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The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools

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A research report submitted in partial fulfilment of the requirements for the degree of Master in Education

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Key words

Leadership, Professional Development, Accountability, IQMS, Developmental Appraisal, Performance Management, Sense-Making

Dedication

This work is dedicated to my children Bhaveer Keshav and Khyati Keshav. They have been a source of inspiration through the completion of this research.

Declaration

I declare that this Research Report is my own, unaided work. It is being submitted for the Degree of Master's in Education at the University of Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination at any other University.

Bhavika Keshav

September 2012

Acronyms

ACE	Advanced Certificate in Education
BA	Bachelors of Arts
BED	Bachelor of Education
BED Hons	Bachelor of Education Honours
BSC	Bachelor of Science
DA	Developmental Appraisal
DAS	Developmental Appraisal System
ELRC	Education Labour Relations Council
FP	Foundation Phase
GDE	Gauteng Department of Education
HDip	Higher Diploma in Education
HoD	Head of Department
IDSO	Institutional Development Support Officers
OFSTED	Office of Standards in Education
IQMS	Integrated Quality Management Systems
NAPTOSA	National professional teacher's organization of South Africa
PD	Professional Development
PGP	Personal Growth Plan
PM	Performance Management
QA	Quality Assurance
SADTU	South African Democratic Teachers Union
SIP	School Improvement Plan
SMT	School Management Team
SP	Senior Phase
TPA	Teacher Performance Appraisal
WSE	Whole School Evaluation

Abstract

The study investigates how school leaders - understood as principals in this study – influence the implementation of the Integrated Quality Management System (IQMS) and the tasks, opportunities and constraints facing the IQMS school leaders at implementation level. The IQMS is a quality performance management system used to evaluate teachers. The South African education aims at producing skilled and educated learners who can contribute to the global and SA's labour market. Too often, the limelight has been placed on teachers to produce high learner achievement. This made teachers account to the community, parents, learners and the department of education as a large amount has been invested in education. Hence, the IQMS was introduced to enhance the quality of teaching and learning. School leaders are seen as a vehicle to steer and influence the implementation of the IQMS; however, they are faced with many challenges and have to strategize ways to ensure that the IQMS is productively implemented at their schools.

This research was conducted using a qualitative methodology. It is based on a case study of two ex-model C primary schools in one Gauteng district, sampled on a purposive basis. Data was collected through interviews, questionnaires and document analyses. The interviews were administered to elicit responses from principals, deputy principal (DP), head of departments (HoD), teachers and institutional development support officers (IDSO). Questionnaires were given to three teachers from each school, based on their number of years of experience.

What emerged from this study was that most respondents were not satisfied with the IQMS as a teacher appraisal as they felt that there were many flaws in its content. One of the major concerns revolved around the IQMS combination of the development appraisal (DA) and performance management (PM). Respondents argued that one instrument cannot be used for two purposes as the main objective of the IQMS was then lost.

However, the findings - and the literature consulted – also indicate that the school leader plays a vital role in the implementation of the IQMS. In order for teachers to take ownership of the IQMS policy, leaders need to make sense of the policy and then motivate their staff to take ownership of the policy to contribute to its implementation. This is best achieved through a leader who is open-minded, works collaboratively with the staff and allows the staff to be involved in participative decision-making and effective policy planning. In addition, the leader needs to act

as a role model on professional development (PD) and monitoring for development, by motivating and providing opportunities for staff to improve their competence.

The recommendation of this study is for a properly functioning quality management policy that provides, above all, meaningful teachers' professional development and relies on school leaders with a pro-active mediating role at the implementation stage.

CHAPTER 1: Introduction and Background of the Study

1.1 Introduction

The pressures of policy implementation remain strong in SA schools. It is known that some schools adapt policies on an ongoing basis as they implement them, whilst others are being pressurized into ways in which they can catch up as policies tend to be implemented at a snail's pace. The management of most policies' implementation is a challenge for district and school leaders. What is required is an approach that impacts positively on educators' attitudes, so that policies can be implemented successfully. One of the main reasons behind successful policy implementation is effective leadership, which manages to win educators' support and commitment for successful implementation (Naidoo, 2006).

Therefore, management has a responsibility to manage policy implementation and change so that everyone in the organization is involved and believes in its success (Task Team Report on Education Development, 1996 in Mathonsi, 2006). McHugh (1997, in Mathonsi, 2006) contends that, if management is incompetent at managing change, it will impact negatively on educators' attitudes to change as the change process will appear stressful and detrimental to the organization.

In the pre-1994 era, the South African system of appraisal was largely inspectoral and bureaucratic with a checklist focusing on assessing teachers with a view to ensuring compliance with departmental regulations rather than engaging educators about how to improve their work Chetty, et.al (1993, in Ramnarain, 2008). This form of inspection, at a time of apartheid's oppressive measures in schools, led to a widespread resistance and rejection by teachers and their unions. By 1993, SADTU and its members wanted to replace inspection with an appraisal system for professional development and not a mechanism of enforcing control and compliance.

After the passing of the 1998 development appraisal system (DAS) (ELRC Resolution Number 4 of 1998), adjustments were made and various policies on performance management and whole-school evaluation were integrated into the IQMS (ELRC Resolution Number 8 of 2003) as a quality and performance management policy in a similar manner as New Zealand and the United Kingdom which had the term: "Performance Management" linked to appraisal for teachers. This is why the 2003 IQMS is concerned with:

- Reviewing performance and identifying strengths and weaknesses
- Professional development
- Performance measurement, accountability and pay awards
- Sustaining quality service and school effectiveness.

(Adapted from the IQMS Manual, 2005)

However, there is great concern about teachers' and management's attitudes and responses towards the IQMS implementation, given a lack of information and purpose, a lack of commitment by school leaders, as well as the paucity of appropriate skills, planning and PD provisions (Khumalo, 2008). Teachers' perceptions towards IQMS are often negative as they see the practice of IQMS as threatening them or undermining their professionalism and autonomy. A Class Act report (2007) raises a number of concerns around the implementation of IQMS:

1. The lack of school involvement led to the adoption of a 'one size fits all' implementation approach which is clearly seen in the standardized performance standards and criteria. This is partly due to the generic appraisal tool that does not take sufficient account of the disparities that exist within the South African context
2. The language used in the observation tool is often inaccessible and ambiguous. Across the board, parties do not share a common understanding of the rating descriptors, which casts doubt on whether or not those ratings will ever be applied in a consistent manner
3. There is no standardized guidance to schools and districts regarding document storage, in terms of which particular evidence to store, how to store it and for what period of time it should be stored. The IQMS produces an enormous amount of paperwork that will soon become unmanageable to store, particularly at school and district level
4. The capacity problems experienced at provincial level are found at district level as district officials lack training in the IQMS and are known to have a lack of capacity in:
    - Delivery of training
    - Participation in development support groups
    - Provision of school support
    - Data capturing and management
    - Analysis of school improvement plans (SIP)
    - Professional development for educators as an outcome of the SIP.

It is against this background that this study sets out to explore how a competent school leadership deals with the IQMS policy implementation, its opportunities and constraints.

1.2. Background

As a result of the post-1994 changes, a plethora of educational policies emerged in South Africa and their implementation needs to be closely investigated. Over the past decade and a half, South Africa has developed many policies in the field of education to develop a vision of quality education for all (Kanyane, 2008). The idea of a teacher appraisal for development was mooted in 1993 by SADTU with the view to enhancing teacher development and performance but it took another 5 years for the unions and education departments to agree within the education labour relations council (ELRC) to the Development Appraisal System (DAS) which was meant to act as a form of redress for disadvantaged teachers (Mathula, 2004, in Kanyane, 2008).

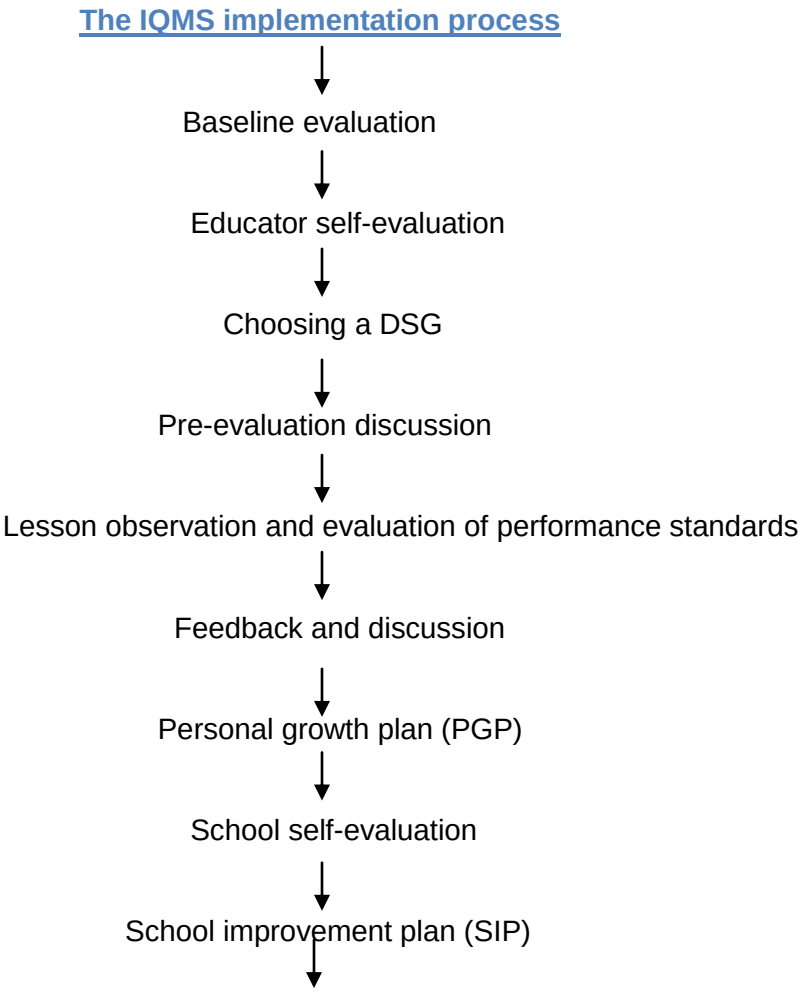
Five years later, the 2003 collective agreement No 8 (ELRC, 2003) proclaimed the IQMS which consists of a school component, the whole school evaluation policy and an educator component which combines developmental appraisal and performance management. The Gauteng department of education and culture (GDE) (2002) lists the purpose of the IQMS as follows:

- To monitor the performance of educators with a view to determining areas of strength and weaknesses
- To provide support for continued growth
- To promote accountability
- To evaluate individuals for salary progression and rewards
- To evaluate the overall effectiveness of the school, as well as the quality of teaching and learning.

Thus, the IQMS combines three programmes to monitor and enhance performance of the education system with three distinct focuses. The first is the development appraisal system (DAS) which appraises teachers for their development and support and outlines the processes and structures needed to identify the professional needs of educators. The idea is to appraise educators in a transparent manner with the view to determining areas of strength and weaknesses and their development needs so that the school and the district could draw up individual support programmes. The second component is the performance management (PM)

which evaluates individual teachers for salary progression, grade progression, affirmation of appointments with rewards and incentives. The DAS and the PM are supposed to inform and strengthen one another and are linked to an annual cycle, which must be completed within a calendar year. The third component, the whole school evaluation (WSE) aims to evaluate the overall effectiveness of the school, school management, infrastructure and resources as well as the quality of teaching and learning of the school.

The implementation of IQMS, as outlined in Figure 1, is guided by the following principles; the need to ensure fairness, (for example, there can be no sanction against any educator in respect of his/her performance before providing meaningful opportunities for development), the need to minimize subjectivity through transparency and open discussion, and the need to use the instrument professionally, uniformly and consistently (Resolution 8 of 2003). The school management teams and teacher unions are responsible for ensuring that the principles guiding the implementation of IQMS are adhered to by all stakeholders.



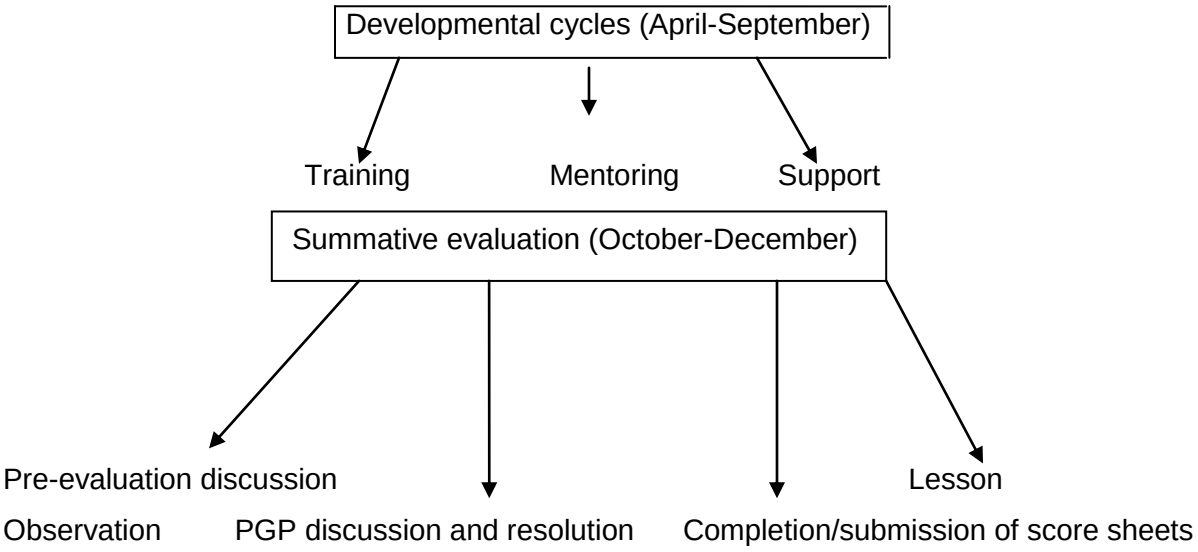
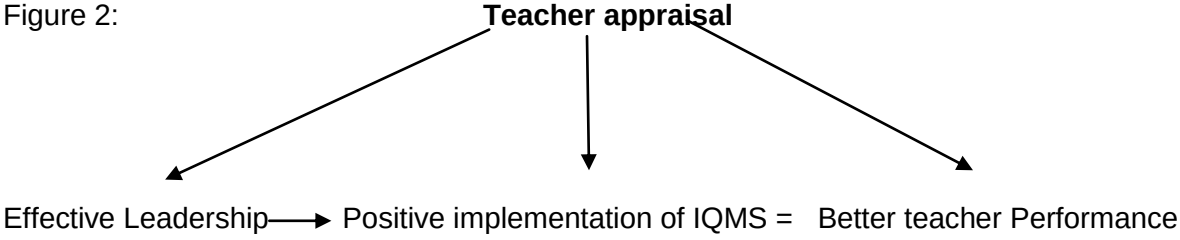


Figure 1: Developmental Appraisal Implementation Process (IQMS training Manual for Provincial Teams, DOE 2004, p.35)

According to the 2003 ELRC Resolution 8, it is the responsibility of the school management team (SMT), which includes the principal, deputy principal and head of departments, to ensure that school policies are successfully in place. Looking at Figure 1, it is evident that management plays a vital role in the implementation of IQMS. Khumalo (2008) argues that the principal has the vital overarching role to play in the IQMS implementation to ensure that it is implemented uniformly at the school. S/he is responsible for advocacy and training at school level and is expected to work hand in hand with the school IQMS committee or the SDT as well as the DSG to ensure fairness and consistency in the evaluation process.

