's more cooperation. You are work together now.

Interviewer: With your colleagues in the school?

Interviewee: Ja, with colleagues and the principal.

Interviewer: So the collaboration amongst teachers is really there?

Interviewee: Ja, the teachers now they are free and nobody is going to chase you out, ja.

Interviewer: So there's no pressure or fear for victimisation?

Interviewee: Ja, no pressure and there's no victimisation

Interviewer: (Excuse me) Tell me now ma'am, as a teacher, do you feel that you have improved using IQMS? You have now improved as a teacher; you have become a better teacher?

Interviewee: Oh yes, because we do School Development Plan. So if you are chosen and you are weak in that thing, you go to a workshop. Your name will be forwarded and then you will be selected to go to a workshop maybe at Stirling or somewhere to be developed.

Interviewer: So do you think with IQMS what is good about IQMS is that your weaknesses are being analysed and then there is an opportunity for you to go work on the weakness or to be work shopped on the weaknesses?

Interviewee: Ja, so that you can be developed.

Interviewer: Now tell me, what particular aspects of IQMS has assisted you? Is there anything within IQMS that has assisted you that you can point out and say, that aspect is a good thing of IQMS?

Interviewee: Okay. I can say I like (I don't know whether I am right) when I am seeing the integration how you do in your lesson plans. I have seen a lot in IQMS

Interviewer: Now tell me if you think in terms of IQMS, do you think the incentive, the rewards, do you think it's a good thing, if you compare this now with the inspector system?

Interviewee: Yes, I think that reward make people to work because you know at the end, if you do a good job you will get a reward at the end. It makes teachers to be willing to work.

Interviewer: Now don't you perhaps think ma'am that when rewards are like external (coming from outside), what do you think, do you think it's a good thing? Do you really think that if there is like an incentive, a reward, don't you think at a later stage, people will just perhaps, teachers will improve because of that reward? I was listening now to you, if I compare, do you really think, you know is it not perhaps for the sake of the reward? Or do you really think the reward is like a way of motivating the teachers?

Interviewee: I think money is needed, sir. Everything is up, cost of living is high. Everything has changed, so money is needed. I think it's a good idea for people to be rewarded, to have incentives, And also since you plan together, you do things in school, I think it also uplifts the level of the school, there's no way to take down the school level.

Interviewer: Do you think (I mean if you think now and you sit) are there perhaps any or some or the things that you think (let me put it this way); about IQMS

that you do not like things and things (I can almost say) if you had the power that you would have changed?

Interviewee: I think IQMS must go on since there's no inspectors coming into our classes because inspectors just ends in the offices. So there must be something that must always make people to fear that their work is looked upon.

Interviewer: Now do you think that IQMS is something that really makes people to fear?

Interviewee: Yes, because you won't get salary progression if you don't work. How can you get it? How are you going to get it?

Interviewer: Okay thank you ma'am. Now tell me now ma'am, the next one is how has IQMS changed your interaction or the school's interaction with the Department of Education? Because of IQMS, what is the interaction now, because of IQMS?

Interviewee: The department has an interaction with the IQMS because at the end scores are submitted at the District Office. .

Interviewer: The forms?

Interviewee: Ja, the forms. To see how we go about and the EDO then checks now, checks them and comes to school to the principal.

Interviewer: So in other words, do you get feedback after the forms have been submitted? Is there regular feedback from the District Office or the Department?

Interviewee: There's no feedback. It's only when the principal is taking these IQMS forms score sheets to the principals. He talked to the principal not the teachers and the principal will tell us, you know. But do not the department comes to us.

Interviewer: Okay, so the feedback is being given to the principal?

Interviewee: Yes, to the principal.

Interviewer: I'm just thinking now ma'am, even if there are weaknesses, the principal would now come back and report to staff about the weaknesses? So that's the only basic interaction that is there? There is no one that come from the department and to check and to see whether... you know to come, and just make sure that...? Or to come and give any support?

Interviewee: No, unless they've called us to a workshop. Maybe they have done like that.

Interviewer: And tell me ma'am, do you think the support that you get from the Department of Education or the District Office, are you happy with the support? Do you really think that the support is good support that you get, after forms have been submitted? Or what do you think?

Interviewee: Yes, I think so. They are trying their best because if you your standard is below the required mark, you will be called. As I have said, you will be called to a workshop. I think they are doing it like that. They call us in a same place but because there are so many schools they can't go to School Districts just to develop people.

Interviewer: So do you think yes they give support, but because of time constraints, they can't go to all the schools in order to support schools?

Interviewee: Yes, they select those they want to be developed in that learning area, to a certain place on such and such a date. So, I can say they are trying to give us support.

Interviewer: They are trying?

Interviewee: Ja.

Interviewer: Okay, okay, okay. Now, has IQMS contributed towards the continuous development of the school in itself, not as a teacher now, the school? Is there ongoing development now because of IQMS? Do you feel that because of IQMS, everybody in the school is now trying to have that ongoing development?

Interviewee: Yes, even if it's not about learning, they have called sometimes for conflict management, things that happen in school to workshop people about those things. There are certain things (I can name it, I forget...).

Interviewer: So you don't think that teachers would actually...it's not like window dressing? You don't see it like that, where teachers would give their best possible lesson when the SDT or the members are in class and then later on just go back? You don't think it's just for the sake of get a good mark for IQMS purposes? Do you think it's an ongoing thing?

Interviewee: It's an ongoing thing. Even if don't even called for that particular something, that workshop. For instance if I've called for Conflict Management, I came back and report to other teachers who haven't been there. We have done it like that.

Interviewer: On a regular basis?

Interviewee: Yes, everything. Each and everyone who have gone for a workshop, she comes back and report to other teachers who haven't been there.

Interviewer: Okay, now tell me ma'am the other way, has IQMS changes the way you are thinking about quality assurance? I was so glad you have spoken about inspector system and now the IQMS. Your thinking of quality assurance, do you think IQMS has changed you in anyway that you can say I see things in a better way now?

Interviewee: Yes, because by the time schools were under inspectors who came to schools and visited many people left teaching as a profession and work somewhere. But these days no, we are free because of IQMS. Because there were fears in those days, but now as I've said, we are free, we discuss things, we do things together. You have your DSGs, your peer...

Interviewer: So if I can (listening to you now ma'am) I can almost say that a good thing about IQMS is that whatever you do you are doing it without fear? And you do it in a collaborative way?

Interviewee: Yes, and you do it in conjunction.

Interviewer: Now if you say collaboratively, if we can compare (just to summarise) do you think with the inspector system there was working in isolation, more as individuals?

Interviewee: Ja, they were working in isolation and they were powers.

Interviewer: (untranscribeable word) So, do you think quality assurance...do you think perhaps that apart from the cooperation, do you think that trust and things like that is also a very important thing?.

Interviewee: Ja. Everybody is free now. Unlike those days because you will plan your lesson alone because you want to be number one, there. So you do things alone because you want to be a star alone. But nowadays we are helping each other.

Interviewer: Yes, yes. Ma'am, tell me is there anything that you want to ask about the whole thing or anything you want to ask or anything perhaps that you want to add that I haven't ask you? Because sometimes, you know, we were talking about IQMS and perhaps there could be something that I haven't asked. Is there anything perhaps that you want to know?

Interviewee: My question is, IQMS is going to be a thing that will be done continuous or maybe you can add other things the way you do?

Interviewer: Basically why I am doing this research is basically to find out whether IQMS (if you can see that) is it contributing towards continuous improvement? Is it really contributing towards self empowerment? If we take on that term now, I mean you have already said to me I take it that it is. My only thing is you know, if there is anything that we can change then we would like to hear from the people we interview. It's perhaps not for me to say but basically if I put everything together then at the end of the day we want to see, what are things in IQMS that are working, but what are the things in IQMS that's not working.

Interviewee: Okay, because we are building a child of South Africa. We want quality education. Okay, sir, nothing.

Interviewer: Ma'am, I thank you so much, thank you for your time and thank you so much for taking part.

Interviewee: Thank you.

### **Disc Marked "Plyman" – Recording labelled DVT\_A002**

Interviewer: Once again thank you so much for your time and for making yourself available. I'm very glad to be here today and I know it's very difficult for you to accommodate us, but thank you so much. To start with I would like to know in the past, (your past experience), how was quality assured, done in schools?

Interviewee: I will talk about this school in particular. Traditionally there were inspectors per circuit. We are in Circuit eight (8) so there was an inspector that was assigned for Circuit eight (8) to assure quality of teaching and learning in schools. They would visit randomly without notification, without phoning, without doing any form of communication. They would just come to school and they will expect to see things in order. And when they are in school, the first thing they would like to do, the first person they would love to speak to is the school principal. They didn't involve themselves much with teachers. When they are in the office, they will start with the work itself; they will look at the administrative books all the time registers, the attendance and everything else that is in her in the office. From there they would request the children's books (the learner's books). And there was a quota of work, the quality of work that they needed they would say maybe give us so many books and by this time of the year or by this time of the week you are supposed to have done this much work. So they had something that was called quota of work - a number of learning activities or tasks that were supposed to be completed within a specific short space of time. And they would do those rounds now and then. And most of the time the principal as well as the teachers in the school would live in fear that anytime a car comes here maybe it's the inspector and they be fearful and the children would be quiet in classes and they will be order (you see) so that they may not have a negative report about the school.

Interviewer: Now if you think about it now, do you think it was a good thing, to uplift the standard or quality of teaching and learning in schools? Your feeling, your view about it.

Interviewee: Of course things have good and bad sides. In one way it was good because everybody knew what he has come to do at work. Everybody was busy in class, doing his job and as an instructional leader you would know that what the inspectors come and expect to be done it will be done definitely. Of course that was done out of fear, that was the negative part of it but definitely there was work that was done. And there was control in schools because the schools will not just go out at anytime because they knew that teachers were expected to be in class for a specific time. So there was order, there was control; of course the only bad side of it was for them not to communicate that they will be visiting. Sometime they will come to school and they will find no one and they will not expect any answers because they will just write a report that there is no one in school, yet sometimes you will be out of school in sports or attending workshops or any other activity. But the report was there, it was just written that there was no one at school. That was the negative side of it; we were not given a chance as a school principal or as a teacher to explain yourself. They did what was prescribed.

Interviewer: In other words the problem was the unannounced visits to schools without a announcing that they are coming?

Interviewee: Yes.

Interviewer: Thank you very much ma'am. Now moving away from the old system, how has IQMS since its introduction assisted you, your personal growth as a teacher, as an educator and perhaps also as a principal?