According to Ramnarain (2008), teacher appraisal has two intentions, namely; professional development and teacher performance, which needs to be mediated by effective leadership in the IQMS implementation:

Figure 2:



More often than not, the link between teacher appraisal and the implementation of IQMS is not closely aligned; often there is a gap between leadership and the positive implementation of IQMS which does not change teacher performance. Figure 2 shows that effective leadership can lead to positive implementation of IQMS and in the output could result in an improvement in teacher performance. Sallis (1996, in Khumalo, 2008) adds on that the main reason for failure of quality initiatives in our institutions is the lack of senior managements' backing and commitment. For Sallis, without leadership at all levels of the institution, the improvement process cannot be sustained.

1.3 Statement of the problem and aim of the research

Naidoo (2006) argues that school leadership is responsible for promoting quality teaching and learning as well as accountability through the implementation of the IQMS and its three components (the WSE, DAS and PM).

The leadership role and style in the school organization has a significant influence on the educational process. Middlebrook (1980) mentions that leadership is an important element in the effective functioning of a group or an organization and the leadership and management approach employed by the school management team (SMT) will to a large extent influence whether a school will be effective in the implementation of the IQMS policy.

The research will address the following sub-questions:

- How does the school leadership influence the policy implementation in schools?
- What are the leadership tasks, opportunities and constraints?
- What kind of capacity and support is required from the leadership to manage their roles regarding the implementation of IQMS?
- What are the perceptions of educators regarding how the school leadership mediates, plans and motivates them regarding the IQMS implementation?

This research will restrict the meaning of school leadership to the traditional meaning of the managerial authority in charge of the organization, or the principal only.

1.4 Rationale

Many studies have been conducted on teachers' perceptions and practices of the IQMS but little has been done to show how school leadership can influence a positive teacher participation in the IQMS. The rationale for conducting this research is that there seems to be a gap in the literature around the leadership influence in the IQMS implementation. There are many issues and tensions inherent in the IQMS and, considering the fact that school leadership is ultimately responsible for ensuring the IQMS implementation, it is necessary to undertake this study to ascertain the role that the school leadership has and/or can have.

If the implementation of teacher development appraisal and performance management system can be improved upon, all interested and affected parties (learners, parents and the department) will benefit from it, as teachers in the public sector need better development and performance management as much as these exist in the private sector. Teacher performance needs to improve.

Therefore, this study aims to identify the IQMS tasks, opportunities and constraints of school leaders and evaluate the kind of influence they have on the IQMS implementation process. This research may be useful in assisting provincial and district managers in planning IQMS training which will assist school leaders in the implementation process. Furthermore, this study could be useful to teachers who need assistance from their leaders to ensure that the IQMS becomes a form of appraisal for their professional growth.

CHAPTER 2: LITERATURE REVIEW

Introduction

Saunders et al (2003, in Mathonsi, 2006) explain that there are two main reasons for conducting a review of relevant literature. The first is to generate and refine research ideas. The second is to demonstrate the researcher's awareness of the current state of knowledge of the subject and its limitations.

This chapter aims to cover literature debates around the central concepts to this study: the debate on the issues embedded in the IQMS, namely: teacher professional development, accountability and appraisal; the policy analysis debates around the 'policy intention/policy implementation' gap; the role and influence of school leadership in policy implementation. The literature also engages with scholarly analyses of the IQMS.

Specific arguments of these literature debates guide the conceptual framework of this study in that they refine the focus and angle of this study on the role and influence of school leadership in the implementation of the IQMS appraisal policy.

2.1 Teacher professional development (PD): definition, purpose and form

Elmore and Burney (1999, in Ryan, 2007) note that there is a growing consensus in the past decade that professional development for teachers and administrators is increasingly at the center of educational reforms and instructional improvement.

What is meant by professional development (PD) and why is it important? According to Steyn (2004), all professions require a continuous update of knowledge and skills, and teaching is no exception. This can be provided through continuous professional development. It is essential that teachers keep abreast of new ideas and technologies in order to enhance their performance and their learner achievements. According to Brown (1992), the literature argues that PD affects teacher performance and has the potential to increase teacher effectiveness and, therefore, learner achievements. Hence, PD is essential for individual teachers and is part of whole-school development and improvement. Teacher PD can empower teachers, enhance their effectiveness in teaching and develop them in their professional career cycle. PD is also essential to efforts to improve our schools Borko (2004, in Letsatsi, 2009).

Teachers are at different levels of expertise and career, so they need different forms of PD as the 'one-size-fits-all' is not appropriate because different PD forms and focus will suit some teachers and not others. So, what are the different PD forms and what does each form entail and target?

Off-site PD programmes are the traditional forms of teacher development (Reitzug, 2002). Kelley (1997, in Ryan, 2007) contends that off-site PD programmes are best suited for targeting basic teaching skills or content or for introducing new policy, curriculum syllabuses or guides. It includes tertiary training courses, or courses based at the district. These are usually district-designed large-scale workshops, whereby many teachers get together to receive information on various specific topics or on new policies or circulars. They are often a 'once-off' event spread over one or a few days and, according to Ryan (2007), they consist of talks on classroom discipline, or workshops about particular topics of the curriculum or tips to improve teachers' pedagogy. These off-site PD programs are normally time-consuming and poorly-planned, with facilitators who are not always practical or knowledgeable enough on the subject matter or classroom realities (Reitzug, 2002). They have the advantages of reaching many teachers in a cost-effectiveness manner at a time large investment in teacher development is not always possible.

On-site PD programmes are usually school-initiated and school-based and can be once-off for particular issues which are a priority for teachers at a school or it can be ongoing and continuous. It can take the form of senior teachers or experts from the outside acting as mentors of less experienced teachers or modeling good teaching practices initiatives on a one-to-one basis or through teacher collaborative cluster meetings etc. Most countries like America and England have now turned towards school based PD. According to Elmore and Burney (1999, in Ryan, 2007), Little (1993, in Ryan, 2007), this form of PD through modeling, mentoring, inter class school visitations and observations is an effective way to develop teachers into better and more active professionals.

More recent on-site PD programmes in the past decade have gone further and aim at assisting teachers to think and reflect together on their own practices. They are encouraged to decide on a focus for their PD sessions and then identify their strengths and weaknesses about this specific issue and reflect on how to improve. They can also compare and contrast the

experiences of their colleagues to decide on what needs to change in their own practices. So teachers are encouraged to become reflective practitioners about their teaching practices, about what works in their classrooms and what does not.

Since teachers work in different working environments, with learners of different socio-economic backgrounds and are at different stages of their development, each school should prioritize, organize and coordinate the appropriate form of PD needed by teachers. If the district or school leadership ensures meaningful opportunities for teachers' professional development, these teachers are most likely to embrace the idea and benefits of PD.

2.2 School and teacher accountability: definition, purpose and form

Accountability in education is a rather muddled concept, especially in the current context of multiple reforms and restructuring. This researcher is in agreement with Heim (1995; 1) who says:

> "One needs to only listen to the snippets of the current educational reforms to realize that 'accountability' has many meanings for political leaders, education officials, teachers, parents, community and business leaders, and the general public. Sometimes, accountability is used synonymously with 'responsibility'. At other times, the term appears to refer to reporting to those with oversight authority or, more globally, to the general public; or to demonstrating compliance with established laws, rules, regulations or standards; or to distributing rewards and sanctions tied to results."

Increased accountability seems inevitable as it is seen as a way to make schools and teachers more productive. The need to clarify the form and purpose of accountability has never been more compelling as, world-wide and increasingly in South Africa; increasing demands for accountability are enforced on schools. According to Ryan (2007), it is essential that teachers are held accountable to ensure that they use their professional autonomy to improve the quality of their teaching and their learners' achievements.

There are different forms of accountability Teachers can be made accountable to different stakeholders; the public, their colleagues, the state and parents by looking at what they do, how they do it and what they produce in terms of learners' results.

Darling-Hammond (1989, in Ryan, 2007) distinguishes different forms of accountability. Bureaucratic accountability refers to the rules and regulations put there to assure the public that the legal processes of education are being adhered to. Kelley (1997) explains that this form of accountability sees teachers as workers, bound by bureaucratic rules and procedures as they have to follow the curriculum in the way it is set out. In this regime, the curriculum is fixed and cannot be departed from to adapt to the needs of learners. Teachers are accountable for what they do at any stages of their work. Bureaucratic accountability seems strong in South Africa, given the increasing amount of paperwork which teachers have to do for the district, the school and the parents. Teachers have to account for their lesson plans, how they have taught their lessons what lessons, how many assessments they have processed and what kind of marking rubrics and grids they have used. This traditional bureaucratic form of accountability is different from a new form of bureaucratic accountability which has developed in the US, and that is performance-based accountability whereby schools and teachers are accountable for their learners' results, something that many authors (Elmore & Burney, 1999 in Ryan, 2007) have criticized.

There is also market accountability which Darling-Hammond (1989, in Ryan, 2007) defines as aimed at the rights of parents to choose what services best meet their children's needs. This form of accountability treats teachers as civil servants who have to serve the public (Kelley, 1997). Teachers' main function is to please the public by producing the best possible learners' achievements to satisfy the public. However, this form of accountability can lead teachers to take shortcuts, teach to the test and ignore the important teaching and learning interaction and processes which make learners grow and learn more fully.

Professional accountability occurs when teachers account to professional bodies and structures in order to ensure competence and appropriate practice (Darling-Hammond, 1989, in Ryan,2007). This form of accountability regards teachers as professionals with the autonomy to decide on what and how to teach as well as with the commitment to improve on their skills and knowledge to provide quality education to learners. In this case, teachers are accountable to their colleagues or other professional experts for their professional practices.

Different forms of accountabilities can co-exist but need to be designed to suit particular kinds of schools and teachers. Traditional bureaucratic accountability can work for less experienced teachers. If badly designed, it can demoralize teachers but it can be productive for teachers who

are more professional and interested in growing their craft. As Seashore, Febey and Schroeder (2005) emphasize, through collective 'sense-making', teachers share and make sense of these accountability mechanisms to improve their practices.

The challenge for districts and schools is to mediate the forms of accountabilities exercised on teachers so that teachers accept and use them to improve their performance.

2.3 Teacher appraisal

This section reviews the international literature on teacher appraisal in different countries. The process of developmental appraisal in the UK, New Zealand and Japan will be used as a tool to review teacher PD in SA.

2.3.1 International perspectives on teacher appraisal

In the UK, an OFSTED method of inspection is used which is an outcomes-based model of inspection done by a non-ministerial government department. Basically, the two major outcomes are the school's results and the pupils' achievements. After the inspection feedback is provided to each teacher, to the head teacher and to the school board. A detailed inspection report is provided to the school with a summary report to each school for all parents. An action plan has to be approved by the Secretary of State and the school has two years to become acceptable according to OFSTED. A school may have to close if it is unsuccessful after the intervention OFSTED (2000, in Ramnarain, 2008). This form of appraisal relies heavily on learners' achievements and very little on teachers' professional development. There is no room for professional development; it is rather seen as a means of bureaucratic accountability and a top down approach from OFSTED to achieve high marks from learners. With this form, teachers tend to teach the test rather than provide quality education.

The management of teacher performance in New Zealand is the responsibility of two different autonomous bodies of the state. The Education Review Office (ERO) has set the required performance expected of teachers while the ministry of education (MoE) has made explicit the requirements for the management of teachers' performance. Clark (1997, in Ramnarain, 2008) has shown how the approaches in spite of being set by two different organizations dovetail quite well. The ERO report, 'The Capable Teacher' ERO (1998, in Ramnarain, 2008) states:

> Performance can be defined as the results actually achieved by a particular teacher within his or her individual performance agreement with the employer, as appraised by

> the employee. The performance of the teacher in the job should be assessed through performance criteria and expected results specified in the performance agreement.

The question arises: how does the Ministry of Education in New Zealand define a 'capable teacher'? The ERO sought to work on its definition of teacher competencies and capabilities that a teacher needs to bring to his/her job to fulfill the required functions. Thus core competencies are linked to minimum standards of what a teacher should know and do. Core competencies are generic enough to apply to any teacher in any school. Core competencies may assist in the assessment of a teacher but in itself this is not sufficient for performance evaluation and to provide room for teacher professional development.

After examining the framework of managing teacher performance in the UK and New Zealand, a number of issues come to the forefront which could apply to other countries that use similar models for managing teacher performance. These models, with their general mandatory frameworks, use the top-down strategy and focus on accountability, measurement and results rather than professional development for teachers. Furthermore, it is governed by student achievement with clear definitions of professional expectations and teacher competencies.

By contrast, in Japan, performance management focuses on advice from 'master teachers' or visiting supervisors but there is no formal assessment as such. A requirement is that teachers rotate to demographically different areas which roughly correspond to major socio-economic divisions (Lewis, 1995, in Ramnarain, 2008). It appears that there is no need for a national appraisal scheme to manage performance as teachers are regarded as high status employees and there is satisfaction with the way this high status is achieved and maintained. These teachers tend to focus on the educational achievement of their learners. If teacher PD is not based on accountability but is rather about the enhancement of teaching and learning, the researcher is in favour of the appraisal system that Japan has adopted.

2.3.2 Development appraisal, performance management and school evaluation in SA

Since South Africa's Integrated Quality Management System (IQMS) is a complex and ambitious policy combining development appraisal (DA), performance measurement (PM) and whole school evaluation (WSE), it is important to present the arguments of the literature on these three components.

Evans and Tomlinson (1989, in Khumalo, 2008) define developmental appraisal (DA) as a process of measuring the employees past or present performance quantitatively and qualitatively against the background of his or her expected role performance. It is a process of appraising performance in a formative and supportive way in order to facilitate professional and personal development and growth (Department of Education, 1992). Therefore, the DA is seen as a way for employees to identify their developmental needs and their areas of weaknesses and subsequently training and development will be provided in order to improve on their PD.

Fletcher (1996, in Khumalo, 2008) contends that DA is necessary in order to assist teachers in developing by helping them to see their shortcomings and to commit themselves to a better teaching commitment. This appraisal is concerned with the needs of the educators and the training that they may require in order to improve on their professional development.

Performance measurement (PM) aims to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives. Dunham (1995, in Khumalo, 2008) posits that PM is concerned with the setting of achievable goals as well as feedback to staff on their performances. This, in turn, identifies their training needs and encourages better performance in order to achieve the aim of the organization.

It is important that PM measures the teacher performance in context, taking into account the nature of the learners and school working conditions so that the remuneration system rewards them reasonably and fairly Gerber, Nel & Van Dyk, (1998, in Naidoo, 2006). Hence, PM with a system of rewards could have a positive influence on teachers to improve the organization's goal. Swanepoel (1998, in Mazibuko, 2007) agrees that the PM linked to rewards such as salary and wage progression, merit, bonuses, etc. is an important exercise. From the above, it is quite clear that the department of education is concerned to promote higher quality in schools and that teachers are easily motivated by rewards, incentives, remunerations, and promotions. With these, they will work hard to improve the quality in their respective schools Steyn (2001, in Khumalo, 2008).

However, PM with rewards is a form of performance-based accountability which can be problematic depending on whether the performance criteria are sophisticated or not and whether it can be easily manipulated by districts or schools to obtain the increase in salaries.

The purpose of whole school evaluation (WSE) is to evaluate the overall effectiveness of a school as well as the quality of teaching and learning. Quality assurance is a fundamental task of every school management team (SMT). Good schools are constantly aware of the need to evaluate standards, and they now have the means to do so effectively through WSE. WSE provides mechanisms for the SMT in monitoring and improving the school performance (Department of Education, 2002).

2.4 IQMS policy: content, assumptions and implementation

This section reviews the literature that exists on South Africa's IQMS and its arguments about the IQMS policy features, assumptions and tensions both in the content and implementation.

The IQMS has a formative and summative evaluation. The formative evaluation is linked to the development appraisal and aims to help the teachers to identify areas of weaknesses for which they require PD. It results in a professional growth plan (PGP) which informs the district and school where they need development and support. The IQMS expects the district and the school development team (SDT) to take an active role in providing teachers with the development they asked for. After this period of PD, teachers go through a summative evaluation which is the performance measurement (PM) component and may qualify them for a salary/pay progression, depending on the progress they made since their formative evaluation. The idea of these two evaluations is to encourage teachers to develop and improve their practice because they will be rewarded for their progress.

2.4.1 IQMS problematic content

There are a few problematic aspects in the IQMS content, which are bound to cause problems at the implementation stage. Class Act (2007), De Clercq (2008), Biputh & McKenna (2010) and others identify a few content problems in the IQMS.

Class Act (2007) contends that the IQMS is a complex and unclear document. Its language is ambiguous and unclear. The way it describes the steps and processes involved in the DAS and PM components are long-winded, unclear and difficult to follow. The evaluation schedule resembles a long checklist whose items are not easy to interpret and operationalise on the ground. Class Act (2007) further recognizes that some documents have been simplified since

2003 and that the document used for IQMS training is slightly clearer but it still remains a long bureaucratic exercise.

Another problem in the IQMS content is that it combines, in the same exercise, development appraisal and performance management appraisal with the same evaluation tool or instrument. Hargreaves and Hopkins (1994) and Jones (1993, in Biputh & McKenna, 2010) argue that there is a confusion when appraisal for development and appraisal for performance management co-exist in the same process. It produces a tension because it sends contradictory messages; appraisal is to develop schools and teachers and improve education quality, but it is also here to measure and judge schools' and teachers' performance. Which one is more important and which one dominates in the view of the people implementing or being subjected to the IQMS process? Biputh and McKenna (2010) argue that the IQMS places greater emphasis on accountability than on professional development: the department appears more interested in accountability than in development; and most teachers view and treat the IQMS as a bureaucratic, compliant paper exercise rather than a genuine basis for reflective developmental work. This derives from the fact that teachers interpret government policies through the lens of their pre-existing knowledge and practices. Most teachers have never experienced the department's commitment to genuine PD interventions but have memories of unfair departmental inspection and accountability exercises, which make them, resist or be cautious about the IQMS.

Another content problem is the IQMS evaluation schedule, which is presented as a rational and person-proof exercise. Weber (2005) criticizes the department of education to seek legitimacy by presenting the IQMS as an objective tool designed to improve the quality of education. However, evaluations are not rational technical exercises but are socially constructed and developed for a particular purpose.

The evaluation schedule is a long list of various items with detailed rubrics which privilege certain aspects of teachers' work, judged important by the department. The item selection begs the question of who defines 'good' or 'effective' teaching. According to De Clercq (2008), evaluation items do not effectively cover teaching practices or whether teachers possess sufficient subject and pedagogical knowledge.

An example of how evaluation items or performance standards are socially and politically contested is found in the item which holds teachers accountable for learners' achievements. Teachers rarely accepted this as legitimate or fair because learners' achievements depend also on many other factors, such as school conditions, department support and efforts of learners. SADTU (2005, in De Clercq, 2010) argue that most black teachers confront difficult teaching conditions, ambitious and radical curriculum change policies with poor departmental support and are faced with learners' poor attitudes and low levels of interest in their education. These issues are often beyond educators' control and yet influence strongly the teaching and learning process. As a result, teachers tend to resist and manipulate this evaluation process.

2.4.2 IQMS problematic assumptions and reliability

When analyzing appraisal, Van Niekerk (2003, in Cele, 2008) emphasizes the importance of the context of implementation and that there are implicit problematic assumptions in appraisals which do not match or reflect what exists on the ground.

The IQMS assumes that most South African teachers are and behave as professionals committed to identify their areas of development to improve the quality of their work and practices. Wadvalla (2005, in De Clercq, 2008) found in his research that few teachers behave in a professional manner and are committed to reflecting with their colleagues on teaching practices and how to improve them. This is due to the fact that teachers have had years of poor or no experience of meaningful PD interventions from within the school or from the district. In addition, few schools have a collaborative school culture and smooth, micro politics to encourage teachers to open up their classrooms and discuss their areas of weaknesses with their peers or seniors. As a result, there is a high probability that teachers will not use the IQMS as an opportunity to develop themselves.

There is also the assumption that evaluation expertise and capacity exists at district and school level. Many people in authority at provincial, district and school level lack the skills, knowledge and experience for conducting professional evaluations. There has been little training on how provincial and school staff should conduct school evaluation, peer teacher evaluation and class observation. Class Act's (2007) research reveals that there are a few well performing schools with senior managers who are sufficiently knowledgeable or experienced to handle and manage productively the evaluation exercise. However, the majority of schools lack such evaluation

knowledge or experience. Senior managers battle with the IQMS, see it as a waste of time and end up treating it as an extra bureaucratic burden which they have to comply with but that they will not pay serious attention to. In this case, the IQMS evaluations will not be legitimate or reliable.

The final assumption is that schools have a climate, culture and capacity which are conducive to appraisal. Yet, many schools are marred with unequal power dynamics, a climate of conflict, and an individualist culture of staff distrust and reluctance to open up to others. Under these conditions, appraisal will be seen as a stressful ordeal by staff which will be on their defense, suspecting that hidden agendas will undermine them. Such appraisal will hardly be genuine or reliable. However, in schools without major internal conflicts, a collaborative supportive culture and a professional climate of trust and commitment to improve, appraisal could bring together to reflect on how to improve and strengthen their performance. The staff will not fear being monitored as they will accept that monitoring will not to be used against them but will inform the support and development interventions they need to grow. In this case, appraisal is likely to be genuine as it is seen or used as an opportunity to strengthen the school and its staff.

2.4.3 IQMS implementation problems

Evaluation or appraisal exercises require capacity and resources at district and school level. Another factor that could cripple the implementation of the IQMS is the lack of capacity throughout the education system, including regional staff, district staff and staff in schools. Given that the IQMS combines development appraisal and performance appraisal, the key capacity is to provide meaningful PD opportunities. Yet, there are many indications that provincial departments, districts and schools do not possess the capacity or resources to provide developmental support for schools and teachers.

As an insider public servant, Mathula (2004, in De Clercq, 2010) acknowledged the problem of resources, capacity and expertise at provincial and district level. Most provincial departments do not have sufficient material and human resources to carry out school evaluation and provide school and teacher support. They have not managed to develop their technical, organizational and implementation capacity which are widespread in various public sector departments Southhall (2007, in De Clercq, 2010). Many schools mentioned that the district plays no meaningful role in the support component of the IQMS (SADTU, 2005 in De Clercq, 2010). The

district support was so unhelpful that many do not want to talk to district officials or attend their workshops anymore. Teachers ask district officials to respect their professional autonomy and not interfere with their curriculum and assessment practices. Schools end up fending for themselves for support interventions but many poor schools could not offer strong support internally, unless they secured access to NGOs or other service providers (Narsee, 2006).

Thus, it is imperative for national and provincial departments to put in place a plan, system and structures which will build the capacity for providing continuous professional development to schools and teachers. This can only occur on the basis of a strong partnership with unions, universities and service providers working together to address this issue of professional development. The recently published Integrated Strategic Planning Framework for Teacher Education and Development: 2011- 2025 (DHET/DoE, 2011) is a step in the right direction but will need to prove itself on the ground.

Positive experiences of PD can go a long way to change teachers' views and responses to the IQMS. However, De Clercq (2008) explains that the recommendation of the 2009 Teacher Development Summit pushed for the IQMS to be revised so that the professional development component can be taken out of the IQMS and be managed by another authority, namely SACE. The performance management (PM) component remained in the IQMS and continued to be the subject of ELRC negotiations. The international trend also reveals that these two components are separately managed in most countries (see later, section 3.2.1).

Finally, the IQMS implementation depends on the roles played by individuals in the implementation chain at district and school level and how they interpret, make sense and adapt it Kingsley (1993, in Cele, 2008). Coburn (2005) argues that sense-making by policy-enactors plays a major influence in the way the policy is implemented.

Sense-making by policy-enactors depends on their attitudes, knowledge and skills and the implementers who are crucial in this respect are the district and school leadership. If district and school leaders do not understand well what the IQMS entails, if they are not motivated or do not have sufficient time to implement it, teachers will not develop an interest in the IQMS but will comply and do the minimum to satisfy their superiors. However, if the district or school leadership is interested in making the best of the IQMS, they will mediate and adapt it in such a way as to motivate teachers to reap some benefits out of the IQMS exercise.

Having identified the main problems with the IQMS content and implementation, it is worthwhile turning to the debate in the policy analysis literature about what is said about the reasons for the gap between policy intentions and policy implementation outcomes. This is done to contribute to an understanding of the role of implementers, and in particular of the school leadership.

2.5 Policies and the gap between policy and policy implementation

This section examines the policy analysis debate around policies and the factors which contribute to the gap between policy intentions and implementation.

The 'liberal pluralist' analytical approach sees policies as a rational solution to a problem, based on common ideal values in society. According to Anderson (2003, in Damakube, 2008), policy is "a purposive course of action followed as faithfully as possible by a set of actors in dealing with a problem or matter of concern." The 'political' analytical approach sees policy as socially constructed and contested at each stage of the policy process. Policy is about power and a statement of intent by those in power, who want to change the allocation of resources around an issue and/or control the actions and behaviour of others (De Clercq, 2010). However, it is also contested and bargained over by the interest groups who are not in power but want to promote their interests. The political resolution or outcomes of these contestations are such that tensions and inconsistencies appear in policies. Ranson (1995, in De Clercq, 2010) mentions that education policies create conflicts amongst different groups involved around the policy issue and are not based on ideal values which contribute to improving the quality of education.

When it comes to implementation studies, there are three approaches which offer different explanations of the factors or reasons behind the gap between policy intentions and policy outcomes (De Clercq, 2010).

Firstly, the 'liberal-pluralist' approach relies on a normative conception of policy and policy implementation that views policy-making as a separate activity from administration. Policy is put into effect through a rational top-down prescription from the state bureaucracy, which can create a communication gap between policy-makers and implementers. Barrett (2004) states that policy, once formulated at the 'top', is handed in through the administrative system for execution. As it moves down the hierarchy to the street-bureaucrats or operatives at the bottom of the implementation chain, it takes different forms which can lead to a gap between what the

policy makers intended and by the implementation practices. This is why this approach recommends a tighter departmental control or bureaucratic accountability over the bureaucrats in charge of policy implementation to make them understand the policy and follow loyally the instructions of how to implement it. Related to this explanation of the gap between policy intentions and practices, others factors are identified by this approach such as the lack of organizational capacity and resources among the implementers.

Secondly, the 'interpretive' approach argues that it is impossible to control the implementation process but that policy is inevitably interpreted by implementing actors. Policy only provides guidelines and not a detailed programme of action with specific implementation steps. The reason is that the importance of the implementation which has to be taken into account by implementers (such as district officials and school leaders) when taking decisions of how to introduce and adapt the policy; that is when implementers have to have some discretion to interpret and mediate the policy in their context. Seashore, Febey and Schroeder (2005) argue that some implementers are more effective than others and that this depends on their active agency in make sense of the policy without undermining the broad policy intentions. Their next task is to influence the policy sense-making of those with whom they work. Gold (2002, in Seashore, Febey and Schroeder, 2005) argues that school leaders have to influence teachers' interpretation and sense–making of the policy as it will determine how teachers will engage with, respond to or resist their leaders' implementation decisions. In brief, this analytical approach accepts as given the inevitability of the gap between policy intentions and practices and researches the way various policy implementers and actors interpret and adapt the policy in their context.

The third approach has some similarities with the second approach in that it also understands policy implementation as another phase of policy-making because of the interpretations and mediations required at the implementation level. The difference, according to Barrett (2004), is that it sees policy implementation as a political process. Policy interpretations and mediations are not only contextual but they are the subject of political conflicts and bargaining and a political resolution which reflects the power relations existing between policy implementers and enactors interested in furthering their own sectarian interests.

This study is influenced by the arguments of the interpretive and political approaches as they provide explanatory tools to the role played by the school leadership in the IQMS implementation process.

The last issue left to discuss is what is meant by school leadership, and the role it plays in schools regarding policy implementation which the last section will cover.

2.6 School leadership

2.6.1 School leadership: definition, style and role

Cuban (1988, in Bush, 2003) explains that: “Leadership [is about] influencing other peoples’ actions in achieving desirable ends.” Leaders are people who have a vision and shape the organizational goals and strategies. They then have to motivate and inspire the actions of others. Wasserberg (2000, in Bush, 2003) claims that: “the primary role of any leader is the unification of people around key values.” School leadership is considered as an essential component for keeping the school functional and performing.

Bush (2003) explains that there are various leadership models which range from the person in formal authority controlling, monitoring and inspiring staff to the other extreme of distributed collective leadership, working with staff through participative decision-making to influence and work on the implementation of a collective school vision and strategies. He argues that it is necessary to integrate the various leadership models into an overarching framework:
“In any given situation, there may be different tendencies and dimensions, all of which have an impact on effective management.” No single leadership model will adequately address the challenges facing schools.

In South African schools, there are rather few examples of distributed leadership and this form of leadership is seen as inspirational rather than real. In this study, school leadership has been reduced to the role the principal, given the way the two sampled schools operate. It will test the kind of leadership style and how it impacts on the school and the policy implementation.