Interviewee: The thing with IQMS is first I would say its advocacy because when IQMS was advocated, it came to us as something that was solely revolved around money, salary progression. And we took it so positively because it has something to do with incentives, with rewards, with appointments (you see). So we took it on that note. We never took it seriously because as the time went by, we as the teachers discovered

that IQMS is three-legged. It is for the development of the teachers, it is for the performance (that is to evaluate the educators performance in order for them to be salarised or to be progressed according to grades), and also it's for to look at the effectiveness of the whole school. We never knew the other two parts. The only part we focused on IQMS was the money part (you see). So in a way when it was advocated that was the sense that we got of IQMS. But as the time went by, you could see now that there is a development aspect that IQMS is bringing about that the teachers are supposed to develop themselves because amongst us, there are those who are more knowledgeable in terms of subject areas, in terms content knowledge than others. So as the time went by we could see that yes it is positive in a way but there was a problem because there is no teacher that expects to be taught by another teacher. There was jealousy, for instance there were teachers in the school who had ACE in Technology, and during our DSG meetings and our staff development team meetings we would urge those teachers who are educated or who has some professionalism in some kind of an area to capacitate other teachers. There's a teacher in the school who has ACE in Technology but she said she's not going to, there's the University of Fort Hare, any teacher has got the right to go and study there so that he must get his own qualification. She was not willing to share with other teachers, as well as other teachers were not willing to listen from her side so that they may know the other aspects of Technology. That was the problem in terms of the developmental side of it.

Interviewer: Now do you think basically this is because of the influence of IQMS that actually influences people not to share information or what do you think? Or do you think it's a sense of competition?

Interviewee: One I would say is the misconception about IQMS and also it's about the competition as you are saying because teachers at work do compete and those who are knowledgeable do not want to share information from those who are not. And the teachers want the information to come direct from the District Office or from the Departmental Officials as it was before. So IQMS brought something new, that the teachers has to build themselves to be communities of practice, to establish professional learning communities where each one learns from the other. But teachers

were not able or were not willing to do that because they were used to the traditional thing that if the teachers are to be capacitated, it has to be the facilitators, the subject advisors or the departmental officials who organises such workshops.

Interviewer: Do you think now that mindset has it changed or do you still see that particular mindset that teachers do not in fact want to take instructions from (lets say for instance self development because this is what you are saying its about self development because they actually want to be developed by people in authority), do you think that mindset is still present in our schools?

Interviewee: I don't think it has changed yet because teachers they even become jealous. For instance the development that has been brought by IQMS is to make some of the teachers facilitators. We have clustered as schools (as nearby schools) and in certain learning areas especially which were new in intermediate phase like Economic Management Science, Technology and other new learning areas we were clustered in groups so that amongst us, a facilitator could be appointed. You will find teachers will be jealous if there's a teacher standing in front of them facilitating them. But if that is done by Subject Advisor, well that one will be acceptable

Interviewer: Okay. Now, coming back to you now, as a person, as a principal, as a teacher, do you think personally you have benefited from IQMS? I mean if you sit and you think back, since IQMS has been introduced, I feel more empowered, let me put it like that.

Interviewee: At the introduction of IQMS as I have mentioned there were those misconceptions. Secondly what IQMS has brought, particularly in this that there's a teacher union, teachers belong to teacher unions. Some teacher unions since they were fighting the traditional system of inspector of inspecting schools because of its negative public image that it portrayed in schools that were underperforming, so the unions said to their members that the principal as well as the inspectors must not be allowed by teachers in their classrooms. Now come IQMS, IQMS has got a part in it that a teacher is going to be observed, performing lessons in classroom by the DSG so that he can be identified the strengths and the weaknesses as well as he can be evaluated in terms of

being given rewards. Now for that reason, the teachers had to allow the School Principal and the DSG and other structures of the IQMS to go into her classroom, otherwise the mindset was that the unions they are belonging to do not want teachers to be inspected in class or be class visited in anyway. But the positive part of IQMS is that there is a performance standard, especially performance standard 1 to 4 where it talks about lesson preparation and in that part you have to go to a teacher's classroom. And then they would allow you to come because they knew there was money associated with your presence in the classroom.

Interviewer: Now do you really think that the reason why teachers would allow the principal and why they would comply with the requirements, do you think it is indeed because they want to render a better service to schools or do you its because of the financial reward? There's no right or wrong, but do you think?

Interviewee: Not all of the teachers associated IQMS with...for instance in this school in particular, I was a facilitator of Economic Management Science, because some of the teachers do not like to attend workshops, they liked the part that when I come back from those workshops I would come and facilitate them that was the best part. Because they will be in a comfort zone, talking to somebody familiar and they would implement what I have brought from the workshops. So, I can say that well IQMS has brought positive things in the school because there are those strangers. Rather than a stranger to come to school and ask for work, they would rather have their work being asked by me, than a stranger.

Interviewer: Okay. Now as a Principal ma'am (you are a principal for two years now) do you think that IQMS has made a contribution in your leadership, in your communication, perhaps the values that you have? Do you think IQMS has made any contribution?

Interviewee: Yes I think IQMS has made a contribution in the sense that one, it has improved the communication, it has bridged the gap. Now as a Principal I'm not heading the school but I'm leading the school from the center, because I am always in the center. We will always sit together, we will always talking together, we give each

other feedback and discussions, we are always together. We are promoting the community of practices now because that's what IQMS has done for it. And it is better for us to be alone in the school than to have strangers come and inspect our work.

Interviewer: So If I can capture that ma'am I have got a question here that was how IQMS assisted you, but basically I think you have mentioned most of the things because I was also looking at what particular aspects of IQMS do you think are really good that has really helped the schools to improve? If you can perhaps sit and think, what particular aspects that's outstanding that people can say these things are really good about IQMS?

Interviewee: As I have indicated before IQMS is three-legged because it looks at the identifying areas of weaknesses in teachers so that they can be supported and developed. On the developmental side I can say that is a good one because actually it is actually looking at the quality of teaching and learning because also it involves the teachers as well as the learners, and classroom observations. On that part, when we are doing these instruments that we have to submit to the District Office we always do those personal growth plans which inform the school improvement plan, which inform the District which teachers need to be developed in which areas. And on that part there is always a follow up because a letter would come saying: Miss so and so must come to a workshop to be developed in a particular area. And I also as a school principal I've been developed for instance in performance standard 8, 9 or 12 where they will be talking about how to manage conflict in school, where they will be talking about financial management, where they will be talking about professional bodies (how to engage yourself in professional bodies). They have developed some of the teachers who have indicated in those personal growth plans that they need development on this particular area. And yes, on the developmental side again, because there have been workshops running around the learning content, the curriculum itself, assessment (how to assess learners) because that's basically where the area is that the teachers are having problems, with the area of assessment as well as the knowledge with disseminating the curriculum. So there's been workshops that have been run and I think those workshops have informed the revised curriculum because the revised curriculum now has changed

from national curriculum statement to **CURVES**. And I think **CURVES** has been informed through those workshops that the teachers were going through.

Interviewer: Now tell me (the next thing here ma'am is how has IQMS changed your interaction with the District Office or I would say the Department of Education? Because of IQMS, how has IQMS in fact (you know) changed or impact on your interaction with the Department of Education of the District Office?

Interviewee: As a school principal let me say the EDO (the Department Official of the school) he has come first to the school to IQMS me as a school principal. And I think it's the new thing that I have not seen done before is for them to come and IQMS the school principal. Before what they did they would come in a nearest school and combine the nearest schools in a particular school so that they might bring their IQMS documents, everything that they needed and they will just sign. But last year what happened the EDO was here and he never came to the office, he went straight to the classroom because he told me that in that instrument, lesson observation you are supposed to do it in class. Show me your class; show me what you are doing. So what I did, he came to the office, I gave him the files where he could see that we do have the IQMS structures in place, where he would see that we have the dates for DSGs and the classroom visits. And then he told me that he has come for me this time, he does not want the file, the file will form part of what he has come to do. So we went out of this office to my classroom. I demonstrated there. I had to teach a lesson, and whilst I was teaching he was sitting there with his laptop putting in marks and everything else. And things that we were not in understanding with each other, we have to speak about those things. We discussed it as I was doing we discussed it because sometimes I wouldn't agree when he give me 1, I would say how could you give me 1. We discussed the marks that he was giving me, we had an agreement and he said: you are a new principal; you cannot get 3 and 4s because you are a new principal, you had to start down so that you may be able to be developed and then you will go up.

Interviewer: So what you are saying to me ma'am is that there was...

Interviewee: Interaction and open communication. Exactly.

Interviewer: Now tell me ma'am that was now because of your new appointment as a principal. Do you think this sort of thing is always happening every year because IQMS is being done on an annual basis? Do you think it's always or is it just because of your...?

Interviewee: Yes I would say it was just baseline but I would say it was not baseline because after that, most of the principals in this area were phoning me saying that we have heard that it is the first thing that has been done that the EDO and inspector comes to a principal's classroom and observe the principal actually teaching. And he has said that he is coming to our schools also, what is he expecting? And that also made other principals prepare and they came in this school in numbers saying, let us see your file, let us see, tell us what he did with you, let us see the report that he wrote. And I think about 3 or 4 or about 7 of the principals were in this school because he put in a good word because what I wanted from a principal is what I got in that particular school. So everybody now was busy making that file because I could see some of the principals do not even have a file on IQMS. Some of them do not even know what IQMS is because they were even saying we do not have IQMS yet, meaning money yet. So they associated IQMS as money only. They didn't know that there is a this developmental part of it, the whole school evaluation of it. So that's what they said so there was that learning from each other after I've been IQMSed. So I cannot say it was a baseline because for them it was not baseline because they've been principals for years.

Interviewer: Okay, okay, I see.

Interviewee: I'm sure it's a new strategy; it's a new way of doing things from the EDO's side (I don't know). Because a week ago there was an official from national that was in the school. He was doing a survey on school and looking at the whole school. But I am not sure if it was part of IQMS what he was doing but he was evaluating the whole school. As far as I understand IQMS also has a part where the whole school has to be evaluated because he went to the libraries, the toilets, the kitchen, every place. He was looking at the grounds, everything. So I would say that was the whole school evaluation I don't know. But his survey he said that he was glad that I have evidence

that the EDO was here because I actually showed him the instrument that he was using as well as the report that he wrote about me. And then he said he was glad because in some schools that he went there the truth that he got is that principals were gathered in one place and they would be told to bring IQMS documents and that will be it. But it has been a different thing in my case.

Interviewer: Now do you think ma'am that was my (not my impression but of the Department as well interaction) do you think perhaps this one particular EDO or do you think it's like everybody? I mean like all other EDOs are exactly doing the same?

Interviewee: don't think they are all doing the same. I don't think they are all doing the same. I don't think. I'm sure it's this particular one or it's the change of things, I don't know.

Interviewer: We don't know?

Interviewee: We don't know because he had a list of the schools that he will be visiting.

Interviewer: The same EDO?

Interviewee: The same EDO. .

Interviewer: Okay. On that note now based on what you have said earlier, do you think that way of having that external control, do you think it's a good way of keeping schools and principals and teachers (if I can use the word) on their toes, that external control that's there ?

Interviewee: I think that external control it is good because as a school principal you know what the term accountability means because it comes to that at the end of the day. Because you don't just relax in the office because you know that they will be doing rounds and when a word goes out there that that school is performing everybody will want to come and see the performance of the school so you will always keep your school intact. Everything will always be ready for anyone who comes to come and see.

Interviewer: Okay and you don't actually think that this will put too much emphasis on accountability at the expense of development?