Walters and Kingston (2005, in Bush, 2003) raise concerns about the current and future states of educational leadership, and in particular the principalship. They ask questions such as: “Who

will lead schools of the future and how can we attract the right leaders?" If schools are to flourish, ideally principals should possess the ability to exert a positive influence over other people, should inspire, motivate, emotionally support and direct their activities towards achieving the organizational goals Flores (2004 in Bush, 2003).

So, while there are common ingredients in the way that successful leaders lead their schools, they should be fairly dynamic, and accommodate change, especially if the change has the prospect of improving the school. In a similar way, Bennett et al. (2003) argue that there are basic leadership traits that characterize outstanding leaders. These traits are only effective if leaders use them as a basis for their leadership but are open to change when the need presents itself.

Leaders face important roles and tasks. Coburn (2005) refers to the role of leaders as sense-makers which have to influence teachers' behaviour through sense-making. In the process, they have to make decisions to influence positively teachers' work and performance. The role of the principal is to draw on their own conceptions of what new ideas entail as they make decisions about what to bring in and emphasize, as they discuss these approaches with teachers, they shape opportunities for teaching and learning.

Related to their role as instructional leaders committed to improve teacher performance and teacher practices, leadership needs to develop a cooperative school culture. The cultural dynamics of the organization are an integral component to the promotion of teacher development. It is on these roles of leaders that the present investigation could make a contribution, because it will examine whether and how the behaviour and actions of leadership influence the culture, working dynamics among teachers as well as teachers' attitudes towards professional development and accountability.

2.6.2 School leadership: role in policy implementation.

On the issue of policy, the previous section has shown how policy-making continues at the implementation level and that the challenge is to work on the meaning of the need for congruency between policy orientations, intentions and implementation practices. This is where implementers have to understand the policy intentions and think about what it could mean for their district or school context. However, district officials and school managers do not often

assume this role because they believe the top down administrative system wants them to pass on the policy as it is to the next level without contributing much to its interpretation and mediation.

De Clercq (2010) developed a concept of 'policy leadership' which she defines as the enabling agency which can improve government policy implementation so that the school can make the best out of the policy. For this, it requires a deep, political and educational knowledge of the policy context and the policy content. It needs to understand the various power dynamics existing in the schools and around the policy so as to navigate them. Such active leadership agency has to have a vision of what it wants to achieve in the school, set priority goals and develop strategies to manage the inevitable disputes which will occur and win over sufficient staff to its vision of how the policy can assist the school. However, this is an ideal type and few leaders manage all of this in their context. Yet, it is a useful analytical tool to assess what school leaders do when faced with policy implementation.

De Clercq (2010) applies this concept of the role of school or district leadership to the IQMS implementation. She argues that the first task is to understand the appraisal policy and see how it can contribute or undermine the vision of the school. As the IQMS has tensions in its appraisal schedule and its combination of development appraisal and performance appraisal, the leadership should work out a way of exploiting the opportunities created by the policy tensions and ensure that the school and teacher monitoring are used mainly to improve the school and staff development and performance.

The second task is to understand the strengths and weaknesses of the school and its staff in relation to this issue of monitoring. Is the culture, working relationship and the general school environment prepared for such monitoring? Has there been some experience of monitoring for development before? Is the staff committed to develop and work together? What outside support could be mobilized to assist and create more conducive conditions for professional development?

If the school staff is not fully ready for this, the leadership needs to develop mediation strategies and activities to improve the staff interest in PD. The staff needs to experience PD positively and work together.

The third task is to communicate the important policy aspects to staff and win them over by influencing their views and sense-making of the policy. Coburn (2oo) argues for the importance of people's sense-making of their situat5ion and that school leaders have to influence teachers' sense-making of the policy by influencing their access to policy ideas, by making them participate in a social process or dialogue of how the policy can be interpreted, adapted and implemented so that teachers feel they can benefit from it. Coburn (2005) further urges school leaders to strengthen their sense-making skills to interpret and adapt policies so that they can influence teachers' sense-making and make strategic choices regarding policy implementation. They have to build on their pre-existing knowledge to understand the meaning and implications of policies. Then, they have to assist teachers in their sense-making so that they respond positively to policy implementation. They have to motivate their staff to engage in collective sense-making of policies by drawing on teachers' professional experiences, assumptions about teaching and learning and commitment to improve (Seashore, Febey & Schroeder, 2005).

Such leadership knowledge and competences are ideal and appear rather ambitious for many school leaders to have, let alone acquire.

Naidoo (2006) has a similar but slightly different view on how leadership should handle departmental policies. She argues that the integrative model of leadership would fit well with the consultative and transparent nature of IQMS. She explains this model as consisting of several phases borrowed from Bush (2003), namely; ambiguity, political, collegial and formal.

- The ambiguity or anarchic phase aims to identify issues and a sifting process
- The political phase aims at providing opportunity for bargaining and negotiations
- The collegial phase participants are in an agreement with the procedures and solutions of brainstorming, during the political phase persuade less enthusiastic members are persuaded to agree on a compromise
- The formal phase allows for modification to facilitate effective administration.

She claims that this model of leadership puts great emphasis on sequential stages which should be observed as each phase may contribute to the implementation of a policy such as the IQMS. She argues that the complex nature of the IQMS, combined with people's natural apathy towards change, requires time for deliberation in order to reach consensus.

Not unlike De Clercq's (2010) conception of policy leadership, this integrative model is problematic as it pushes for a rather laborious, time consuming process that may not be realistic for most school leaders given the already heavy work load they face with so many countless innovations in the recent past (Naidoo, 2006).

This researcher agrees that the tasks and expectations of school leaders in South Africa have increased and gone way beyond their basic duties. Today, school leaders are expected to set up and strengthen various new organizational structures, secure greater parental involvement, and community support, manage the new curriculum and assessment policies and promote and organize staff development. However, these styles, roles and tasks of leadership can be used as analytical tools to understand what leaders on the ground actually do in relation to PD, appraisal and the implementation of policies.

2.7. Conceptual framework

Given its particular focus on the role of school leadership in the IQMS implementation, the study draws its conceptual framework from explanatory arguments of three kinds of literature:

The first literature revolves around teacher development, accountability and appraisal which are socially constructed exercises which can be destructive or empowering, depending on their context, the organizational culture, the micro-politics and relationships between various school stakeholders.

Three arguments are retained. First, the 'one-size-fits-all' approach does not work for PD, accountability and appraisal because schools differ in their socio-economic background, teachers teach under different conditions, and have different development and accountability needs. Appraisal involves people working in different school environments and conditions, with different challenges with their learners. Therefore, the appraisal instrument cannot be generic or standardized if it has to capture the specific contextual realities, constraints, opportunities and priorities of all schools. It should rather be flexible and interpreted in a way that makes sense to the school and its teachers.

Secondly, appraisal has to be mediated. It can be made a stressful ordeal which puts people on their defence, making them suspect hidden agendas which will undermine them. This scenario occurs in schools with a lack of professionalism and no desire to develop; schools with uneasy

or unequal power dynamics or a climate of conflict, distrust and staff reluctance to open up to others. Under such circumstances, appraisal cannot be genuine or reliable. However, appraisal can provide an opportunity for schools and their staff to come together and reflect on how to improve and strengthen staff performance. For this to happen, the staff will not fear being monitored, be reassured that it will not be used against them but will inform better the support and development interventions they need. Such a scenario is likely to exist for schools with good leadership, a collaborative supportive culture and a professional environment which makes staff interested to improve their practices.

Thirdly, appraisal systems, such as the IQMS, have a tension when combining development appraisal and performance management on the basis of one common appraisal instrument. This sends contradictory or confusing messages to schools and teacher who may choose one appraisal over the other. If the performance management appraisal carries high stakes - in the form of rewards or incentives or if there are capacity problems in providing meaningful support and development interventions, the accountability aspect will dominate at the expense of the development aspect. If the DA and PM aspects are managed separately by different authorities, there are more opportunities to make them productive. The challenge for leadership is to be aware and mediate this tension.

The second relevant literature is on the different explanations by policy analysts of the factors which contribute to the gap between policy intentions and implementation. 'Liberal-pluralist' analysts understand rationally that the gap between policy intentions and implementation is due to implementers lacking resources, capacity and accountability to their superiors. Political analysts focus on the tensions in policy content which they see as a reflection of the conflicting interests of different groups involved in the policy. The implementation gap is, therefore, attributed to the bargaining and disputes between various implementers as they interpret, mediate and implement policies in a way that suits their own interests. This study borrows from this analytical perspective to examine how the IQMS tensions are used by the implementers - and in particular the school leadership - to pursue the interests of the school or other sectarian interests.

The third literature revolves around school leadership and retains two arguments. Bush (2003) explains that there are various leadership models ranging from the one person in formal authority to the other extreme of distributed collective leadership, working with staff through

participative decision-making. These leadership models influence in different ways the school culture, working relationship among staff as well as staff attitudes and experiences. They also work in different ways to shape the school goals, strategies and staff values and work practices. Given the increasing demands put on leaders, the notion of distributed leadership became more pertinent.

De Clercq (2010) argues for the concept of “policy leadership” which is defined as an “enabling agency” with an understanding of the power dynamics in the school as well as of the policy context and tensions in the policy content. With such insights, such leadership can exploit the tensions in the policy and ensure that the implementation promote its interests or the interest of the school. Again this analytical tool will be used to test the extent to which school leaders are aware of these expectations on them.

These arguments inform the conceptual framework which gives some analytical guidelines or angles to study the interpretation, mediation and implementation role of school leadership around the IQMS.

CHAPTER 3: RESEARCH METHODOLOGY

This chapter presents the research methods selected for this research topic and explains why these were seen as appropriate to the topic.

3.1 The use of the qualitative research approach

The study investigates how the role of leadership influences the implementation of IQMS at school level. This chapter on research methodology, first, describes the research design and, second, the methods of data collection and then the analysis of the study.

This research is a qualitative case study. De Vos (2002, in Abdul, 2009) defines that qualitative research elicits participants' accounts of meaning, experience and perceptions and produces descriptive data in the participants' own written or spoken words; this identifies the participants' beliefs and values that underlie the phenomena.

In the view of the above description, it makes sense for this study to use a qualitative approach because of the types of research questions:

1. How does the IQMS leadership influence the policy implementation in schools?
2. What are the leadership tasks, opportunities and constraints?
3. What kind of capacity and support is required from the principal/SMT to manage its leadership role regarding the implementation of IQMS?
4. What are the perceptions of educators regarding how the school leadership mediates plans and motivates them regarding the implementation of IQMS?

The study intends to look into the "sense making" and policy mediation role of principals regarding the IQMS as well as the "perceptions" of teachers regarding school leaders' sense making and mediation. In particular, the study aims at finding out, through an interpretive analysis, how leaders understand and perceive the challenges of the IQMS as well as strategize to guide and mediate its implementation. It also explores how school staff views the role of leadership and influence in the IQMS implementation process.

It will be difficult to use alternate methods such as quantitative methodology, as qualitative research is seen as a foundation to understand and interpret meanings of thoughts and behaviours of school leaders and teachers.

3.2 Case study method

According to Yin (1997:13) “Case studies emphasized detailed contextual analyses of limited number of events or conditions and their relationships.” This research uses an evaluative case study which is concerned with a single case or collection of cases that aim to provide education actors or decision makers (administrators, teachers, parents, pupils, etc.) with information that will help them to judge the merit of policies, programmes or institutions Stenhouse (1985, in Bassey, 1999). This study places itself within the exploratory/evaluative style of case study. It is, furthermore, comparative because it intends to study two schools and examine the nature of the role of leadership with regard to the IQMS implementation.

Although case studies have made a considerable contribution to research and added knowledge and data to education, they have often been criticized as they have the tendency to generalize and that the epistemological and theoretical assumptions are not clearly defined (Bassey, 1999). In addition, Bell (2005) adds that researchers tend to use the possibility of selective reporting and the resulting dangers of distortion.

For this research purpose, the case study is appropriate to identify interactive processes and the dynamics within an organization and show the way these affect the implementation of policies and influence the way an organization functions. Case studies contain an enormous amount of information, even when done on a smaller scale. It was, therefore, important to have planned analytical tools thoughtfully in order to address the issues identified in the literature review together with the data.

3.3 Sampling

The researcher has attempted to find out schools regarded by the GDE as implementing successfully the IQMS through effective leadership. The sample of the study is purposive in the sense that it selected two primary schools in the Gauteng province that are rich in the information to be tested around school leadership. These two schools are known to the GDE districts and the researcher for their leadership qualities and in particular for having decided to implement the IQMS in a productive manner for staff development. They are both situated in a

suburban area and are well resourced with well qualified staff and management. The researcher was concerned with the leadership styles and the comparative dimension was seen as useful to show that there is not one way/one style of implementing the IQMS, since school implementation will depend on the school's realities, culture, and teacher attitudes.

Beyond the two schools, respondents had to be selected. Macmillan and Schumacher (2006) add that "samples are chosen because they are likely to be knowledgeable and informative about the phenomena the researcher is investigating." Hence, for the purpose of this study, the researcher had to interview school principals; those in schools who are expected to assist with leading the IQMS implementation process and motivate for or initiate teacher professional development. These people are 'key' to this study as they are a vehicle to steer the implementation of IQMS in their schools. However, teachers are also important as they are directly affected by the IQMS and leadership strategies and actions in regard of professional development and performance appraisal. In each school, one principal, one deputy principal, two heads of departments -one from the foundation phase and one from the senior phase - were selected and three additional teachers. These three teachers in the one school were different; one teacher in-service for at least 0-5 years, and the other 2 teachers teaching between 5-15 years. It was hoped to gain better insights from these teachers with the experience of the need for professional development as well as of the IQMS and how it contributed to their professional status. A further three teachers were given a questionnaire, based on the number of years in service to gain further insight through a different data collection method. So in each school, 10 people were contacted. In addition, one district IDSO was also interviewed as being the closest link to understanding why some of his schools did well with the implementation of IQMS and why some schools did not.

3.4 Research instruments for data collection

This data collection relied on various instruments: questionnaires, interviews and documentary analyses. Questionnaires and interviews were distributed to respondents to elicit respondents' views, perceptions and experiences of the IQMS at their school. Document analyses of both schools were consulted as well. During the process of data collection, this researcher used a tentative data analysis. According to Wax (1971, in Schumacher & McMillan, 2006), data collection is when the researcher establishes a rapport, trust, and reciprocal relations with the individuals and gains a sense of totality.

Questionnaires were used to investigate and compare the views of teachers, SDT, DSG, and school leaders in two primary schools in the Gauteng district**.** De Vos (1998, in Abdul, 2009) defines a questionnaire as: “A set of questions in a form to be completed by the respondents in respect of a research project.” Griesel (2003, in Patel, 2007), contends that questionnaires have been criticized for being suitable only for specific areas of research and investigation and as a result they tend not to allow for an in depth analyses of the meaning of issues. Thus, Griesel (2003, in Patel, 2007) suggests that it is important to include open-ended questions in order to probe the qualitative meaning of the responses. One disadvantage is that questionnaires tend to cue the respondent with respect to possible answers.