Interviewee: No I think they will have to go hand in hand, they do go hand in hand because in as much as an accounting officer you are made accountable for the quality of teaching and learning in your school, also you are being developed. Because as I have indicated, we had some discussions before and after the observations (you see) and as we were speaking, he could see that there are things that I am more in control of than him. And he would say well, we are learning from each other, you don't have to tell me that. Because I could see that there are things that he does not know that are associated with IQMS. For instance, at one point he gave me a 4 and I had to correct him because in those criteria, a 4 is given to somebody who has shown creativity, who have shown that he has done an extra mile in order for his job to be done. So in that particular case there was no extra mile and I could see that he just favoured the way I did things, yes there was no extra mile that I went. I didn't go out of my way in order to get that 4 and I said to him you don't give me a 4 because this 4 will call all the national officials in the department to come this school to see. Now a 4 stands for a coach because they will see me now as a coach in this particular area that you give me a 4 in it and if you give me a 3 they will see me as a mentor of which yes a mentor I am to other teachers. But in 4 I don't want a 4. We had to discuss some of the things because he was not aware that a 4 you just cannot give me a 4.

Interviewer: Now tell me, do you think it's because he wanted to favour you or do you think he's not really familiar with IQMS? Do you think...what would you say?

Interviewee: I think he was not familiar with IQMS. He came with the inspection mind; he came with the mind that I am there to do so I could see that he was not aware of some of the aspects that are associated with IQMS. As the ones who are being work shopped on IQMS (because we are always called for workshops, for whatever meetings or whatever every year by the District Office we would go to Stirling Primary will go to we will be called by somebody who is in charge of IQMS then we will be told of new developments) so I could see that I was way ahead of him in terms of knowing some of the aspects of IQMS.

Interviewer: And you would actually contribute this ma'am to the fact that there was open communication? Because listening to you now, it's like unlike submitting forms and there's no way of (you know) you can just do whatever you want to do so if there's communication then what you are saying this can really be a good thing (you know) communication where there's interaction and communication.

Interviewee: Yes, because he had with him an instrument that I was not familiar with and I told him you can't. You just cannot observe using that instrument because there's a particular instrument that has been prescribed for IQMS observation. Now you are looking at things that I do not know about. You should have come before, so that I evaluate myself on this particular instrument that you are bringing to me before you actually come for the actual observation because IQMS it says that a teacher has got to do self evaluation after that make a personal growth plan and then thereby is evaluated by the DSG and then by the SDT. But he was bringing me an instrument that I was not familiar with so we had to talk things out and he said which instrument are you familiar with? I brought the book that we were given by the District Office. This is the instrument that we always IQMS around you see so he had to change the instrument that he had. I did not know that instrument he had where he got it from because he told me that I've been in a workshop so we were given this one but by the way, they look like the same.

Interviewer: So it was obvious to you that he was not familiar and he is still learning about IQMS?

Interviewee: Yes as a result in one of our meetings that we had, the Principals meeting in a Circuit he said that you see there are people who know things that we do not know and I know that some of the principals are studying whatever they are studying, but please help us whatever knowledge that you have that will benefit other principals bring it to us. For instance after each and every meeting I will open up a slot so that each principal from each school will have something to do for us. As a result one of the high school principals in that particular meeting had a share in talking to us about SIP –what a School Improvement Plan is or what it is supposed to look like, he shared that information to us.

Interviewer: That's wonderful. That's your interaction now...I really appreciate this one. Now ma'am tell me do you think the support, are you happy with the support? We were talking about the interaction now, are you happy with the support that you get from the District or the Department of Education in the process of developmental (its obvious that you would like to develop the school as a school principal with your teachers and everything) are you happy with the support that you get from the department or the office to support your efforts in developing the school or developing the school? Do you think...are you happy with that support that you get from them?

Interviewee: No, we are not that happy. For instance let's start with this performance part, the performance aspects of IQMS (because it's the one that's related with rewards and incentives and the salary progressions) I'm not that happy because some teachers they work harder than others, yet you get remunerated the same (you see). It's not supposed to be like that. We are supposed to be graded because some teachers are weaker than others but you all get this one percent so that's the part that I am not happy about because I feel that some teachers they are supposed to get much higher, they are supposed to get much better rewards than others because they do their best. So I think they are not recognised for their strengths in that particular way. Secondly the support that I am not much happy about belongs to this developmental aspect of IQMS because there will be sections where the teachers will indicate that I need development maybe on this particular aspect maybe say extra curricular activities. You will see in some areas, in some criterias there is no development whatsoever, the development that they are looking in particular is the development that is offered by subject advisors.

Interviewer: So that's the only development that in terms of your school improvement, in terms of your personal development or whatever, that's the only development, the only support? Because basically, you identify your areas of weakness where you need support and then as a school you draw up your plans, but then you need support from the District Office or the Department of Education and this is the only support that you actually get from the subject advisors

Interviewee: Yes. That's the only part, from the subject advisors because it will be the support that is related to the curriculum only. But what about other aspects (you see). and also what they would do they would give us an exemplar of an SIB template, but you would see that what we write in those template is different, is different, yes it has to be different because schools are different. But you see there is no guidance; we don't know what to write. Now as a school principal you have a tendency of looking at the previous SIBs what was written there and then you will repeat what was written there. Yet the years are different and the teachers are different.

Interviewer: And also the context of the school are different and also in terms if you really want to develop there are certain things that you need from them that you cannot (I'm thinking now in terms of human resource, schools without...)

Interviewee: Exactly. That's what I was going to say. I was going to talk about human resource because for instance I am a school principal yet I am a class teacher. I don't have a subject there, that class belongs to me because there is no teacher to teach grade 4 in the school so I am juggling between administrative work as well as (you see) so there's a gap. I am doing two (2) jobs that are supposed to be doing by two (2) people. Also, we are supposed to have a Clerk in the school because there are new developments in terms of doing things electronically and blah blah blah. Because we are supposed to have SA SAPS. The person who is doing this particular thing is me.

Interviewer: Now tell me now ma'am, do you think IQMS has overall contributed towards the continuous self improvement in the school where people would not just when forms are to be submitted. But do you think that sense that people would strive towards continuously (on a continuous basis) even if you say, take IQMS away? Do you think they are empowered to such an extent that they would just drive their own development? Do you think we can actually say that IQMS has done that in the school or do you think the moment if we say IQMS out, teachers are going to relax and say okay there's no need? Or do you think teachers have been capacitated just to move on with or without IQMS.

Interviewee: I think IQMS has brought something positive in the sense that because it was sent away with inspectors something has to be put in place and that place it has been filled with IQMS. So if you say away with IQMS, definitely there has to be something that will be put in place. Because I see IQMS as a watchdog (you see), so if you take that gatekeeper away, the schools will collapse definitely. So they need that instrument – the schools need it as well as the teachers - they need that instrument that will guide them in terms of doing what is right in schools because they know that there is IQMS time. When it is IQMS time everybody is busy, they are busy with their classrooms, they are busy with their files, they are busy with just everything else. And they will know that when it comes to IQMS time there will be submissions and there's a competition because during those class visits, if the principal visits a particular classroom and there's a good report about that particular teacher the next teacher will be busy competing so that he may not be (you see)... Now those are the good things that IQMS has brought and also they know that when it comes to submit IQMS documents to Rubusana because we are doing it practically and there's no one who wants to be given a 1 or a 2, they are all striving for a 3 or a 4. So there's that competition and there's that. I think IQMS is a good thing, it has to stay (you see). The only thing that I would like to have IQMS not to include much is those structures. For instance if we talk of that peer that belongs to a DSG group there is some kind of biasness because a peer will always be a peer and he would always want to do good things for a friend. You see, there is no truth in that the peer can evaluate another truth (peer). It has to be somebody in authority because teachers will always be submissive to somebody in authority than from a peer so I don't like the DSG part. If IQMS only will be done by the School Management Team I think that will be fine because the School Management Team represent the Department of Education.

Interviewer: But don't you think that ma'am it boils down to the old inspector system?

Interviewee: Not necessarily because that will cut down biasness because they will give each other big marks they don't deserve because they are friends (you see). But if it is done by the School Management Team it will be a true reflection of that

particular is, so that that teacher can pull up his socks and strengthen his own weaknesses.

Interviewer: So you think that using peers is really not ...I mean if I can perhaps say or put IQMS into your hands and say to you what is there that you would like to change about IQMS, one of the things would be take out DSGs?

Interviewee: Ja, take out DSG. Exactly.

Interviewer: And do you think that (I am just thinking in terms of now if we say there's no control do you think people will actually like relax)? What I'm saying is we are trying to get people so far as to improve themselves? So if we say take away the control, do you think people will be self disciplined enough just to move ahead?

Interviewee: No, I think IQMS must stay because of course IQMS has brought another aspect that is positive that of teachers developing themselves in terms of studying because they are developing themselves personally because there is so much competition because there's that teacher who does not want to be taught or mentored by me because I have an ACE in technology from Fort Hare next year he will be registering for ACE or something bigger. Because now if you can look at the statistics of teachers, most teachers are in Honours level most of them because of the competition that has been brought by IQMS because they want to be up there most of them.

Interviewer: So now if you say competition, don't you think the competition can sometimes take part at the expense of development or do you think it actually goes hand in hand?

Interviewee: I think competition brings something positive because it does go hand in hand with development. Exactly.

Interviewer: Ma'am tell now is there anything that perhaps you would like to add or anything that you would like to ask, something that I haven't asked you or anything that's perhaps not clear to you? Is there anything before we conclude?

(PAUSE)

Interviewer: Anything perhaps because sometimes you know there is something but sometimes you will find that the question doesn't come so is there anything from your side that you feel okay you know the question actually allow me to respond to this one, that's the first thing, secondly is there anything that you want to ask?

Interviewee: I think there's something that I want to add instead of asking is that there was a workshop that we did attend as school principals of this Amathole District where the Acting Superintendent told us that IQMS is going to be reduced. That document it has forty seven (47) pages I think it has to be reduced to four (4) pages. I don't know if that is what they are intending to do but that's what he told us. Now looking at that reduction it tells me that there is a lot that they are going to do away with in that particular book, seeing that the book is going to be reduced from forty seven (47) to four (4) pages.

Interviewer: The guidelines?

Interviewee: The guidelines. So now it means a lot of information is been thrown away. Although that has not taken place, although that particular document that they are talking about they have not given us, now it left us with a question of what are we supposed to be doing in the meanwhile that reduced information is not brought to us?

Interviewer: And you are not quite sure what information is it that they are...they haven't spoken anything about the forms or anything? It's just about the guidelines?

Interviewee: Yes, it's about the guidelines that I'm talking about.

Interviewer: But everybody is not clear about what exactly is it that they are going to take out?

Interviewee: Not yet. Now it tells us that now that there are those changes maybe there is something wrong with IQMS

Interviewer: Is that what they said?

Interviewee: No, that's what I am thinking that by the mere fact...it's like revising these curriculum, when a curriculum is revised definitely it is being revised following its

own complexity. Definitely this one there's also complex in a way so we don't know which aspects are there which aspects are not there. But because there is no information yet we are still continuing with the old ways of doing IQMS.

Interviewer: Ma'am I don't know how to thank you but thank you so much I know it must have been very difficult for you. This is a very busy time of the term but thank you for your time and thank you for making yourself available.

Interviewee: Okay. Thank you.

## **Disc Marked “Plyman” – Recording labelled DVT\_B004**

Interviewer: As I've said earlier I would like to thank you for your time and I would like to thank you for making yourself available really I appreciate it. The first question is (I'm really not going to prolong it) before IQMS was introduced how has quality assurance been done before?

Interviewee: Well previously I know that we had the inspectors coming to school and they came to the different classes for inspection. That is what I was used to.

Interviewer: Do you think it was a very effective way?

Interviewee: Well in a certain sense I think it was because it was like a one-on-one. The inspector used to come into the class and check your books, your children's books and how you present lessons and they even question the children as well to see whether they understood the lessons and if the lessons have been taught in the class. So I think it was a very effective way.

Interviewer: Thank you very much. The second one is for the purpose of quality assurance in the school, what is being done? I mean in the school apart from IQMS if you can just tell me perhaps?

Interviewee: Is it from Management?

Interviewer: From the school side, yes.

Interviewee: Oh from the school's side. Well we have HODs at our schools, the HODs they check our work; they check our exam papers, that is what they basically do. Also

they have like meetings to check and see if there are any problems that we as teachers are facing and how can we try to solve these problems so they assist us.

Interviewer: Okay. Thank you very much. Now in your view has IQMS assisted the way you think and do IQMS in the school?

Interviewee: Absolutely not.

Interviewer: It's the same thing that we've discussed yesterday?

Interviewee: Yes, basically the same thing that we discussed yesterday.

Interviewer: So you don't think that IQMS has contributed towards the way or changed the way that you think?

Interviewee: No, absolutely not. Reason for that is that ever since we started with IQMS, I feel that it's the biggest farce that they have introduced because some of the teachers that I know, they don't work but yet when they give themselves like a very high score. I, for one know that some of the teachers they don't perhaps do sport at school but yet they score themselves a 4 and I do sports and I get exactly the same mark. I feel this is a very unfair system, absolutely. And some teachers they don't prepare the lessons but yet they score themselves a 4.

Interviewer: So in other words they get the same mark as those who are really committed, the dedicated ones?

Interviewee: Exactly. Another thing that I am not happy with (you know) we do work not really our school work but it is not on the form where perhaps if I can give you an example: We have started this library in 2009 and we did not get any credit for that. And I mean the work that we've put in here is not even on that form. How do you compare that? Teachers that does absolutely nothing and we offer our time, we sacrifice our time in the afternoon. We are here every single day and there's absolutely nothing on that form that can actually...

Interviewer: So what you're actually saying is that most of the things that teachers do (like you were doing) the form doesn't even make provision for those things?

Interviewee: The extra work. Absolutely not.

Interviewer: Okay. So were now with number...What lessons have you learnt with IQMS? In other words you know it will basically be the same with number three (3), the only thing is are there any positives? I think the negatives that's what you have already mentioned. Perhaps anything that's positive about IQMS?

Interviewee: Well the only positive thing that I would say is that you as a Educator you know what you are capable of and to be able to give you that opportunity to score yourself, its a good thing because if somebody else does it that person can underscore you. So I think in that way it is a good thing because you know what you are capable of. But on the other hand, some people will not tell the truth about that. You understand?

Interviewer: Yes, yes.

Interviewee: They are not truthful so they can score. That is the negative side of it.

Interviewer: People are not really (what is the word....)

Interviewee: Dishonest.

Interviewer: Dishonest, hey. Thank you very much. What challenges does the school face in implementing IQMS? Any problems that the school actually face (this particular school) as far as you can remember with the implementation or with the...you know like every year when they have to do IQMS?

Interviewee: I don't think that we really do have a problem because all the teachers participated in IQMS. There weren't any unwilling participants so everybody filled in the forms; we had our HODs come in to lessons and things. I can't recall of any teachers that were unwilling or had like major problems with IQMS.

(INTERRUPTION)

Interviewer: Okay. So the last one was how did IQMS change the way the district supports the school? Basically is there any support from the District Office?

Interviewee: I don't think...we haven't had any support from district otherwise we wouldn't have had an interview today like this if they really gave us any assistance whatsoever. They haven't.

Interviewer: So basically we can say there is no support that they

Interviewee: There's absolutely no support.

Interviewer: And tell me now even after forms have been submitted, to they at least give feedback and tell people...

Interviewee: Yes I know that Mr. Behrens (my colleague) he's the HOD, he compiled all the scores and I know that (was it some time last year?) they actually came here and they had an interview with him about that. So that is the only time that I know that they actually came to the school.

Interviewer: So they only had a discussion with the Head of Department and not with the teachers?

Interviewee: They never came to us to have a discussion around IQMS with the teachers.

Interviewer: Also what I'm referring to is that so teachers were not even aware of the feedback on their weaknesses for instance?

Interviewee: Absolutely not. No.

Interviewer: No feedback at all?

Interviewee: No feedback.

Interviewer: What influence does IQMS have on the way the district interact with you in terms of quality? Is there interaction? I think it's basically the same.

Interviewee: It's basically the same. We have no interaction at all.

Interviewer: And the interaction basically can we say if there is interaction then it's with SMT members and not perhaps with the teachers?

Interviewee: Yes maybe with the SMT because Mr. Behrens forms part of the SMT I know for a fact they have been here and they've discussed that with him. They didn't give us like feedback. This is what was said (do you understand?). The SMT did not give us like feedback in terms of this is what has been said and this is what they expected of us.

Interviewer: Okay. Then has IQMS impacted on the quality improvement in the school? Do you think because of IQMS there is at least something that you can say quality has now improved in the school?

Interviewee: No, no, I don't think the quality has improved.

Interviewer: Basically would you say, what we can say is yes perhaps there was improvement but you would not say the improvement was because of quality assurance.

Interviewee: I would say yes there was improvement but I would not say it was because of IQMS because I know a lot of teachers complained about the extra forms and things that they need to complete. maybe perhaps that was another negative because teachers are already overloaded with so much work and then they still need to do that so that was like extra work for us, so you can just add that as a negative as well.

Interviewer: So extra paperwork, extra admin work?

Interviewee: Yes, admin work.

Interviewer: So basically if you look at the school and the improvement that you see in the school what would you actually say what actually caused the improvement if it was not quality assurance?

Interviewee: Well if I can give you one example is that we had like external help. ABC Connect came here, it was actually a research project and these people came from America and they were like a foundation. They came to the school to see how they could help our school. I would say that because of that there was improvement. Especially, number one, they helped with the library, they gave us books. They had teambuilding with the school. We talked about the vision of the school, and the needs of the school and they really helped us along. They got sponsors for us, they improved the staff room. We've never had a staff room before. We used to have our meetings in a classroom and they saw the need and they got sponsors and they bought furniture and you know books, they gave us books and things like in terms of that. They fixed our buildings, they got people in from outside, they got sponsors to assist with fixing up buildings and getting furniture and they did a lot of other things. So I think in that sense the school improved.

Interviewer: Okay, okay, thank you very much.

Interviewee: So it was basically more externally that I can see there was improvement nothing from IQMS, you understand?

Interviewer: Okay. Now tell me has IQMS sharpened your awareness of (we are now on the issue of continuous improvement) can you say because of IQMS I am aware now that I have to improve on a continuous basis? Like one of the things that they said was the inspector system was like a window dressing, you do things for that one day and then it's gone. But now with IQMS basically the intent was to introduce IQMS so that people can actually improve on a continuous basis. So can you perhaps say that IQMS has succeeded in that way?

Interviewee: Not really because IQMS when we do it, it is the same as the previous systems. So you will get your books and your lessons and everything you will get it ready for that particular time. But when IQMS is over then we just go back to our old ways. So I don't think so.

Interviewer: That's very interesting.

Interviewee: Personally I don't think so.

Interviewer: Okay. Thank you very much. The last one how confident are you that continuous improvement can be sustained without external intervention? What we say now is without IQMS, how confident are you that the school will be in a position to continue to improving themselves or improving itself? How confident are you?

Interviewee: Well I am confident that the school will definitely improve itself without IQMS in a sense that the SMT must have very good leadership skills and with good leadership skills anything is possible because if you have good leaders you will definitely see improvement. It's actually (you know) because we have a new principal. Our principal is here for about one-and-a-half years that we have him here. I can't see that there is some improvement but I can't like say entirely it is because of the new principal, you understand what I'm saying? Because previously we had a principal and we were not happy with the leadership skills. There's certain things at our school that I am not happy with. For instance the main reason why we are here at school is because of teaching, we want to improve teaching and learning, that is it. And I haven't seen improvement in that; I don't know if you understand what I am saying.

Interviewer: Yes, no no I understand.

Interviewee: Everybody fusses around everything else and the core of teaching should be teaching and learning, how we improve our children's achievement, that is the core of a school. It should be the focus but it is not. And in terms of that I don't see that we have really improved or done something to make that better. Do you understand?

Interviewer: Okay. Yes, yes.

Interviewee: So in terms of fixing up the place and to get textbooks and things like that I haven't seen that we actually made a big improvement in...

Interviewer: With the core business of the school you haven't seen any...

Interviewee: With the core business of the school. So that is something that we always speak about. We have a nice group of people and that is the crux of the matter, we don't see that improvement in terms of teaching and learning.

Interviewer: Now tell me quickly ma'am (this is so interesting now) what if we sit now and we actually say what do you think can perhaps actually make a contribution towards that now? What? I know sometimes it's difficult but...

Interviewee: We were just talking about it the other day. I feel that where the two (2), actually the three (3) phases at our school, the Foundation phase they work separately (do you understand what I'm saying?) and the Intermediate phase (separately). There is no interaction between the phases, it shouldn't be like that, you understand. If we experience problems in the intermediate phase we should then tell the foundation phase, these are the problems that we are experiencing because you cannot find a child that cannot write in Grade 6. So where does it stop and where does it end? Because you don't know, how is it possible that a child can come to Grade 6 and the child can't write? But now you can't blame the previous teacher you understand?

Interviewer: No you can't.

Interviewee: You can't go back and say Grade 5 you are supposed to see that. So we need to go way back and that is not what is happening at our school, you understand?

Interviewer: Ja no, no, I understand. I can remember you know when the new thing came in (I'm almost going back to my teaching) they actually came in with this phase planning and things where teachers actually had to sit to get you know. All foundation phase and intermediate phase and also that interaction so that people can actually build on what had been taught the previous year, that was so important. So what you actually say is this is one of the things that can perhaps contribute towards the upliftment of the quality of teaching and learning?

Interviewee: Absolutely.

Interviewer: That communication, collaboration across?

Interviewee: Absolutely. Yes I think that is the most and we are just missing that point. We are completely missing that point and what I feel especially from the SMT's side I feel that is what should be discussed in our school to uplift the school because if your children are improving them everything else will fall into place. You will have a happy parent, you will have a happy teacher, you will have a happy child (you understand?).

Interviewer: It is so important. I mean we can sit the whole day.

Interviewee: I can sit because this is what matters to me really at the school and it is not happening. It is not happening and it seems to me that people are not listening because that is how I really feel. I love teaching, I really love teaching but I feel at the moment I'm not getting where I want to be.