A self-completion questionnaire was used which included more open-ended questions than close-ended questions as the research was interested in the ‘how’ and ‘why’, or qualitative data. The questionnaire elicited information regarding teacher’s perceptions on the role of leadership and the impact it had on the implementation of the IQMS at their school. The questions were sub-divided into categories. Section one looked at the biographical details of the respondent; these questions were framed to establish whether the respondents were in a temporary or permanent position and which grade they taught. Section two looked at the IQMS implementation and the role of school leadership. It asked respondents about their understanding of the IQMS and tried to establish whether teachers had acquired some sense-making as to how the IQMS was implemented at their school, what style of leadership was displayed at their school and how the IQMS had impacted on them, their professional development and accountability. School leadership has many different styles and roles which vary with an individual’s personality. These styles of leadership can either contribute to policy implementation in a positive or a negative way. The researcher, therefore, wanted to establish how school leaders have managed the implementation of the IQMS.

By using questionnaires, information can be interpreted as it is easily compared to other data collecting techniques, especially interviews, where it is time consuming to analyze data. The confidentiality of respondents can also be easily assured as questionnaires can be completed anonymously. On the other hand, the disadvantages of the questionnaire are that it lacks mobility as the respondent is forced to stick to the structured format and in this way important information tends to get left out, and it is also difficult to summarize the respondents’ attitudes and facial expressions and thus tentative analyses cannot be done.

Semi-structured interviews were also conducted. According to De Vos (2002, in Abdul, 2009) using open-ended questions allows the participants to respond from a variety of perspectives. Further probing questions followed when responses lacked sufficient detail or clarity. The way in which a response is made through facial expressions can provide information that a written response could conceal. Moser and Kalton, (1971, in Patel, 2007) state that interviews are time consuming and are highly subjective and, therefore, there is always the danger of bias. Semi-structured interviews allow the respondents to discuss the importance of the study. However, it is essential to use loose, ended questions as by doing this the respondents can discuss and give clarity to the study. The researcher questioned the subjects by writing their responses down.

The interviews aim to elicit information from teachers with regard to their perceptions towards IQMS and their leaders' strategies and advice on how to implement the IQMS. It will ask them to explain the role that their leaders play as well as how they motivate teachers with regard to IQMS as a basis for improved professional development. The interview questionnaire was sub-divided into categories. Questions were framed on the school culture, by asking these questions the researcher wanted to establish the type of school culture that was displayed at the school and the relationship between leadership and teachers were questioned. Questions were also framed on professional development, teacher accountability and appraisal and whether the respondents felt there was a need for PD in education and how they felt towards accountability. By framing these questions, the researcher will question whether the IQMS has addressed different teachers' needs and whether the 'one-size-fits-all' approach has worked in both schools, or is the IQMS merely an accountability exercise for rewards. Further questions were framed around policy and policy implementation. The researcher aims to identify whether there is a need for policy leadership in schools in order for policies to be implemented. As De Clercq (2010) argues that leadership has to have a vision as to what it wants to achieve with policies, hence policy leaders need to understand and make sense of policies and then try to adapt to suit the context and needs of the school environment. Therefore, the interview questions will investigate whether the role of a policy leader existed at both schools. The idea of sense-making will also be investigated as to whether teachers understood the IQMS and their attitude towards it. Lastly, the role of leadership will be questioned with regard to the implementation of the IQMS. The researcher will investigate what type of leadership is required for the implementation of the IQMS and what style of leadership is being displayed at both schools.

On the other hand, an interview can cause some hindrance as respondents tend to distort the facts in order to safe-guard themselves and their professional status in order to avoid any form of bureaucratic accountability. By asking the respondents the same questions in the same order this would reduce the interviewer's flexibility. Furthermore, the way in which the questions are phrased and coded can cause constraints and limit the naturalness of the interview. Interviews can be too long and time consuming as it is likely that irrelevant information may be raised by the respondents. The responses may at times be clouded with perceptions rather than facts and information.

Document analyses were used to analyze and review the IQMS policy document as well as school-drawn policies pertaining to IQMS. This method was used in this study as a triangulation process together with questionnaires and interviews. According to Bell (1999, in Patel, 2007), the process of analyzing documentary evidence could be used to check the studies' reliability. Bell takes the statement further and argues that document analyses should be used to supplement information gathered by other research methods and to check the reliability of the same information received through the interviews and questionnaire methodologies.

This is why beyond analyzing the IQMS policy (ELRC agreement no. 8 of 2003) and its official training document, which are ELRC and DoE documents, it also looks for school-generated documents on any aspects of training or implementation strategies related to the IQMS and the role of the school leadership.

In analyzing the contents of the above documents, the researcher will integrate the salient points of these documents into the literature review and then go on to provide a critical review of these documents and other relevant education policy documents and education legislation in relation to the IQMS. This will be done in line with the aim of the study to undertake a critical analysis of the IQMS as policy.

3.5 Reliability and validity

Validity is about whether an item or instrument measures or describes what it is supposed to measure or describe (McMillan & Schumacher, 2006). The interview schedule is semi-structured, so that the researcher can go more in-depth with and probe certain questions to ensure that the questions are the ones which elicit the evidence to understand the respondents'

views on the role of leadership and IQMS. In order to ensure that validity exists in this research, a lengthy data collection period, which enabled continual data analysis, comparison and corroboration to refine ideas and find matches between research-based categories and participant reality, is required (Schumacher, 1993). Once the data has been captured and analyzed the following will be taken into consideration, namely; truth and value, applicability, consistency, and neutrality in which credibility, transferability, dependability, conformability ensure the validity and reliability of the research Lincoln & Guba (1985, in Scaife,2004).

Triangulation is a powerful means of demonstrating concurrent validity, particularly in quantitative research. Thus triangulation will be used to verify information generated by different tools such as questionnaires, interviews and documentary analyses collected in multiple contexts (i.e. two schools in this case). The researcher had established a form of trust and natural rapport with the participants. The participants were allowed to do the talking and the researcher would not control the flow of the conversation but only guide them. All the responses came from the participants, explaining their experiences of the implementation of IQMS and its leadership.

A pilot study was used to correct and modify the research instruments because what seems perfectly clear to the researcher was at times confusing to the respondent. The basic purpose of the pilot study was that it determined how the design of the study could be improved and it identified flaws in the measuring instruments Cohen et al (in Mathonsi, 2006). It would help to eliminate ambiguities in the phrasing or choice of words in question items and improvements would be made from comments, queries, complaints and suggestions made by the respondents. Piloting of the questionnaire was also crucial in determining whether respondents understood the directions provided and it would determine the amount of time it took to fill in a questionnaire Bell (1993, in Mathonsi, 2006).

Reliability of research can be defined as the extent to which independent researchers could discover the same phenomena in different occasions to show that there is agreement on the description of the phenomena between the researcher and participants. It is important to acknowledge that qualitative research is personal and subjective in nature when it involves interviews and observations because no two researchers will have the same genuine responses from the respondents (Ryan, 2007). In order to ensure that reliability is achieved, a variety of research instruments were used in order to ensure that the responses were genuine.

The researcher has focused on the main problem throughout the research, which is: To see how principals, DSG, and educators manage and experience the implementation of IQMS. The context of the participant and the accuracy of the findings will be studied. This may be achieved through data collection. The researcher has identified and documented biases, values and the personal interests of the participants.

3.6 Ethical considerations

Many organizations today have certain protocols when it comes to the ethics of their organization. Therefore, it is essential to request permission when conducting research in order to avoid unnecessary deception concerning the purpose of investigations, encroachment on privacy, and invading the organization's confidentiality and safety. Ethical research involves getting the informed consent of those you are going to interview, question, observe or take materials from. It involves reaching agreements about the uses of this data, and how its analyses will be reported and disseminated.

This research proposal has been submitted to the School of Education Ethics Committee. For field work, the introduction of the researcher and the research to the schools has been done overtly, in that the respondents had been introduced to the researcher and the topic of research and the roles of the participants had been clearly explained. Permission had been requested from the principals of both schools in writing with the research problem and rationale had been provided to the schools as well.

3.7 Data analyses

Any approach that attempts to describe data might be referred to as a descriptive method. The simplest quantitative description reports the data in a raw form. As the description becomes more sophisticated, the researcher groups the data and presents it in the form of Tables and Figures which provide information to describe a set of factors in a situation.. This is done through ordering and manipulation of the raw data collected (Anderson, 1990).

For clarity of this phase of qualitative data analysis, researchers place great emphasis on following a sequence of steps:

• Step 1; establish units of analysis indicating how these units are similar to and different from each other
• Step 2; create a domain analysis
• Step 3; establish linkages and relationships between domains
• Step 4; make speculative inferences.

Cohen, Manion & Morrison (2001, in Ramnarain, 2008).

The second phase of qualitative data is to code I information into themes and descriptions. The following steps are used in answering the sub-sections:

- The steps used to compare statements made in the IQMS policy with the reality of what occurs in the organizational context
- The role of leaders in the implementation of the IQMS policy
- Teachers' perceptions on professional development and accountability
- Teachers' perceptions on the role of a leader in the implementation of the IQMS policy at a school level.

According to McMillan and Schumacher (2006), the process of coding means giving descriptive terms to a subject matter such that any topic that comes up under that code is grouped together. Categories go one step further in that they are formed from codes and involve organizing similar meanings of a topic together; a code may fall under different categories because they may be interpreted in different ways. Once different categories are formed, patterns will be identified through these categories. These patterns seek to find a relationship among the categories and are intended to organize data into related sub-sections.

In looking for commonality, the researcher has presented the data and analyzed it in chapter 5. By using more than one method of data collection through triangulation until data is saturated. All key categories will be grouped in order to be discussed in chapter 5.

3.8 Limitations of the study

Case studies cannot be generalized but can indicate trends and issues for further research on a larger scale. Other limitations could revolve around the reliability of teachers and school leaders as they can provide false or not genuine information to protect themselves or other stakeholders may give incorrect information to avoid personal grievances.

Chapter 4: Background to the Integrated Quality Management System (IQMS)

This chapter explores the background to the 2003 IQMS and its various stages of evolution from the apartheid's teacher inspection system to the post-1994 teacher appraisal system and the subsequent amendments and actions of the involved ELRC stakeholders.

4.1 Historical background

Christie (1985), Kallaway (1984), Nkomo (1990) and Unterhalter et al. (1991, in Ramnarain (2008) give an in-depth analysis of the inequalities and injustices of the apartheid era. Evaluation or inspection practices in the various racially separated departments varied considerably. With black teachers, their experience was so problematic that they eventually rejected the system when subject advisors and inspectors were forced to suspend their activities as the inspection system broke down completely in the militant period of the 1980s and 1990s.

The resistance was around poor evaluation methods and processes, the unchecked power that inspectors wielded the incompetence of assessors, the problematic evaluation criteria and the secrecy of the process. All these factors impacted negatively on the state of teacher evaluation. The pre-1994 South African system of teacher evaluation was experienced by many but mostly by black teachers as inspectorial, bureaucratic, hierarchical and authoritarian in character or a form of tight bureaucratic accountability. School managers had very little control over their staff's performance and did not have much to do with their PD as the existing form of evaluation was not aimed at teacher development.

It is against this background that, in 1991, the South African Democratic Teachers Union (SADTU) approached the EPU of the University of Witwatersrand to develop an alternative system of teacher appraisal. The first educational reform in this area of teacher evaluation came with the introduction of the Employment of Educators Act of 1998, Section 4. The 1998 ELRC resolution 4 was about the development appraisal system for Educators (DAS) whose main objective was to redress the lack of in-service PD for black teachers and put in place an appraisal policy to develop and support teachers, based on the fundamental principle of life-long

learning. The idea was to make internally-based panels appraise educators within their work context so that development strategies could be formulated (ELRC Resolution 4 of 1998).

However, DAS was not received uncritically. Thurlow (2001) argued that one of the major issues in DAS was the total lack of substantial accountability by teachers, leaders and stakeholders; it was a cumbersome process in terms of time with problems of reliability as teachers were able to select their peers as evaluators, and these in many instances were close friends interested in protecting their colleagues rather than 'stretching' them. The advocacy process was inadequate and resulted in a lack of common understanding at school level. Many school managers and educators were put off by the complexity of DAS and its implementation and showed no interest in implementing it because it offered no rewards Review workshop report of 2000 of the National Department of Education (DoE), (2000, in Naidoo, 2006). As a result, the majority of the schools did not attempt to implement this appraisal process, while a few tried but did not progress pass the first stage.

The subsequent introduction of the 2001 whole school evaluation (WSE) was meant to be developmental and not punitive and judgmental about schools. The WSE stipulated nine areas for whole school evaluation, which captured the major aspects of school work and functions. However, the implementation of the WSE was equally problematic, as the level of understanding, readiness and acceptance was not established before implementation. There were inconsistent intervention strategies by the department of officials, a flawed implementation process by school management with schools fearing victimization by department officials as they perceived a hidden agenda by department officials and had a lack of faith in the capacity and developmental expertise of the appointed WSE officials Mathula (2004, in Naidoo, 2006).

Due to many duplications and a lack of consistencies across these various evaluation policies, teacher unions, and education departments went back to the ELRC to rethink and consolidate these instruments into an integrated school and teacher appraisal system which could enhance school and teacher performance and competency as well as standard of education. The policy instrument which was developed to encompass various components of quality assurance was the integrated quality management systems (IQMS), finalized in a 2003 Education Labour Relations Council (ELRC) agreement, with the aim of enhancing and monitoring schools and educators for development. The IQMS was introduced for implementation in schools in January 2005.

The underpinning philosophy behind the IQMS was that quality management was important for five reasons:

- To determine competence
- To assess strengths and areas for development
- To ensure support and opportunities for development to assure continuous growth
- To promote accountability
- To monitor an institution's overall effectiveness (IQMS Collective Agreement Number 8 of 2003).

Therefore, the IQMS has three components, namely; the whole school evaluation (WSE), the developmental appraisal system (DAS), and the performance management system (PMS). Looking more specifically at the teacher appraisal component, the instrument assesses teachers based on standardized performance standards. The first section of the instrument is used for lesson observation and has four individual-based teaching performance standards, while the second section with three performance standards is based on individual teachers' professional issues outside the classroom. Another four performance standards exist to assess senior management only (De Clercq, 2008).

The teacher appraisal component stipulates that teachers need to conduct self-evaluation on the basis of the instrument at the beginning of the year; this self-evaluation is then verified by their developmental support group (DSG), which consists of a peer selected by the staff members themselves and a head of department. This evaluation records the teachers' strengths and areas in which they may need to be developed. It is then used to inform the teachers' personal growth plan (PGP). The PGPs are then used by the management to complete the school improvement plan (SIP), where the SIP targets the area in which its school and teachers need to develop. This is then forwarded to district to guide them and provide teachers with support. At the end of the second year, a summative performance management (PM) is done using the same instrument, giving teachers their overall score, which may or may not make them eligible for a pay progression ELRC (De Clercq, 2008).