Interviewer: Okay, so lastly do you think perhaps there's something (I mean you should know about it as well) instructional leadership where you find that it's more about instruction? There's regular meetings, regular discussion, there's guidelines from the SMT, what they call instructional leadership, basically leadership that's focused on the instruction?

Interviewee: No. No.

Interviewer: Workshops? Guidelines? Discussions?

Interviewee: We have workshops but as I've just said, we do this very informally, you understand what I'm saying? We will have that over our lunch or what ever then we have these discussions but it doesn't go to the SMT and say this is what we are feeling and this is what we feel that we need to address, you understand?

Interviewer: Thank you so much. But listen if you want to say anything my last part in fact is: is there anything you would like to share (I think you have already shared with me)?

Interviewee: Yes.

Interviewer: But you know sometimes you do an interview like this and there's a question that didn't come up and you say there is also something that I would like to contribute. Anything that you would like to contribute?

Interviewee: I feel that you know if a teacher does something extra, I feel that that teacher should be, not just recognised, but I feel that that teacher should be paid for that. But now with IQMS (another thing that I'm just thinking of now) everybody is getting this one percent (1%). Do all the teachers really deserve that one percent (1%)? Do you understand what I'm saying?

Interviewer: Ja.

Interviewee: I feel that sometimes people don't deserve that but we are all getting it. There are teachers that are really going the extra mile and they are not being recognised for their efforts, and paid for their efforts.

Interviewer: Okay. Thank you very much. Thank you so much.

Interviewee: Thank you.

### **Disc Marked “Plyman” – Recording labelled DVT\_B007**

Interviewer: First of all ma’am I would like to thank you for making yourself available. As you have just said you know, very short notice, you were not told and I really appreciated it. This is not about people; it’s not about the institution. This is about as you can see IQMS, this instrument. We are not going to discuss people or anybody. The first thing there is ma’am before IQMS was introduced how was quality assurance done? I mean perhaps not in this school but your experience in the past.

Interviewee: Quality assurance that teachers can do their work?

Interviewer: Yes, to ensure quality assurance.

Interviewee: To ensure quality assurance. Okay. There were principals, vice principals (in my time), so there were class visits. We used to class visit the teachers and there was a time frame set for that. Teachers were aware that on such and such a day there will be a class visitation to look at their record book, their registers, their children’s books. We used to look at those books we took about ten (10) examples of books, we scrutinise that quality education is happening in class, or not. Then we would go back to the teachers to report. If the teacher doesn’t perform, you workshop the teacher, you find out what is the teacher’s problem and workshops were done to help the teachers if they had problems.

Interviewer: And do you think ma’am it was a very effective way?

Interviewee: It was effective because those times there were no these so many rights for people. These time people have rights and they tell you straight these children from the Universities fresh: No you can't just come to my class and class visit. Then teachers did respect authority.

Interviewer: So you actually think the reason for the success was...

Interviewee: The respect of authority.

Interviewer: So tell me ma'am this was now internally. Anything about externally?

Interviewee: Outside the school?

Interviewer: Yes, outside the school. I'm thinking now I don't know were you familiar with the inspector system?

Interviewee: Yes. I come from that time of inspectors. As I am saying we respected authority. If inspectors say they are coming to inspect your school that was it. You just prepare for the inspection and teachers used to perform very good, well.

Interviewer: Okay so you really think it was indeed about improvement and development?

Interviewee: Yes because no teacher wanted to fail, wanted to have a poor report from the inspectors. That meant something about the teacher.

Interviewer: Okay ma'am so this is what was done in the past as far as you can remember?

Interviewee: Yes.

Interviewer: Thank you very much ma'am. As you can see, now for the purpose of quality assurance in your school, what activities do you undertake? For the purpose of quality assurance I can say now in this school for instance, what are the things that teachers do in order to ensure quality?

Interviewee: In the classroom?

Interviewer: In the classroom and outside the classroom.

Interviewee: You know as you are seeing sir that we are in a poverty stricken area, children must come to school hungry. There are kitchen soups here at school. We make it a point that (if you stand there outside) there's green vegetables. To ensure that children are not in the classroom with empty stomachs, parents are cooking there in the kitchen for children to get food.

Interviewer: Okay, in the classroom like the teaching and learning ma'am?

Interviewee: We make sure that the teacher, let's say Mathematics a teacher for Mathematics qualify. You don't just give a learning area to any teacher. You make sure that the teacher has been taught that learning area, did that as a subject in training.

Interviewer: In other words the person that's specialising in the area?

Interviewee: Exactly sir.

Interviewer: And this is the way to uplift standards as well?

Interviewee: Yes.

Interviewer: Then ma'am tell me in your view has IQMS assisted the way you think and you do quality assurance in the school? Quality assurance, has it changed your way now where you can say okay this is how we can do things now? Has it changed your way? Something that you can say I think I am better equipped now to ensure quality in the school?

(PAUSE)

Interviewer: Is there anything that you have learnt from quality assurance?

Interviewee: For me IQMS hasn't done something that we are not doing except for the fact that there is a one percentage to pay the teachers which I think helps the

teachers to do even more so as to get that. You can't get the one percent if you are not performing.

For me IQMS hasn't done something that we are not doing except for the fact that there is a one percentage to pay the teachers which I think helps the teachers to do even more so as to get that. You can't get the one percent if you are not performing.

Interviewer: So you think that one percent is that incentive? You think it actually motivates the teachers?

Interviewee: Yes, even more than before.

Interviewer: Okay, so this is the contribution that you think the IQMS has made?

Interviewee: Yes.

Interviewer: And do you really think that it really motivates the teachers to improve?

Interviewee: It does motivate the teachers, ja.

Interviewer: Then if we look there ma'am basically what lessons have you learnt from IQMS? What are the positive things about IQMS? And perhaps what are the negative things about IQMS?

Interviewee: The negative thing about IQMS is that maybe a teacher will just perform in order to get money. That's the negative part of the IQMS. The positive part is that we know we were teachers even before IQMS so there's nothing new, you just teach the children.

Interviewer: But do you think in a sense that if there is something that's really good about IQMS that you can point out that you can say this is really good about the IQMS?

(PAUSE)

Interviewer: Because the negative, yes I can see what you're actually saying. It's a window dressing, it's compliance, because we have to do that. That's the negative part. But basically you know people just doing it for the sake of doing it maybe.

Interviewee: Ja, it can be window dressing. That's what I'm saying.

Interviewer: That's the negative hey?

Interviewee: Yes.

Interviewer: Okay that's the negative part, but on the positive side is there anything good perhaps that you can say about IQMS? It is an instrument that has been introduced in our schools so is there anything good that you can say apart from the bad things, but this is something that's good about it.

Interviewee: It is good, really because it has uplifted the standards in the schools. How: You try to do your best in the classroom, following those questions that are asked there in the instrument. Based on the questions in the instrument. Meaning that's how it has helped teachers to add more than what they knew before.

Interviewer: In other words ma'am what you say is that if you try and comply with the instructions or with the guidelines on the instrument, then you can really improve if you follow those guidelines?

Interviewee: Exactly. Exactly.

Interviewer: Okay. Now ma'am basically now ma'am tell me, do you think that people really follow these guidelines (teachers in particular) on a regular basis, consistently or just for the sake of when they are evaluated? Do you really think that they do that?

Interviewee: Not really. Not really. Hence I said something about window dressing.

Interviewer: What challenges ma'am does the school face in implementing IQMS? Do you have any problems when it comes to IQMS and if there are problems how have you managed to overcome those challenges?

Interviewee: No problems.

Interviewer: Not problems? People are willing?

Interviewee: Ja, people are willing. They are forced to be willing, there's no other way. I mean teachers in this school they like doing their work, sir. This school is exceptional about that, they do their work, they like doing their work really so there were no problems.

Interviewer: Okay ma'am. So would you say that basically what we can say is that the teachers you see them as committed?

Interviewee: They are committed.

Interviewer: They are committed?

Interviewee: They are committed

Interviewer: So even when it comes to IQMS? No problems?

Interviewee: No, you can ask Mr. Behrens.

Interviewer: So there was no need that you can say we had this problem and this problem; teachers do not want to do this?

Interviewee: No, not at all.

Interviewer: Then how did IQMS change the way the district supports the school? Now that we have IQMS, forms are submitted, what support in fact does the school get from the district or let's say the Department of Education?

Interviewee: There are people sent to find out as you are asking me questions, there are people sent by the department to interview the person responsible for IQMS,

using their laptop you come with your IQMS file, you put it in front of them then they punch it in their laptops. So there is help coming from the district.

Interviewer: And then what support do they give the school after you have given them the information?

Interviewee: Feedback. They feedback if they see something was not properly done. They do tell you exactly what to do. Although I have never been in that interview (as I'm saying its only this year I took over) but I've seen Mr. Behrens doing it with those people sent by the District Office.

Interviewer: So in other words they assist the school in making sure that all the information is correct?

Interviewee: Yes.

Interviewer: But now in terms of support in order to develop the schools, is there any support that they give to the school in terms of development?

Interviewee In terms of our school we never got any support. Maybe our work was correct we didn't need any support but we didn't get any support.

Interviewer: No support that you get as far as you can remember?

Interviewee: As far as I can remember.

Interviewer: Thank you ma'am. Now this one is more or less the same, what influence does IQMS have on the way the district interacts with you in terms of quality management? I think you have already responded to that one, the interaction because basically in number 6 you told me about the interaction what they do. But there's no other way that you can think that they also interact with the school? It's just to come and to make sure ...

Interviewee: Ja, we are following the IQMS instrument, we are doing it not just getting the money for free. They do make sure.

Interviewer: Then tell me ma'am in your view has IQMS impacted on quality improvement in the school? Has it impacted on the way that...is there something that you can take and say because of this in IQMS, this is what we need to do now or this is what we can do now in our school in order to improve the quality of our teaching and learning?

Interviewee: There are those extra mural activities that must be done by teachers, sometimes really we don't have time to do them but because there are questions about extra mural activities in IQMS...am I answering your question?

Interviewer: Yes, yes, yes...

Interviewee: Now there is improvement in sport and other extra mural activities in our schools.

Interviewer: Okay. This is very important. I think I like this answer. So there is improvement. Otherwise ma'am you feel if it wasn't for IQMS then people would have...

Interviewee: We would have omitted doing our extra mural activities because we say we've got loads of work to do in the classroom because there are so many learning areas now these years. You know there are many learning areas even Grade 4 so a teacher would easily not go out with the children to do extra mural activities, pushing for results for the end of the term.

Interviewer: But because of this instrument now, you feel that teachers are now forced to do extra murals?

Interviewee: Yes, they are forced to attend to extra mural activities.

Interviewer: How has IQMS experience reviews sharpened your awareness of quality, of continuous improvement? Can we say because of quality assurance you are now aware of the fact that standards need to be improved on a continuous basis, not just for the sake when we have to do IQMS? Is there anything that you have learnt? Is there anything that you can say okay because of IQMS in the school we now strive towards continuous improvement?

Interviewee: We really do.

Interviewer: Can you say this is because of IQMS or can you say it's because of something else?

Interviewee: IQMS has brought improvement on teachers as I have said when you are asking a question like this before. It has brought improvement.

Interviewer: It has brought improvement on teachers?

Interviewee: Yes, on teachers and learners.

Interviewer: Do you think that the improvement is like improvement on a continuous basis now?

Interviewee: Yes, it's continuous yes.

Interviewer: They are not just doing it for the sake of doing it?

Interviewee: Ja, it's continuous.

Interviewer: Then ma'am this one is the last one. How confident (this one is so important) are you that continuous improvement can be sustained without external intervention? Now what we mean there is if they come in and they say, okay, we take away quality assurance, do you think the school will be in a position to continue with quality teaching and learning even in the absence of something that's driving them from the outside?

Interviewee: As I said in the olden days there was no IQMS, there were only inspectors. Teachers were doing quality education in the classroom. I mean even if this IQMS can be omitted, can be driven away, teachers will still do their work because they are used to doing their work and they like doing their work. Am I answering your question?

Interviewer: Yes ma'am, yes. But if compare the two, you and I know there were inspectors and inspectors were like that and we were forced to do our work, now there is that notion that people feel that quality assurance is also something that's coming

from outside. Now basically this question is, if we say we take quality assurance away and there's nothing from outside now, do you think the teaching and learning is now going to collapse or do you think the good work will actually...?

Interviewee: It won't. It will collapse definitely as I was saying we're doing it for the sake of the instrument. We are following what is on the instrument. If the instrument won't be there, it will collapse.

Interviewer: So you think continuous improvement will definitely collapse. So what you say is we need like a watchdog?

Interviewee: Exactly.

Interviewer: To continue?

Interviewee: Yes, let's continue.

Interviewer: There's another word ma'am that we can actually...

Interviewee: Use?

Interviewer: No, not use but what we usually say and most people would say I don't know whether you agree with it. In other words, we need to be accountable to someone. Do you agree with that one?

Interviewee: Yes, I agree, hundred percent. Like no school can function without a principal.

Interviewer: And you really feel that there must be a system in place to ensure quality?

Interviewee: Yes sir.

Interviewer: And schools would not have the capacity to drive their own self improvement?

Interviewee: No. Some schools could be, like I am saying here in Pefferville teachers are dedicated, but not all the schools. Now I am talking for all the schools. Here in our school we can, yes we can.

Interviewer: Now ma'am this is so important now it's almost like I would like to ask you for the recipe now. If you say yes you can it's a very good one and that's exactly what I would like to know.. What do you think in fact are the ingredients of this school? (Untranscribeable)What do you think are the ingredients you can perhaps say these are the things, this is why I...

Interviewee: To be a teacher you must have passion for teaching, for kids. You must love children because if you don't love children you are not a teacher.

Interviewer: That's so important. That's a powerful word hey.

Interviewee: Thank you sir.

Interviewer: Passion...and love.

Interviewee: Passion and love, that's the recipe.

Interviewer: That's the recipe. Now do you think leadership plays a role as well ma'am? But you have already said yes.

Interviewee: Yes

Interviewer: Sorry. Yes you have already said the school cannot run without a principal. Ma'am that's all. Tell me now the last one is there anything else that you would like to share with me? Is there anything that you would like perhaps you know sometimes you think of something but it doesn't come up as one of the questions?

Interviewee: Concerning IQMS?

Interviewer: Yes , concerning IQMS.

Interviewee: I think there are many questions if only they can shorten that instrument. Not twelve (12) questions with many answers to it. Ja, if it only it can be maybe two (2) pages, let's say, shortened.

Interviewer: Because you feel there are too many questions?

Interviewee: Yes.

Interviewer: And you think if they make it shorter it can definitely...it will serve its purpose?

Interviewee: Yes

Interviewer: Ma'am thank you very much hey.

Interviewee: Thank you sir.

### **Disc Marked "Plyman" – Recording labelled DVT\_A005**

Interviewer: Ladies and gentlemen thank you very much for your cooperation and for making yourselves available and making your time available. As I was saying, this is really not about the school, it is not about the teachers, it's not about the principal, it's not about the department. It's about IQMS and that I actually need information about IQMS as a system that we use (you know) which we call the Integrated Quality Management Systems. Now I don't want to waste your time can I start with (I don't know, the first teacher?) before IQMS was introduced, how did you do quality assurance? If you can remember before there was something like IQMS what was in fact used to ensure quality?

Interviewee (1): To uplift the standard of education?

Interviewer: Yes.

Interviewee(1): I think the standard of education was uplifted then because as educators we were trying but even now we are even trying by all our means with the help of our HODs and with the help of our principals and with the effectiveness of the workshops that are being done by the department. Effectiveness of the workshops.

Interviewer: So ma'am what you are actually saying is before IQMS came in have you relied on workshops then?

Interviewee (1): We were on workshops, yes, and they were fruitful.

Interviewer: You were not part of the old system where they have used the inspection system?

Interviewee (1): I have not been to the part of the inspection.

Interviewer: So when you actually started your career it was like workshops?

Interviewee (1): Workshops and I was inspected by the principal.

Interviewer: Okay. So the principal played a major role. Principal and workshops by the Department of Education?

Interviewee (1): Yes.

Interviewer: And you said it was very effective?

Interviewee (1): It was effective. It helped because the principal gave us programme of action that says on a certain date I was to see this and this and this. I will come and make supervision in your class for certain...so everyone in the school was inspected by the principal then that records were taken to the District Office.

Interviewer: And tell me ma'am there were no problems from the teaching unions then because they actually objected to the fact that principals go into the classroom and listen and observe teachers? There were no problems with that?

Interviewee (1): It was an authority from above that the principal must do. That was part of the principal's work. It was an authority.

Interviewer: Okay. Thank you very much ma'am. Anything else that you want to say about that one?

Interviewee (1): No.

Interviewer: Same thing, what do you think before IQMS what was used in your time?

Interviewee(2): I've just started working that is why I'm just keeping quiet because I've just started working in 2008 so I'm not aware...

Interviewee (1): She has been with the time of IQMS.

Interviewer: Sir, in your time?

Interviewee (1): He was being inspected by inspectors. Inspectors used to come and inspect in his time.

Interviewer: In your time sir, what I want to know is before IQMS was introduced how did you actually do quality assurance in your school? What has been done to uplift standards in your school before IQMS?

(PAUSE)

Interviewer: You see the purpose for IQMS is to uplift standards. Now before IQMS, what have they used in schools in your time?

Interviewee (3): I was inspected.

Interviewer: Was that now the Inspector of Education as we know him, as I know him as well? The Inspector of Education?

Interviewee (3): Yes. Yes.

Interviewer: Now tell me quickly sir, the inspector was that a good thing or was it a bad thing?

Interviewee (3): It was a good thing.

Interviewer: You think it was a good thing? Why do you think it was good?

Interviewee (3): I gained a lot. I gained a lot.

Interviewer: You gained a lot?

Interviewee (3): Yes.

Interviewer: Do you think it contributed towards the upliftment of the school?

Interviewee (3): Yes.

Interviewer: It contributed, hey?

Interviewee (3): Yes.

Interviewer: Now, you have been developed as a teacher by the inspector system, is there anything that's good about that system that you can say about that inspector system?

(PAUSE)

Interviewer: Anything? The part that you gained a lot?

Interviewee (1): I do have something to say that can make an input. Whilst I was a student (not a student, a learner), I was a monitor. When I was a learner during the time of inspection, I knew that there is a syllabus book, there is a record book. What the inspector will need was given by the department. So the inspector expects you to teach what is in the record book, what is in the syllabus book, not anything else. Unlike, you are now fumbling now.

Interviewer: So the guidelines were clear?

Interviewee (1): The guidelines were clear.

Interviewer: Okay, clear guidelines. And you would say teachers knew very well what to do?

Interviewee (1): Yes.

Interviewer: Sir, any negative things about the inspection system? Anything that was bad about that inspection system?

Interviewee (1): Harassment during the teaching because inspectors would harass teachers. Inspectors would sometimes embarrass teachers by interrupting a lesson while the teacher is still talking and take over the lesson.

Interviewee (2): Ja, I will also add to that. I was still a student even myself when the inspection was done. The inspectors would come to the school and totally embarrass the teachers. You would see the teachers were so frightened and the inspectors were shouting at the teachers.

Interviewer: And you would also say that ma'am perhaps the fact that they visited schools unannounced?

Interviewee (1): Yes, they were unexpected.

Interviewee (2): I did not know that they were unannounced but the teachers were shivering and they were so afraid. You could see the inspector shouting at the teachers.

Interviewer: So you can actually say that everything was driven by fear?

Interviewee(s): Yes.

Interviewer: Okay. Anything that you want to say of this inspector system?

Interviewee(2): I think ma'am has said something that is very important, teachers should know what is expected from them, that is those clear guidelines, they are very important.

Interviewee (1): Especially now we have these RSS, these OBE, these CAPS, these what what, these what what.

Interviewee (2): And a lot is happening. Everything is haphazard.

Interviewer: So you don't think there are clear guidelines?

Interviewee(s): There are no clear guidelines now.

Interviewee(2): As I was saying the other day, even coming to the question of lesson plans, when we had just come out of colleges, we knew how to draft a lesson plan, you knew the ABCs of a lesson plan and what is expected, how would you conclude. But with these things that is going on these CAPS and what what and what what, OBE, assessment standards, all those things. We are just struggling to be honest.

Interviewer: So if you compare that you would say that was good about the inspection system because there were clear guidelines.

Interviewee (1): There were clear guidelines then

Interviewee (2): If the department could put emphasis on clear guidelines

Interviewer: Okay. Thank you so much colleagues. Then tell me, for the purpose of quality assurance now (moving away from that one), what are you presently doing in this school? Apart from IQMS (I mean) to uplift standards in your school, what are the things that you actually focus on? And how do you try to uplift standards in the school?

Interviewee (1): As we are attending workshops from the department, workshops of certain hours then we try to implement what has been theorised. It was a theory to us; we come to implement that theory. We are trying and the pace of our learners are not as much as we need them. So what we are trying at now is to do as much as you can so that you can take out a learner from the same grade having knowledge of something because it is a transitional stage now and during the transitional stage there are ups and downs. What we are aiming at is to take out a learner from a certain grade having something that she knows because those things of values and what what doesn't have anything that you can see they can make. But, the only thing is this child can be able to read, to write and to count.

Interviewer: So you've actually focused on reading, writing and counting?

Interviewee (1): Yes, on reading, writing and counting.

Interviewee (2): My main worry with attending these workshops is that there is no demonstration. They are introducing something new, they do not demonstrate, it's only theory. I think if they could take a certain amount of learners and demonstrate from them, it's lacking. We haven't had it anywhere. We have to apply theory in a practical situation.

Interviewer: So it's just the theory being given and they expect you to just go back and...

Interviewee (2): Yes.

Interviewer: And within the school is there any perhaps...are you checking the learner books and things like that as part of (let's say you know) ensuring quality in the school?

Interviewee (2): Yes we do that every quarter.

Interviewee (1): Yes we do do that, we do programme of actions quarterly.

Interviewer: Okay. So checking books and writing tests and things like that?

Interviewee(s): Yes.

(PAUSE)

Interviewee (2): Our work is being monitored by HODs and the principal.