4.2 Recent changes around the IQMS

At a teacher development summit in 2009 (ELRC, 2009), various stakeholders met and re-examined the IQMS and emphasize the need for proper and effective teacher development. In the process, the following issues were noted.

- A streamlined system for the recognition of professional competence should be developed to assist permanent under qualified and unqualified teachers to benefit from appropriate salary progression
- Teachers' 80 hours per year of teacher development have to be monitored by a continuing teacher professional development (CTPD) information and communication systems which should be managed and coordinated by the South African Council of Educators (SACE) in partnership with the department
- A clear and coherent plan was needed for the professional development for teachers
- IQMS needs to be streamlined and rebranded. Mechanisms for identifying and responding to teacher development needs haves to improve, particularly in relation to developing the curriculum competences that will enhance the quality of teaching and learning in schools. This should be done in a way that secures the trust and confidence of teachers, so that they are able to discuss their own challenges in a non-punitive environment and are able to access relevant mentoring, support and training targeted to their needs
- Teacher appraisal for purposes should be de-linked from appraisal for purposes of remuneration and salary progression.

As a result, a new separate teacher performance appraisal system (TPA) was viewed as a way forward. Unions such as NAPTOSA and SADTU have been contesting the details of such a new system proposed by the department. There was an attempt to have a different performance appraisal for school-based educators and for deputies and principals. However, negotiations took an unexpected turn late in 2011 and a counter proposal was tabled to the ELRC which disregarded the new TPA policy and continued with the current IQMS performance management which remains common for all school staff.

At the time of writing, the ELRC negotiations continued to be the subject of fierce contestations, suggesting that the forging of a common performance appraisal policy is difficult given the sensitivities involved in issues of teacher accountability and development in SA schools.

Chapter 5: Data Presentation

This chapter starts with a contextual first section which presents the views of one district institutional development support officer (IDSO) in charge of the two selected schools regarding their IQMS implementation. The idea was to attempt a form of triangulation with the school data by obtaining from another source (the district IDSO) school data on the IQMS, its implementation and the role of school leadership.

It then moves to a second and third section which consists of a thematic presentation of school A and school B findings respectively. These sections include data from the interviews and questionnaires' responses as well as documents that have been collected from the two schools. Each school section consists of the 6 various themes which emerged from the findings:

1) the profile of the school and its respondents as well as the relationship that exists between the school leadership and staff
2) the school culture and leadership
3) respondents' views and experiences around professional development and accountability
4) respondents' attitudes and understanding towards policy and policy implementation
5) respondents' attitudes and understanding of the IQMS and its implementation
6) respondents' views about the school leadership role and moves over the IQMS implementation.

5.1 IQMS school challenges: a district perspective

The IDSOs play a vital role in the IQMS implementation as they are in the frontline to assist with the advocacy and mediation to schools and principals. The IDSO of the sampled schools A and B was asked about the IQMS and its implementation in these schools. He was working on his Ph.D, had been teaching for 18 years before he started to work for the district 12 years ago. He had a good working relationship with schools, agreed that they were expected to play an advocacy role and generate 'buy-in' from schools. He was aware of what was happening at these schools and understood the frustrations that principals were going through with the various new policies. He said he attempted to create an environment that supported and assisted the staff at both schools but did not believe that he had to play a strong leadership role in that it was for the school leaders to play that role.

The IDSO was aware that the intention of the IQMS policy was to enhance teacher development but felt that most teachers did not want to develop themselves and were not willing to change their teaching methods and practices. He agreed that the IQMS should be used for teacher development and accountability and that educators had to recognize their weaknesses, improve on them and account for that improvement. He argued that it was important for teachers to be held accountable for their PD as they would not develop by self-motivation only. Thus, for him, it was important that teacher accountability was linked to teacher development but felt that there should be a separate instrument designed for PD and for accountability purposes.

He understood that school leaders had to understand and make sense of the IQMS policy in order to mediate it and use it to develop their staff. He explained that leadership styles vary in these schools, but some form of co-operative leadership existed with some common understanding of policies and the commitment to implement these policies effectively. He felt that most schools had complaints with the IQMS policy as they did not like to be accountable and felt let down because of the lack of feedback and support from GDE. He concurred that some schools did not go through the process correctly.

He acknowledged that most schools found the IQMS implementation challenging and that there was a lack of interest by some school leaders towards it. He mentioned that, on the whole, the IQMS was not implemented correctly at schools as the scores were not genuine, the whole process was false and schools were doing it because they had to comply. Most schools understood the IQMS process; they knew how to do it, but they hated it because they saw it as potentially interfering with their work, causing a lot of extra paperwork and an unnecessary burden necessary to lead to a small salary increase for teachers. He lamented the lack of unannounced class visits by evaluators as this was the only way to prevent window dressing.

He agreed that school leaders can either make or break the IQMS policy. If school leaders did not take ownership of the policy, it was doomed to fail, so school leaders had to make sense of the policy first, then ensure that the staff was fully trained and involved in the process and put in place structures such as the SMT and SDT to plan for its implementation. He also suggested that it would be better if there was more feedback after DSG meetings, and a will by the school to make teachers account for what and how they had developed.

He agreed that there was a lack of support from most districts as they only collected the IQMS returns but did not go back to schools to assist them. Yet, he believed in external accountability and the responsibility of the department to monitor and oversee the process to ensure it was legitimate and genuine. However, he also acknowledged that there were no effective PD programmes provided by the GDE and saw this as a major reason for the failure of the IQMS implementation.

In the end, he did not believe that the IQMS could lead to better teacher development in most schools because the identification and delivery of PD was done superficially, little PD was happening and with not much improvement on teacher performance.

Therefore, as mentioned earlier, the IDSO saw many problems and tensions in the IQMS policy, especially since many South African teachers come, historically, with different qualifications and backgrounds with the majority being poorly treated under apartheid. This meant that , even though teachers' developmental needs across the system is an important priority, any appraisal policy has to be accompanied by more effective teacher development programmes which can improve teachers' competencies and performance.

5.2 School A

5.2.1. School and respondents' profile

School A is an ex-Model C primary school situated in the southern suburbs of Johannesburg. The learner/teacher ratio is 40/1. It is a fairly large multi-racial school with 1020 learners, comprising of 70% black, 5% white, 15% coloured and 10% Indian learners. The socio-economic background of the school community differs as the majority of the learners come from a middle class background that live in the area, while other learners from a poor socio-economic background come from outside the feeder area. Most learners travel by taxi from Soweto. About 20% of these parents are domestic workers who work in the area while others have good working jobs and can afford school fees which cost R7500 p.a. About 80% of teachers belong to NAPTOSA and the other 20% to SADTU. Two union representatives are very active in their role and continually update the staff which always attends many meetings. The staff is diligent at taking back to the unions all the issues that the school staff raises.

There are four big classes per grade (up to grade 7) with sufficient resources and equipment to run effectively. There is also a hall and a ground where learners do physical education. With regards to the school academic achievements, the principal believed that the school scored fairly average in the annual national assessment (ANA) tests, with the FP result around 70% and the intermediate and senior phases with an average of 62% even though there was always a drop of results in Grade 4 and Grade 6 classes.

The principal, deputy principal, two HODs and three teachers were interviewed in this school and were selected because of their posts and different experiences in relation to the IQMS process.

Respondent 1, the principal (P), was a white female principal with a B.Ed, BA Hons, diploma in remedial and music. Having been in the teaching profession for 28 years, she sounded very passionate about teaching and enjoyed being the leader of the school. She belonged to NAPTOSA, was part of the SDT and some DSGs.

Respondent 2, the deputy prinicipa (DP) was a white deputy principal of the school who also played a major role in the SDT. She had a Higher diploma in education and had been teaching at the school for 17 years. She belonged to NAPTOSA and was part of the SDT as well as some DSGs.

Respondent 3, a white head of department for the senior phase (HOD1), had a B.Sc and had completed 2 years of a teaching course. She previously taught at another school in the area and then applied for a promotional post at this particular school. She had 19 years of teaching experience. The HOD1 belonged to NAPTOSA and was part of the SDT and some DSGs.

Respondent 4 was a white head of department for the foundation phase (HoD2) and was also part of the SDT. She had a 4 year diploma and a remedial diploma. She had been in teaching for 31 years. She belonged to NAPTOSA and was part of a DSG.

Respondent 5 (T1) was an Indian teacher who had a higher diploma in education with a B. Ed. Hons. She had 5 years of teaching experience and lived close to the school. She belonged to NAPTOSA and was part of a DSG.

Respondent 6 (T2) was an African teacher with a 3 year-teacher's diploma and had 8 years of teaching experience. She belonged to SADTU and was also part of a DSG.

Respondent 7 (T3) was an African teacher with a higher diploma in education and 12 years of teaching experience.

A set of questionnaires were handed out to three additional teachers (T4, T5 and T6) who were selected to answer the questionnaire in the hope of triangulating these teachers' responses with the data obtained from the interviewed teachers. By allowing teachers to complete a questionnaire, it was hoped to receive more honest answers as there was a higher degree of confidentiality.

These three extra teachers had a different number of years of service: one African Zimbabwean teacher who was temporary, had between 0-5 years (T4) of working experience and was teaching the intermediate phase; another African teacher who was permanent had 5-10 years (T5) of working experience and was teaching the foundation phase; and a third Indian teacher who was permanent, had 10-15 years (T6) of working experience and was teaching the intermediate phase.

5.2.2 School culture and leadership

In this section, the researcher aimed to establish the style of the leadership and type of school culture in existence in this school. The three interviewed teachers felt that the style of leadership used was rather autocratic. T1 said: "We are not involved in decision-making as all decisions are made at the top and we get information from our HODs at meetings, which are held on a weekly basis. We get told what to do and by when it should be done, I don't believe the school is running democratically."

HoD 1 also stated that the principal was "A rather difficult person to approach although she states that she has an open-door policy and the teachers can easily communicate with her. She is willing to listen but will not amend her ways when the policies of the school are concerned." HoD2 said that the "SMT does approach staff when decisions are to be made, the final decision lies in the hands of the principal and is often not what the staff have decided." However, the principal stated that she ran the school democratically; she approached the staff with certain

issues and decisions were made collectively as a whole staff. However, she did admit: “In the end, she makes the final decision which will be of benefit to the school.”

On the whole, the staff seemed to be afraid of the principal, mainly because of the leadership style displayed; she was very autocratic and, as a result, the staff was reluctant to approach her. Many of the respondents indicated that she was unapproachable and not willing to listen. However, the principal believed that she was approachable and had an open-door policy. She also is demanding as she goes through the teacher files unannounced.

However, most respondents also stated that they do have a good communication with the SMT and the principal as well as the deputy principal as long as they respected their boundaries. The principal stated: “At the school they don’t settle for second best, teachers are expected to perform and show results.” HOD2 said: “There is a SMT and then there are the teachers, so there’s that barrier that separates the leaders from the teachers, which at times causes many problems. There are times when staff approaches me rather than the principal or the deputy principal, as they are afraid of what they might say.”

Teachers seemed very close as they worked in groups collaboratively to do their preparation and planning. They indicated that, within their groups, they worked well and productively; they got along well and shared ideas and there was some collegiality amongst the staff. T1 said: “We know which teachers are stronger in which areas and we use that to enhance our teaching and learning.” They do their lesson preparation and plan their lessons as a grade together. In support of this, HoD1 said: “The SMT is aware that the staff does work collaboratively amongst themselves; there is a lot of planning and sharing which takes place together.”

5.2.3 Views and experiences of teaching, professional development and accountability.

5.2.3.1 Teaching and professional development (PD)

All respondents stated that teachers should be seen as professionals.T1 stated: “Like every other professional, we provide a service and we have been educated to do this, we are also educating the future leaders of South Africa; we make doctors, lawyers, engineers, etc. We should be called educators and not teachers.” However, as HoD2 stated: “Teaching is not given its professional value; the teaching profession is demoralized because of the low salary, and the

status of teachers who are looked down upon by the government and the community, teaching is no longer referred as a respected profession." An interesting point made by T2 is that everybody cannot be teachers, thus teachers should be interviewed before acceptance at the university as some people are born as teachers, whilst others can become teachers, as this is an easy profession to get into. T2 further stated: "In order to be a professiona,l one needs to possess qualities needed for teaching."

Most respondents agreed that the role of a teacher went beyond teaching; they stated that teachers have a multi-faceted role in education because they are educators who facilitate the whole process of formal learning in young children. They also believed that education was the key to the success of an individual's future as well as that education can help to solve socio-economic problems of the country. Sad to say, teaching today is viewed by many young people as a job for women and many do not enter the profession because of the low-salary and status that teaching has in the community, teaching is no longer a respected profession.

Respondents agreed that professional development (PD) played a major role in the development of the school and of teachers. The principal was passionate about PD and was always encouraging her staff to develop themselves. HoD2 indicated that teachers were always motivated by the principal and SMT to attend courses in order to improve on their teaching. All respondents further indicated that there was always a need for PD. P said: "One can never stop learning; learning is an ongoing process and, therefore, PD is ongoing." The rest of the respondents had the same feeling towards PD.

On-site PD was preferred by all respondents as they felt that they developed more effectively with courses, workshops and mentoring programmes provided in and by the school. The SMT got NGOs to come into the school and provide training and information needed by the staff. To secure the services of these NGOs, the school used school fees and also did a lot of fund raising. At the beginning of the year, the principal sits down with the school budget and sets money aside for PD.

In contrast, off-site PD was viewed by all respondents as a waste of time as it was rarely planned appropriately. HoD1 was rather critical and said: "When we attend the training from the district, the policies are read to us; we stay for about 10 minutes and then we walk out." She

further stated: “If the training at district level is planned better, I’m sure that it will be more beneficial to us as educators.”

HoD2 said that the on-site training received was much more beneficial. For example, in relation to the course which they attended not long ago on the Bloom’s taxonomy, she said: “It was excellent as I certainly now use all the information when planning my tasks and doing my assessments.” She said that, if training was planned accordingly and was beneficial, teachers would be motivated to attend more courses at district to improve their performance.

Respondents (especially teachers) seemed rather passionate about professional development, and this was manifested in the way in which the principal led the schools on PD as she looked at the PD needs of her staff and provided accordingly. T5 felt that school leaders were responsible for teacher’s professional development while T4 and T6 indicated that PD should not be the sole responsibility of school leaders but should be in the hands of the individual teacher. On a positive note, the principal was adamant that her staff was always improving themselves and had no choice but to improve on their professional status. The school also placed great emphasis on the need to behave as professionals. Most respondents said they preferred on-site to off-site PD and this is due to the principal organizing interesting PD courses that enhance the growth and development of the staff.

5.2.3.2 Accountability

Most respondents understood the importance of accountability and felt accountability was necessary in the school. P indicated that: “Our teachers know that they have to be accountable to many people including themselves; accountability helps with deadlines and keeps the school running.” DP said: “If there is no accountability in a school organization, it falls apart and becomes dysfunctional as we should be responsible for learner achievement,” and later added: “Because accountability is attached to teacher appraisal it is good as teachers are forced to develop themselves professionally and attend courses.” T2 also mentioned that: “In any working environment, one needs to be accountable and teaching is the same; we need to account for our actions in order to improve learner achievement.”

On the issue of the kind of accountability, there were some similar views. P stated: “There is always a need for teachers to be accountable to learners, parents, SMT, principal and district

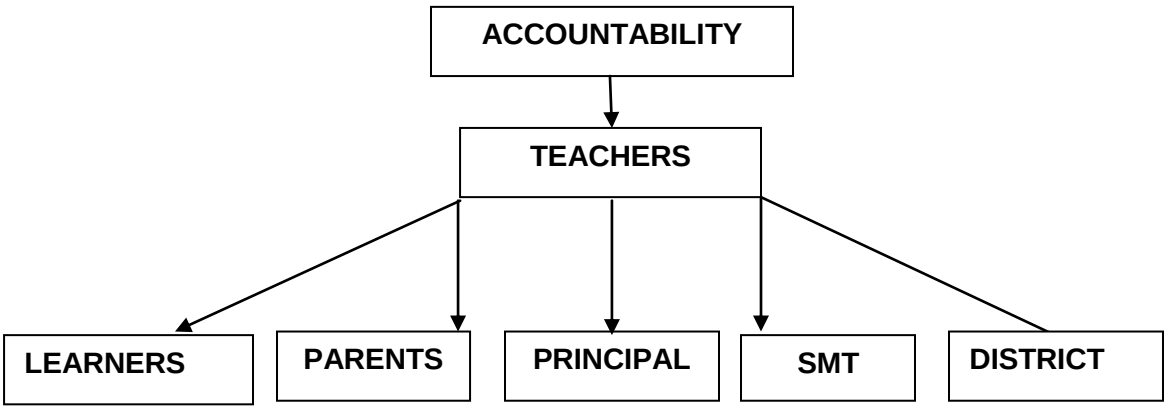
but most of them have to account for learner achievements, that is the most important aspect of teaching." She added: "We are accountable to the department, especially with policies that need to be implemented…but we get no support and feedback from the department". P understood the importance of being accountable, because she was herself rather autocratic and placed great significance on the notion of accountability which was a way to keep check and control her staff.
The principal maintained tight bureaucratic accountability over staff and used many documents and timelines to ensure that the staff complied and were on track. She compiled a document (which read as a bureaucratic exercise) to ensure that the staff met a set of criteria that she had laid out. She went as far as asking teachers for their classroom keys on Fridays to go into their classrooms over the weekend and check that their files were in order, and that classes were kept clean and tidy. She also looked at the learners' books to check if they were marked and how the learners were performing. She then approached staff members on Mondays if she had any queries from her class inspection at the weekend. Teachers did not like this approach and said that it was an invasion of their privacy and questioned their professional status.

Respondents acknowledged the need for bureaucratic accountability but did not find it useful or important. HoD1 said: "We are accountable to the department and we don't mind". T1 said: "We need to account to the department and maintain good learner achievements, whether it is useful or not, but it's our job." However, T1 indicated: "If there was an order in accountability; for me, the order would be the learners first and lastly the district, as the district never does much." HoD1 said: "The department should give us some feedback and support. We fill out all this paperwork and we get no response, so, as leaders, we get despondent and this reflects at times on the rest of the staff." HoD2 confirmed that: "I hate being accountable to the department, as I don't see the benefit of it, we do as we are told but we get no positive feedback, let alone support." T2 added: "Why should we be accountable to the district officials? We don't get any support, they don't even know what they are doing themselves, if we rely on them, many schools will fall apart."

For teachers, external bureaucratic accountability meant that they were bombarded with paperwork, had to write out and plan well their lessons as well as justify their assessments by making use of marks, rubrics and grids. The school had to complete the ANA provided by the department and had to account for those results. Teachers were aware that they needed to comply and be accountable to the district but found this a nuisance.

Within the school, there was a strong bureaucratic accountability with teachers feeling it was important to account to the SMT and principal. Teachers felt most responsible to learners and their parents about learners' achievement. This accountability made teachers reflect on their performance. Thus, respondents preferred internal over external bureaucratic accountability.

The diagram summarizes to whom teachers felt accountable.



On the issue of internal accountability for development and performance management, there were different views. P believed that accountability for professional development was vital: "Teachers need to account for their PD and show they are willing to develop themselves." However, T3 saw the need for PD as a form of district pressure more than a genuine teacher commitment: "We have no choice but to attend courses if we want to receive the one percent salary increase; so, in this sense, yes, accountability for professional development exist." HoD1 confirmed this by saying: "If there were no incentives for PD, teachers would not be motivated enough to improve and follow PD workshops." Thus, without incentives attached to teacher appraisal for development, teachers would not take the initiative of developing themselves.

5.2.4 Leadership understanding and role towards policy implementation

This section deals with the respondents' divergent but interesting views about the principal's understanding of policy and policy implementation.

The principal was aware that she was responsible for the implementation of policies and, that she had to take ownership and mediate the policies if these had to be successfully

implemented. Most teachers agreed that policies could not be implemented without the role of senior management whose role in policy implementation was crucial and had to be clear to all.

The principal appeared to have a good sense and understanding of how policies have to be implemented. She took responsibility and ownership of policies and knew how to delegate to the SMT what needed to be done. P mentioned: “As leaders, we see the importance of a policy; we play a major role in implementing policies as we either make or break a policy. We are passionate about implementing policies correctly, and we motivate our staff and make sure that they are clued up about these policies. If we do not take ownership of policies, the staff would not do anything. We do a lot of work-shopping, meetings and one to one mentoring.” This was confirmed by DP and HoD2.

HoD1 appeared to have a broader understanding of policies when she said: “As leaders we need to understand and make sense of policies which are handed down from department. Before the SMT approaches the staff, we tend to make some changes to meet the school’s context; this does not mean that we do not maintain the standards set by the district.”

HoD1, the link between teachers and management, had a broader understanding of how a policy needs to be implemented when she explained how they did it: “We firstly sit together as a management team, we go through the policies, we look for hidden messages, and we also assess how the policy can be of benefit to the school and the learners. Once we know, we then approach the rest of the staff and inform them and then workshop with them.” DP agreed with HoD1.

HoD2 goes further and said: “We look at a new policy; we see if it will benefit the school and the staff, and when we are done, we approach the staff, and tell them what needs to be implemented, they’ve got no choice and they should not ask any questions.” HoD2 has been in teaching for 31 years and appeared to have a rather rigid and old-fashion style of leadership which did not feel that staff had the right to question management decisions but should rather do what management told them to do.

Teachers were relatively positive about the role of school leaders in the implementation of policies. T2 stated: “The SMT does a lot of motivation and take ownership of the policy. They do an excellent job of selling the policy.. we are trained and motivated to implement policies.” The

principal and SMT conducted workshops to motivate teachers and to ensure they aware and could make positive sense of policies, for which they had to account

However, some teachers confirmed what HoD2 said about the practical implementation of policies being handed down in a hierarchical manner and that teachers were not given much choice but to implement them. T3 mentioned: “We are not involved in policy decision; we get told that there is a new policy, what it entails and we have to implement it by a certain date.” The way in which policies are implemented appears relatively successful but it does not seem to allow for teachers’ feedback or actions as the principal does not sincerely consult genuinely the staff on policy implementation or change. As a result, teachers have learnt not to question policies which are forced upon them and they do not make sense themselves of the actual policies that have to be implemented since they depend totally on their leader’s policy sense-making.

5.2.5 Views and understanding of the IQMS policy content

Respondents were asked to give their views and understanding towards the IQMS policy and its content. They had to discuss whether the IQMS policy was a good policy for teacher PD and improved teacher performance and whether it was more about PD or accountability – and which kind of PD and accountability.

On their understanding of the content and meaning of the IQMS policy, there were a few similar points made by the school leadership. P said: “I understand the IQMS policy; it’s an appraisal system used to evaluate and improve on teachers’ professional development. It’s about professional development and performance management which go together; it is not difficult to combine the two. Professional development is important; if teachers can improve on their PD, they will improve on their performance.” DP mentioned: “IQMS is for teacher development; its content is aimed at improving the quality of teaching in schools. It’s about professional development and performance management” while HoD 2 said: “The intention of the IQMS is genuine, as it allows teachers to identify their areas of weaknesses and then develop on them.” She agreed with the leaders of the school that it was both about professional development and performance management. They should be combined together.

Others were split over the IQMS, arguing that the IQMS policy did not work in the same way on all schools across the board because schools in South Africa have different contextual factors. HoD 1 mentioned this as a major weakness of the IQMS policy:

> IQMS cannot be a uniformed policy, as each school does it differently since they have different socio-economic contexts. For example, a school in a poor area that has no resources, including teachers and physical equipment, would generally fill out the IQMS form for inspection purposes and for salary purposes. So, how is this IQMS policy beneficial to that school? How are this school's teachers developing themselves? Then, there is our school which complies fully with the policy with a genuine scoring of points but how does this benefit our school?

Teachers differed slightly on their views of the IQMS. T1 said: "The IQMS is about improving the quality of teaching in schools; they target teachers to identify their weaknesses and attend courses in order to reflect on their teaching." T2 felt the IQMS a waste of time: "it is not a true reflection of one's teaching." She said: "Teachers window-dress their lessons, and when they have class visits they pretend to be the perfect teachers and that everything is perfect in their class." T4 and T5 indicated that they do not understand clearly what the IQMS policy entails, and do not consider it necessary for teacher evaluation. On the whole, teachers did not like the IQMS policy and its process as it did not help them.

On the issue of whether the IQMS was a good policy for teacher PD and whether it improved PD, the school leadership had similar views. P said: "The IQMS is a good policy with clear intentions …it was introduced to maintain high standards of education by ensuring that teachers are professionally developed." DP said: "If there was no form of teacher evaluation, teachers would not improve on their professional status."

They agreed that IQMS could potentially achieve its goal of improving teachers' PD. P said: "Teachers have to identify their areas of weaknesses and then seek ways to improve on them; they can attend the courses provided by NAPTOSA, and the SDT/DSGs do arrange courses for staff members." Many times, in-service training is conducted by a staff member who may be more knowledgeable in that area. In this sense, uniformity may be achieved as all teachers get orientated into the same practices when they attend in-service training. Teachers are pushed to work together and support each other to promote a sense of collegiality. HoD1 also said that the IQMS forces teachers to improve on their PD. She said: "If there is no form of teacher appraisal, teachers would not develop themselves and would not reflect on their weaknesses

and develop on them." Teachers stated that the IQMS had forced them to improve on their PD because they had to reflect on their areas of weakness in order to improve learner achievement.

On the issue of whether IQMS contains an effective form of accountability mechanism, the respondents' views differed. The principal views the IQMS as an accountability tool to ensure that her teachers were doing what is expected of them. The teachers who were interviewed indicated that the IQMS should be linked to PD and it was correct to include some form of accountability, implying that the main purpose of IQMS should be developmental, but one could not ignore the need for accountability. T3 mentioned: "I don't see teachers improving on their PD by themselves; they somehow have to be motivated or offered an incentive to improve on their professional status." Without such accountability, the policy will not be implemented. Thus, it is evident that teachers associate the IQMS with accountability which is given a greater weight than PD. The greatest interest teacher's have with the IQMS is that it is associated with their 1% increase; if there was no salary increase, teachers would not be interested in implementing the IQMS, let alone making improvements on their PD. They, therefore, complied with the hope of attaining the1% salary increase.

However, teachers interviewed were also concerned about the IQMS as an accountability mechanism that forces them to identify their areas of weaknesses. They were worried about the fact that they are so tightly accountable to the principal and complained that they have to continuously fill out forms to account for their teaching and assessment and that learner achievement was linked to teacher competencies (i.e. they did not like that learners' poor results were seen as a reflection on them and their teaching). T3, T4 and T6 placed great emphasis on the IQMS as an accountability tool because, they said, they have to comply with the IQMS as it determines the next salary notch.

From the above, it is clear that most respondents who were interviewed were quite aware and felt comfortable about the IQMS combination of PD and PM and were not fully aware of the inherent tensions that arise from combining PD and PM into one policy instrument.

School leaders indicated that the IQMS should be seen mainly as professional development for teachers to improve on their teaching but that the IQMS should link PD with PM. However, teachers saw the IQMS as a push for stronger accountability to the principal and felt that the PM component was cumbersome and not always fair to teachers. They felt that the IQMS worked

because there were real incentives attached to it with the possible salary increase. Hence, there was some ambivalence among teacher respondents about the combination of PD and PM because they acknowledged that they were more interested in the PM aspect and used the evaluation and PD aspect pragmatically to gain the 1% salary increase.

5.2.6 Leadership role in the IQMS mediation/implementation

This section relates the views of respondents on the role, style and strategies of the school leadership in the implementation of the IQMS at their school so far. They had to indicate how the IQMS was introduced and mediated to staff, the way it was implemented, how staff responded, the strategies put in place to address the challenges that came up with the implementation and, finally, the impact the IQMS had on teachers.

The school leadership mentioned how they introduced the IQMS and how they managed to sell the policy to the staff. P, DP, HoD1 and HoD2 appeared pleased with the way IQMS was implemented at the school. At the beginning of its implementation in 2005, the school leadership had little knowledge on how to implement it, as it did not get much support from the GDE. However, by doing some research, by reading different teacher evaluations as well as asking other schools that knew more about the IQMS process, the principal managed to get an idea of how to implement it and how to meet the implementation challenges. The biggest challenge was to get everybody on board to buy into the policy: “I worked very hard to explain to staff the importance of the IQMS policy and how it could benefit teacher development. I did a lot of motivation as well as work-shopping of individual teachers to show them how it could reflect well on their teaching and learner achievement.”

She showed commitment to motivate teachers to perform better and encourage innovative ideas for their teaching and learning. Thereby, some kind of policy leadership was apparent with the principal who had a vision about the policy. She used this vision to ensure that the staff was on board and understood what was expected of them. She tried to develop some mediation strategies that supported the implementation of the policy.

On the style of leadership in dealing with the IQMS, different views were expressed. P explained that the style of leadership that she displayed over the implementation of the IQMS had to be democratic. The staff was allowed to choose their own DSG, they get to decide when they

wanted to have their class visits; most importantly, when they did compile the scores, they got to negotiate and motivate for their scores. So, in this sense teachers were involved in the whole process. DP and HoD1 had a similar view of the leadership style in the IQMS.