Interviewer: Okay, thank you so much for that one ma'am. Then tell me do you think IQMS as a system (sir, you must please come in if there is anything hey) has assisted you since it has been implemented to become a better teacher? Has it developed you any how?

(PAUSE)

Interviewer: If you think in terms of IQMS because basically IQMS has been implemented to develop the schools and to develop teachers and to develop the overall standard. Now do you think IQMS, if you think about yourself, do you really think that IQMS has made a contribution to your development so that you can say: I am where I am because of IQMS? Do you really think that?

Interviewee (1): For me IQMS has nothing contributed because it's what I was always doing, do something in my class with my learners, with my teaching aids, with my resources, with my everything. The HOD comes to me to give me a programme of action, saying I want this on a certain date so what is being done by the IQMS is what has been done by the principal years before then. But now since there is this transitional stage so everyone in the school we do understand each other that we are not familiar with some of the things. But what they say is we must try as much as we can and we are trying so IQMS for me has come nothing new.

Interviewer: Nothing new that you have learnt from IQMS? Nothing?

Interviewee (1): Yes.

Interviewer: Ma'am do you agree?

Interviewee (2): Yes I do agree. I'm thinking of the situation where I have to stipulate a certain area that I needed assistance and I completed that form highlighting that I need assistance on certain areas. And nothing, there was no follow up...

Interviewee (1): Nothing. No assistance. No workshop. We were not even called for those that we need improved by the department.

Interviewer: Do you mean now areas of weaknesses?

Interviewee (1): Yes areas of weaknesses.

Interviewee (2): We had to indicate from those new curriculums that they are giving us, areas of weakness.

Interviewer: So you were not even called by the Department of Education?

Interviewee (1): Not even

Interviewee (2): Nothing happened we just completed those forms.

Interviewee (1): But you try as your self to improve more. Your improvement you will see your improvement from the learners as you assess them.

Interviewer: Okay. So what we can actually say is that you haven't benefited from IQMS, has not changed the way you did quality assurance before? So it's the same? What you do is your own initiatives?

Interviewee (1): Yes.

Interviewer: Now tell me ma'am based on that one, what are the main negatives of IQMS? Why do you think is it that you can say, it hasn't helped? What are really the negative effects of IQMS?

Interviewee (1): As we have indicated that where you need to be work shopped on a certain learning area or a certain unit (you see they are seven mos from Educator 1) so you say I'm weak in this (let's say criteria number whatever) and you were not considered that you need to be developed from that criteria, then after that you try as yourself. So that is the negative part that there is no follow up on what you are want to be improved by the department.

Interviewer: So there's really no follow up?

Interviewee (1): Yes. As you have stated to the department that I need to be work shopped in this, and there's no follow up.

Interviewer: Now do you feel that at the end of the day, it's more about compliance that you do? You have to submit forms because you have to submit forms or do you think there's a due date we have to submit? Is there anything else that you can highlight that you can say: Because of that aspect, that's why IQMS is not doing what it is supposed to do?

Interviewee (1): Because in those forms there are areas which says: State where you want to be assisted. Then we state. After that, nothing is done.

Interviewer: No follow up?

Interviewee (1): Yes.

Interviewer: So you see it as just a paper exercise?

Interviewee (1): Yes. It's a paper exercise. Because we are stating there as educators on the ground level.

Interviewee (2): At the end of the day, in fact as a person who have just been to IQMS, you question the whole thing this IQMS.

Interviewee (1): I have been to a workshop towards the end 2010, we were all sleeping there. It was Stirling no one is being heard what is being said, we were all sleeping only thing that is done is reading from there, reading from that screen.

Interviewer: Now tell me ma'am was the workshop on IQMS?

Interviewee (1): Yes it was on IQMS.

Interviewer: So would you then say that the people conducting the workshops...?

Interviewee (2): They need to be work shopped even themselves. That's what I'm saying I'm questioning the whole thing because seemingly the people who are presenting it seemingly they need to be work shopped even them.

Interviewer: So you say they are not familiar with...?

Interviewee (2): No.

Interviewee (1): Exactly.

Interviewer: Tell me ma'am (it makes sense to me now) now tell me don't you think the incentives in the IQMS, what do you think about it?

Interviewee (1): No, the incentives in IQMS is what I deserved before IQMS because every year I received a one percent or what were they called before...? not a bonus... years ago there was an amount that was not a bonus...

Interviewer: The annual increment until you reach your maximum?

Interviewee (1): Exactly. That actual increment

Interviewer: I remember that we got in the olden days. Every year you know there's something extra.

Interviewee (1): Yes. IQMS I think IQMS has taken that part of annual increment as it was known that you are teaching in class so an annual increment must be available. Now IQMS needs some papers for an annual increment to be presented to be given to us.

Interviewer: I think you make it so clear now. In other words what you now say is that instead of the automatic annual increase, there's now IQMS. So in other words it's like using the carrot now, but it is something that teachers are entitled to?

Interviewee (1): Yes. In the olden days really there was an annual increment except for the bonus. You know I was with the department in April so in April next year I will get an increment, every year in April I will get an increment. So it differed to everybody according to the months that you were employed. Yes, it was like that. Now they have used a tool of IQMS now for the annual increment.

Interviewer: Ja. So you really don't think even if people come in and they would give them high marks, it's something that it should have been there?

Interviewee (1): It should have been there. The SDT, as we are all struggling as educators, but you need to supervise another educator as we are all struggling with these changes of curriculum. .

Interviewer: Okay, now it's very clear to me. So, that's how the negative. If I ask you to give me one positive thing of IQMS, is there anything that perhaps you can say

this is something that's positive that you can take from IQMS? Even if we change the system, that you can say but this thing, we can keep from IQMS, is there anything?

(PAUSE)

Interviewer: I mean were looking at the negatives now if we say okay let's do away with this thing, but I want us to keep that one thing or two things. Are there anything perhaps that you can say that's good about IQMS?

Interviewee (1): Because since I did not understand even this IQMS, maan everything can be take away from that IQMS.

Interviewer: So you're actually say there's nothing that's good in that IQMS?

Interviewee (1): Yes, me personally as Miss Rhobiyane that's what I'm actually saying.

Interviewee (2): I'm trying to think what is entailed in that booklet. I'm trying to remember...

Interviewer: So you're actually say there's nothing that's good in that IQMS?

Interviewee (1): Yes, me personally that's what I'm actually saying.

Interviewee (2): I'm trying to think what is entailed in that booklet. I'm trying to remember. The questions that they have asked (you see) that we have to highlight if there shouldn't be only questions, there should be...you know. I would say they should be integrated with what the teacher is supposed to be teaching it would make something meaningful. There are just questions standing there, just questions and then good questions. But then the implementation or assisting the teachers in the classroom so I think there's something...there's a gap between the question and I don't know how to put it...

Interviewee (1): There's a big gap.

Interviewee (2): Interviewer: Okay ma'am I've got your point. In other words what you say the questions are good but in order to implement or to transform in practice, that's where there is a problem, hey?

Interviewee (s): Yes.

Interviewer: What they want on paper there and to do what they want and to put that in practice is not that easy? So that's what you're actually saying?

Interviewee (s): Yes.

Interviewer: So basically sir is there anything that you can say about..?

Interviewee (3): Me? Nothing.

Interviewer: Nothing good? Nothing bad?

Interviewee (3): Nothing.

Interviewee (1): We need to practise all those words, we need all those words. We have been taken out from the classroom to the situation of this. Yho! Ha-ah!

Interviewer: What do you mean taken out of the classroom? Is it to the workshop or what do you mean?

Interviewee (1): I mean with the arrival of IQMS now you are struggling with this new curriculum that you have been given to practise on the children. Now they are having something else on the other hand that you must tick on. I know that at least from those performance standards creative learning, that is what we all know, a class should not look like a church. Teaching aids, we were using the word teaching aids they are using resources now. The word resources, our olden words are teaching aids and those what what and hey ha-ah! Our brain is working a lot, a lot, a lot. That is why most educators are leaving this department. Yhooo!

Interviewer: Really it's not my intention to de-motivate you today hey.

Interviewee (1): I'm happy because you are here so that we can voice out what our inner...

Interviewer: Yes, yes I understand ma'am.

Interviewee (1): We are taking for the sake of taking because now the curriculum has changed. Everything has changed, so we need to change.

Interviewer: Now tell me ma'am quickly, what challenges does your school face in implementing IQMS? I think you have covered most of the things. The fact that you say people were not trained, you know. But the school in particular, can we take it it's the same thing that you have mentioned? Why is it perhaps difficult for the school to implement? We need to implement, but why is it difficult to implement? Why is it difficult for the school (you know) to really implement this effectively?

Interviewee (1): Because this IQMS one lies with the classroom first thing. We are struggling from those curriculum changes first. Then as we are struggling from those curriculum changes and then there are no workshops for follow ups. So as we are all in the same school, we are trying to help one another. Maybe you say as the whole school: No we don't know this, we will see it when a workshop has been called. Then the year becomes to an end, no workshop has been called. But we are trying our best because IQMS you are trying. But to my class as a individual, I'm not rushing for a syllabus, I'm sticking for a child to know according to the pace, I'm not rushing for a syllabus. So when a principal or I say you have not more than 20 works, I say it's the pace of their learners.

Interviewer: And you said what you actually do is to work together?

Interviewee (1): Yes, we are working together as a school to try and uplift. Saying how can we do this, how can we do this? No there is this one thing or two things, okay we will see if we cannot get a workshop from the department but ... (claps once).

Interviewee (2): And what we normally do we sit as a grade and say let's talk about things. Each grade, each grade, each grade.

Interviewer: The grades as groups?

Interviewee (1): Yes, the challenges of each grade.

Interviewee (2): Ja.

Interviewer: What do we call that now where the grades work together like Foundation Phase, is that what you are referring to?

Interviewee (1): You see it's the phase.

Interviewer: The phases hey? Is that what you are referring to? The phases hey?

Interviewee (1): Ja.

Interviewer: And are you successful in doing that?

Interviewee (1): Yes we are doing it, we are sorting it. And even if we were called to a certain workshop for a curriculum, we carry our files. Can you see this is the file for the educator level; this is a Grade 1 teacher file. Here it has come for inspection. It's here for inspection by the principal.

Interviewer: By the principal? Okay.

Interviewee (1): Yes, we are sitting here in the principal's office, it has come for inspection now this file. And we'll take this file to the district whenever place it has been so that we can be marked.

Interviewer: Okay, so there's that thorough checking by Head of Departments and by the Principal and that is actually how you make sure that standards are maintained?

Interviewee (1): Yes.

Interviewer: Okay.

Interviewee (2): And the learner's books also have to be stamped. All learning areas. And when bringing in the books or the portfolios we have been told that when bringing in the books or portfolios don't take from one particular group, take from each group according to the ability of learners. Take from the slow learners as well so that...

Interviewer: So what you actually say ma'am is you think the role of the principal is really important? Can I rather say that the role of the SMT?

Interviewee (1): Yes, the role of the SMT.

Interviewer: Very important hey?

Interviewee (1): Exactly.

Interviewer: And you think with strong leadership or strong SMT you are in a position to maintain your own standards hey?

Interviewee (s): Yes.

Interviewer: Tell me now ma'am, is there anything the district supports the school, how did IQMS change the way the district supports the school? Is there any change now, with IQMS that you get more support from the district? Or what is the situation?

Interviewee (1): The district are the people that we are quarrelling about because our complaints go there.

Interviewer: You feel that the support you are not happy with the support?

Interviewee (1): Yes, by the district.

Interviewer: Tell me ma'am is there a difference now how the district interacts with you? That interaction between schools, there's now IQMS, okay you say there is no support, but is there a way because of IQMS now there is now a regular interaction? The district office would on a regular basis come to the school or phone the school? Is there any change in that? I'm now talking about the interaction, how do they interact?

Interviewee (1): I'm so worried that you don't understand Xhosa because I would explain this to you in Xhosa. Even last week we had a meeting complaining about the Subject Advisors that as we are sitting here, a subject advisor can come in without phoning or doing what, can come in that gate asking for a teacher from a certain learning area I want this and this and this now in September. January, he was not here to say I will expect this and this and this in September. They do not have their own programmes of actions to give to the schools.

Interviewer: Okay. So that's the type of interaction that you have with the...?

Interviewee (1): Ja, that's the interaction. If they can meet us as early as January or December for the following year because even when they come here they are in a rush for their IQMS. What they have done? Where?

Interviewee (2): Ja. And how can you ask for information when you have given nothing.

Interviewee (1): When they enter here they are in a rush. Their superiors are checking them so a person rushes to a certain school, putting a pressure of what is expected. He knows that he hasn't told the teachers that I want this and this, expecting to find everything in order whereas we were struggling but trying.

Interviewee (2): In curriculum issues, in IQMS and everything, we do not get a situation where whoever is responsible for that particular (be it IQMS) comes in the school to us as teachers, sit down with the teachers. We haven't had that contact.

Interviewee (1): I've told you that we were in a certain workshop everybody was sleeping in that workshop.

Interviewee (2): My understanding or what I am thinking, the situation changes from school to school, that is why they should come and interact (you know). There is no contact, nothing.

Interviewer: There is no interaction?

Interviewee (2): None. Even with curriculum issues.

Interviewer: So it's like a way of victimising?

Interviewee (1): Yes, because without phoning, okay alerting or being given a programme that on a certain date I want this. Can you see this?

Interviewer: Yes.

Interviewee (1): I don't know what is this but it has got dates and collection of test papers, even to have this for the programme of the year that I will be at Duncan Village on a certain date to check for this.

Interviewee (2): My problem sir is how can I ask for something when I have given nothing? How can I expect people to produce this and that when I haven't done my homework? It's where my main problem lies.

Interviewer: So they just come and they request without telling people before the time?

Interviewee (1): Or show them first, then you say: I expect this. Because when workshops are done, only questions are asked from us. Not knowing nothing. We as teachers we are dealing with the mind of the child, not with the mind of the adult.

Interviewee (2): When we attend those we are being work shopped by other teachers from different schools. We are being work shopped by other teachers who are in the same situation.

Interviewer: Okay, you are not in fact work shopped by officials from the department?

Interviewee (s): No, by other teachers.

Interviewer: And the other teachers do you think they are familiar with this?

Interviewee (1): That is why we asked ourselves were they trained or what has happened to them so they can come to us to give a workshop to us.

Interviewee (2): We ask ourselves, are they getting paid? What is the story?

Interviewer: I was not aware, really I was not aware about this whole thing really. Now tell me ma'am in your view (I think you have already answered this question) has IQMS impacted on the improvement of quality in the school? Do you think what you have (I can see this is a beautiful school, I can see things are happening and that's what my colleagues told me as well, the ones who came here for the student visits, the students). Do you think if you sit back and think, do you think IQMS has impacted on the school? Or do you think it's really about your own self development?

Interviewee (1): Self development.

Interviewer: So you say it's self development?

Interviewee (1): Yes. We are guilty to those parents outside as me personally the parent knows that the child is with Miss. Rhobiyana in Grade 2 so when my child has failed something, the problem lies with Miss Rhobiyana.

I Interviewer: Okay ma'am you've mentioned a very important point there. In other words that's your own guilt, internal accountability, not because you are driven by IQMS?

Interviewee (1): No.

Interviewer: You have that accountability to the parents, to your community?

Interviewee (1): Ja.

Interviewer: Okay, so do you think if we could say we take IQMS away, would you be able to continue on your own?

Interviewee (1): Yes. We will still do as much as we can. Yes.

Interviewee (2): Because I even ask myself, having just come in into teaching, I even asked myself when I came across IQMS, it's only about defining that it's Integrated Quality Management Systems but how is it going to help me, what is it all about, you know I had a problem in even understanding that myself.

Interviewer: So you can't really see how it...?

Interviewee (2): I only say it's Integrated Quality Management Systems and it ends there. Breaking down as for me to understand what is it all about...

Interviewer: So basically what you are saying is that you do not even clearly understand that concept.

Interviewee (2): Ja, the concept itself

Interviewer: The concept of IQMS?

Interviewee (2): Ja because one has to break it down. What it actually means in a teaching and learning environment. It stems there. It's Integrated Quality Management Systems.

Interviewer: So basically ma'am what you say is, you cannot see the relevance of IQMS in teaching?

Interviewee (2): Not at all. Nothing

Interviewee (1): We are working through our guilty consciousness.

Interviewer: That one is so important ma'am. That one is so important. So it's about your conscience and you don't need a watchdog?

Interviewee(s): No.

Interviewer: You watchdog can we say is your own conscience?

Interviewee (2): Yes.

Interviewee (1): Exactly. We are come here to what? To build the mind of the child.

Interviewer: Okay so basically what we can say (sir you must tell us) IQMS has not sharpened your awareness of the continuous development.

Interviewee (s): No.

Interviewer: Nothing?

Interviewee(s): No

Interviewer: There's nothing that you can say: Okay I know even if they take this thing away I will continue next year and the year and the year?

Interviewee (1): Even if they can take IQMS away I will continue as I am doing now.

Interviewer: Now ma'am tell me now (we are almost finished now) how confident are you that continuous improvement in a school (not just here) can be sustained without external intervention? Without IQMS let me put it that way? How confident are you? Because now if we say let us take this thing away, do you really think schools will be able to continually improve the quality of teaching and learning?

Interviewee (1): Schools will continue improving the quality of learning without IQMS. Why? I'm always basing it on me personally most of the time. I'm doing my work from January to December as much as I can. When it comes to IQMS I'm not fearing anything. Lesson plan, I'm always doing lesson plans. To my environment school classroom here is my class. Can you present any lesson? I'm taking that lesson plan I'm presenting to the class. The principal or that particular person who have come – can we see the learners' books? I'm giving up the learners' books, here are the learner's books, marked, corrections are available if any.

Interviewer: Ma'am what you have said (I don't want to out words in your mouth) but what you have said can we then say if there is commitment...?

Interviewee (1): Yes. Commitment.

Interviewer: And if there is like trust?

Interviewee (1): Exactly.

Interviewer: What I mean with trust I mean your Principal, your SMT they trust that Miss so and so has done this and this, we don't have to police, we don't have to. But also what you say is...

Interviewee (2): Can you repeat the question sir.

Interviewer: No what I am saying is how confident are you that schools with continually improve without IQMS?

Interviewee (2): Those papers that arrive, when you say IQMS has arrived good people, the teachers say: No problem, we are doing what is being needed by IQMS. We don't take any much time for that, any much time for that because IQMS is something that we are doing from January to December. Because they say criteria number one: Creativity, a creative environment. You are dealing with the children, your children know you. Extra mural activities, those learners say Miss, today is on Wednesday, can we go out, they know the games, where the life skills are, practical work, physical education, whatever. So IQMS arrives we are doing that from January to December. According to the timetable, according to the school programme, according to the...

Interviewer: Okay. So if I can ask you now ma'am before we conclude, what do you think are important things that will actually drive a school or school staff to do the things that you have said? If I say values (you know) I'm thinking about respect or trust. What do you think are important values that you can say if the school has got that, then there's no need for IQMS? Can you think of anything that you can say? Commitment you have already said is one. What other things that you can say, if we have this, then we don't need IQMS?

Interviewee (1): Even if I can have clear guidelines from the department. Clear guidelines, fruitful workshops. Because all those things for us are new so we need to be developed.

Interviewee (2): And we do not need theory.

Interviewee (1): We don't need theory, we need to be developed.

Interviewer: And then as you also said you really need effective and good communication.

Interviewee(s): They should not come only for three (3) hours whereas they work shopped for three (3) days. A person goes to a workshop for three (3) weeks, expecting to do that three (3) weeks work in a period of five (5) days with us. And they should not come here to demand yet they haven't come here to show and to explain that on such and such a date this is what you should do, this is how it is done.

Interviewer: Okay ma'am, okay, okay. No I really get you now.

Interviewee (1): In conclusion, and all those things are needed to someone who is a social worker, to someone who is a police, to someone who should play a pastoral role, to someone who need to be a parent playing a part of the child at home, seven (7)roles of an educator, someone needs to play as a nurse.

Interviewer: So what do you mean with that thing ma'am? You mean this someone...?

Interviewee (1): I am trying to conclude in this all of that they need we don't focus on books only. We don't focus on books only; we should also teach those values, teach them respect. Maybe that child is an orphan, staying with brothers and sisters, no one is an adult there to say this is right, this is wrong.

Interviewer: Okay. This is a good point ma'am. Now what you actually say is that IQMS in itself, do you feel it doesn't even make provision for some of the seven (7) roles that you play?

Interviewee (1): Exactly. It doesn't.

Interviewer: So the focus of IQMS is basically on the teaching in the classroom, it doesn't focus on the social issues.

Interviewee (1): Ja, exactly.

Interviewer: Okay.

Interviewee (2): And we actually need really to be work shopped on these social issues that we face everyday. We do have serious serious cases. Serious cases. Rape. Our children are being raped. Lots and lots and lots, the list is endless.

Interviewer: Yes ma'am I don't want to open up a can of worms now I can see you are really...Ma'am, sir, thank you so much. In conclusion, is there anything perhaps that I have not asked or anything that you still want to add? Sometimes you know I've got my questions here, but sometimes you were sitting here and you were thinking perhaps of a question that I have not asked. Or something that you think you can still add?

Interviewee (2): Concerning IQMS?

Interviewer: Yes, concerning IQMS, yes.

Interviewee (1): No, no questions. I am trying to open up my heart.

Interviewee (2): No. We have indicated IQMS for us really it is just something else so, nothing. We don't know what is expected. Even the people who are conducting these workshops you feel they need to know more, they need to be work shopped even themselves

Interviewer: Sir, ma'am from the bottom of my heart thank you so much. I know it's a very difficult time but I really want to thank you for making time available and I think what I've observed now I hope this will relieve the tension I can see it was something. Sometimes when we talk about things, it's like getting the things off hey. and we are not saying that's why we are doing this research so that we can see if there is something we otherwise you know, we can scream and we can shout. If something is there we cannot put proof on the table and say these are the reasons why we say this thing is not working out. (Bell rings...untranscribeable word) Ma'am thank you so much.