However, HoD 2 disagreed: “I’m going to be honest, the leadership style used is old style or I should say old school because teachers have no choice or say in the process; even their final scores are decided by the principal.” T1, T2 and T3 agreed that the leaders display an autocratic style of leadership with the implementation of IQMS: “We are told what to do and when to do it. In order for us to score high, we do some window- dressing in our lessons. We cannot negotiate our scores as we tried; they pretended to listen but they finally decide on the scores.” However, the evidence indicates that educators viewed the IQMS as an exercise of bureaucratic paperwork rather than a developmental exercise. They felt powerless when it came to negotiating their scores which left them despondent and uninterested.

On the IQMS planning, respondents had similar views. Since, the IQMS is a whole year cycle and has to be planned in great detail; the SMT was in charge of drawing a timeline so that the staff could follow it through. HoD1 said:

> In order for the IQMS process to be fully implemented, we firstly do all the bureaucratic stuff, that is, we do a lot of planning at the beginning of the year; we have time tables, we set up the DSG and SDT, we look at the previous year IQMS SIP plans and provide the necessary training that teachers require. We encourage teachers to work in groups so that peer mentoring and development can take place. In these teams, teachers are expected to conduct their self–evaluation and reflect on their PD needs. We then expect staff to give us feedback from the courses they attend. In this way, we try to assess if the courses have improved their practice when we go to the next class visit.

T1, T2, and T3 agreed that the school leaders are hands-on with the IQMS policy and do a lot of planning and preparation: “We also get a lot of support from them.” The IDSO indicated that he was aware that planning of the IQMS is done by the SMT. He said: “The staff at this school is not involved in the planning of the IQMS, they get told when it’s taking place and when it needs to be done by.” He further discussed that the principal is passionate about IQMS. He cites: “It’s one of her babies” so she will ensure that its implementation is genuine and productive. She continuously motivates her staff to attend courses and to develop in their areas of weaknesses and she does follow up on the courses that they have attended.

On the actual IQMS implementation, similar but also different views were expressed by respondents. T1, T2, T3 confirmed that the IQMS was implemented according to the guidelines.

T2 said: “This is the one policy which our principal is passionate about; she uses it to check for accountability, there are no shortcuts with her”. She went through the IQMS process with a fine toothcomb to ensure that the scoring was legitimate and that teachers are given the correct scores which reflect their areas of strengths and weaknesses.

P mentioned that the SMT has the responsibility of deciding when class visits had to be done and how scores were to be discussed. However, there was a challenge, according to the principal, in doing classroom visits and ensuring that teachers’ scores were realistic and reflected teachers’ teaching performance in the classroom. This is why the principal insisted in doing classroom visits more than once a year:

> I get a good feel for what is happening in the classroom and the scores eventually reflected the teachers’ teaching. They now seem confident with the way the IQMS is implemented. I sometimes do visits which are unplanned, and teachers don’t mind. In this way, I get a good feel of what is happening in the classrooms. Teachers are aware of their class visits and take them seriously.

HoD2 confirmed this: “The IQMS is here and we are doing a pretty good job of it.” The IDSO stated that he was quite aware that she preferred to conduct unannounced visits on a weekly basis to ensure that teaching is taking place, in this sense she can get a true reflection of what is happening in a class, the staff are afraid of her and will definitely promote a learning environment.”

However, T4 and T6 indicated that they did not like the way in which the IQMS was implemented because they despised the fact that they had unannounced class visits by the principal and that they had to attain high scores to meet the expectations of the principal and for the next salary notch. T2 mentioned another interesting point about classroom visits: “I don’t mind the IQMS process, I know that it is used to improve our PD, but what I don’t like is the announced class visits as teachers tend to window-dress their lessons; they go way out of their way to produce an excellent teaching environment and learning, which in fact is not a true reflection of their actual day to day teaching. Class visits should be unannounced and in this way, the DSG can actually see what is happening in a class”. P also agreed that she would get a better idea of what was happening in the classes when she did unannounced class visits.

An additional tension was brought forward by T2 who mentioned that, although the principal had outlined a management plan about class visits, it was rather difficult to conduct them as there was hardly time or free periods to conduct these visits. HoD 2 confirmed that her biggest

challenge was time as she had a class of her own and yet she had to conduct about 10 class visits and her free periods did not accommodate for all 10 visits. As a result, the principal hired an assistant to assist her in her class in order to continue with class visits. They then do all DSG meetings on a Friday after school to avoid clashing with extra-murals.

Regarding the peer evaluation aspect of the IQMS, the principal mentioned that the way in which educators were told on how to identify each other's weaknesses at this school was by completing the administrative checklist 'as this form is seen as a guide to assist teachers to evaluate and observe their peers.' However, T3 highlighted a different point: "How do we know if we are assessing our peers correctly or is there a correct or a right way of teaching? As educators, we were not trained or equipped with the necessary skills yet we are expected to conduct evaluations and observations which require us to critically observe our peers during class visits and find faults."

On the issue of finalization of scores, it seems as if the senior management was reluctant to give up control over the final scores because teachers said that they were not allowed to negotiate their scores and that it was not all smooth and owned by teachers because they felt tempted to window dress their lessons, something acknowledged by HoD1 who was part of the SMT. The IDSO was aware that the principal sat on the DSG panel when negotiating scores to ensure that the scores were genuine and that it was the true reflection of her staff. She also did not easily allow teachers to negotiate their scores.

On the IQMS impact on teachers and teaching, similar but also different views were expressed by respondents. The school leaders, P, DP, HoD 1 and HoD2, all seemed to agree that the IQMS has improved teacher development at the school. They believed that the IQMS had improved teacher performance because teachers had to reflect and account for their strengths and weaknesses. However, teachers felt differently. T4, T5, and T6, who completed the questionnaires, were not convinced by their school leaders that the IQMS could be beneficial to them and the school. T3 was more negative about the impact of the IQMS:

> It has not changed teacher professionalism, as all schools do not comply with the IQMS process. However, at our school, the IQMS has improved PD, as we are compelled to identify our areas of weaknesses and the management ensures that we improve in these areas. To me, the IQMS is an accountability tool, used to ensure that teachers reflect on their teaching. Just look at all the paperwork we have to fill out. At other schools, teachers just fill out the forms and comply with this form of external accountability. The IQMS is not seen by most schools as a policy that improves on teacher development.

5.2.7 Conclusion

The leadership role of the principal with the IQMS and its implementation of IQMS was a critical factor that influenced teachers, their PD and performance. The key ingredients are good leadership, good decision-making and the willingness to be held accountable. The leader layer at this school was under the impression that the school was led democratically, insisting that staff was always involved in decision-making. The principal was under the impression that she was approachable and had an open-door policy. The SMT found the leadership style appropriate and pointed out that the staff was being co-operative and worked in teams.

However, the staff experienced the school leadership style as autocratic and felt that SMT was keen to keep a tight control over their staff. However, the staff appeared to comply with the school leadership and did not question their managerial skills. If teachers had any queries they would approach the HoD1 instead of the principal, as they were afraid of the principal.

The IQMS mediation and implementation process at that school had strengths and weaknesses. There was evidence that the management was committed to the implementation of policies, that it played an interesting empowering mediating role and that the IQMS implementation was done relatively well. A variety of mediation and implementation strategies were displayed at this school. The principal ensured that the staff was successfully implementing policies and this was achieved through work shopping, mentoring and individual assistance. She ensured that the staff knew what was expected of them and that they understood and made sense of policies which were handed down to them. The leadership was committed to the process of policy sense-making so that the staff fully understood the objective and content of the policies (IQMS) and that these objectives were achieved. From the interviews conducted, teachers had a good understanding of the policy objectives and gained a deeper understanding of the IQMS.

As a result, teachers at this school saw the IQMS as a way to make them accountable and to improve their PD and performance. They complied with the IQMS process and felt forced to reflect on their PD needs as well as account for their learner achievements. The principal and school management team went out of their way to support staff and showed their responsibility for providing effective professional development for teachers. They encouraged teachers to

attend development programmes to assist them to improve their knowledge, skills, values, and attitudes and become better equipped in the management of their classrooms.

However, there were also weaknesses. The principal dominated her staff and used her positional authority to directly influence the IQMS mediation and implementation process. She did not delegate much decision-making authority to others and in particular to teachers as she feared that they may misuse it. As a result, the process was not shared and fully owned by teachers but rather led and imposed in a top down manner by management. Some apathy existed amongst the staff which made little input in the implementation of the IQMS and did not question the process. The staff was told what to do, even though the principal provided them with the knowledge and information of what needed to be done.

The outcome of this process at this school was greater teacher accountability. Teachers accounted for learner achievements, PD courses attended for improvement purposes, for their IQMS scores, but they lack of pro-activeness on behalf of teachers. The school leaders believed that the IQMS contributed to increased teacher performance, although teachers were not convinced of this and mentioned they were more interested in the IQMS salary notch incentive.

However, in order for the IQMS policy to be effectively mediated, implemented and to achieve its intentions of better teacher performance and professionalism, it has to be well communicated to teachers so they can be empowered and become more pro-active professionals. There is also a need for constructive support (internal and external) together with effective accountability measures that are owned and internalized by all. Collective accountability and individual accountability are interrelated and complementary as a two–way lateral communication system, as everybody should be held accountable for the outcomes and performance.

The findings of this research points out that School A did not manage to achieve all of this.

5.3. School B: thematic analysis

This section discusses the profile of the school and its respondents as well as the relationship that existed between the staff and the role of the school leadership. It then presents the respondents' views and experiences around professional development and accountability, their attitudes and understanding towards policy and policy implementation and them more specifically their views and experiences around the IQMS, its implementation and the role of school leadership role.

5.3.1 School and respondents' profile

School B is an ex-model C primary school, situated in the south of Johannesburg, not very far from school A. The learner/teacher ratio is 42/1. It is a multi-racial school with 1220 learners of different race groups; 80% of learners are Africans, about 3% are white, 2% coloureds and 15% Indians. The socio- economic background of the school differs and about 85% of learners come from a middle class background who lived in the area, and the remainder 15% come from a poor socio- economic background and outside the feeder area. These learners travel by taxi from Soweto. About 75% of the parents have good working jobs and can afford the school fees which are R5500 p.a. The other 25% who come from a lower class background struggle to pay the school fees. For these learners, the principal has a feeding scheme in place which came out of the school budget as they get no subsidy or support from the government. The school also provided food packages to take home to learners whose parents do not have jobs and battle to pay the school fees.

It is a fairly large school with big classes; there are three classes per grade right up to grade 7. There are sufficient basic resources and equipment and the school is busy renovating the ground to have a field for athletics or physical education. They used the neighbouring schools to host extra- mural activities. With regards to the academic achievement of the school, according to the principal, the school did fairly average in the ANA test whereas the Foundation Phase (FP) got a pass rate of 68%, which was a slight dtop compared to the previous year. The overall intermediate and senior phase got a pass rate of 63%, but the Grade 4s got an average of 50%.

About 95% of teachers belonged to NAPTOSA and the remainder 5% was wwith SADTU. They have two union representatives whowere very active in their role and kept updating the staff on

the latest news. The principal was actively involved in the unions as she co-ordinated the NAPTOSA courses, which took place at the University of Witwatersrand. She also attended meetings with the president of NAPTOSA and advised them on certain policies or any issues which may have arisen at these meetings.

At this school, the Principal (P), Deputy Principal (DP), 2 HoD's, one from the FP department and the other from the senior primary (SP) department and three teachers were interviewed. These teachers were selected on the basis of years of teaching experience and experiences in DSG and the SMT. They were aware of what was happening with the IQMS and how it was implemented at their school. A further 3 teachers (T4, T5, and T6) randomly selected were asked to answer a questionnaire, in the hope of correlating with the data obtained from the interviews.

Respondent 1, the principal (P) was a white female. She had a HDip in education, Bachelor of Arts degree, and had completed an ACE leadership course. She had been in teaching for 23 years. She was perceived as a leader, and a motherly figure to all at the school; she had close contact with learners and disciplined them herself. She was soft and was actively involved in NAPTOSA where she co-ordinated PD courses and was involved in policy analyses and planning. She represented the majority of schools in the south regarding the new curriculum, and other policies. She was part of the SDT and some DSGs.

Respondent 2 was a white deputy principal (DP) of the school who also played a major role in the SDT. She co-ordinated the IQMS process and was answerable to the district for it. She had a higher diploma in education and completed an ACE course in leadership. She had been teaching for 23 years and had taken a break in service. She was also part of NAPTOSA and in a few DSG'sl.

Respondent 3 was a coloured head of department for the senior phase (HOD1) who was in a DSG and SDT. She had a higher diploma in education and had been in service for 20 years. She belonged to SADTU.

Respondent 4 was an African head of department for the foundation phase (HOD2) and was part of the SDT. She had a BA degree and a teacher's diploma. She had been in teaching for 16 yrs, was fairly new on the SMT and belonged to NAPTOSA.

Respondent 5 was a white teacher (T1) with a Bachelor of Education. She has 3 years of teaching experience, was part of a DSG and belonged to NAPTOSA.

Respondent 6 was a coloured teacher (T2) with 7 years of teaching experience. She had completed a degree in commerce and sociology but had no diploma or degree in teaching. She belonged to NAPTOSA and was also part of a DSG. She always wanted to go into teaching and was completing a teaching degree through UNISA. She enjoyed community service and enjoyed working with children.

Respondent 7 was a white teacher (T3) with a BA Degree and a higher diploma in education. She had 16 years of teaching experience. She belonged to NAPTOSA and was part of the DSG.

T4 who completed the questionnaire was an Indian teacher, in the intermediate phase with a working experience of 0-5 years. T5 was a permanent white teacher in the intermediate phase, with 5-10 years of working experience.T6 was a permanent african teacher in the foundation phase, with a 10-15 years of working experience.

5.3.2 School culture and leadership

On the whole, all respondents agreed that they had a good working relationship with each other. The principal was flexible and willing to listen. She went out of her way to ensure that her staff worked together effectively for the good of the school.

The principal, who had only been in her post for 3 years, was fairly new and tried out many new different ideas. She said: “This is a whole new learning experience for me and I’m learning from my staff and vice- versa. She had a good relationship with, and was approachable for, the staff. She could easily communicate and had an open door policy. She said: “We work very closely together as a staff.” DP shared a similar view: “We try our best to make our staff feel happy, we are willing to listen, we also have a democratic style of leadership, we try to get the staff involved in the decision-making as it is not my school, it is our school.” In support of the above statements, the HoD1 added: “When we have our meetings, we certainly hear what the staff has to say as their opinions make a huge difference in the running of the school.”

T1, T2, and T3 shared the same view as the management team; they were happy with the styles of leadership displayed at the school. T3 said: “We all get along well, and what I like about the SMT is that they are always willing to listen and give us the benefit of trying out new ideas; they are new on the management team, and there is therefore a lot of trial and error.” Teacher 5 indicated that teachers in their grades worked collaboratively together and were always sharing and doing their prep and lesson planning together. This was supported by T1 who commented that the SMT at times were also involved in classroom planning and assessment.

It seemed that the staff and school leaders were in agreement on the school culture and leadership style at the school. A democratic style of leadership existed, staff was all actively involved in decision-making and their opinions and issues around school matters were addressed collaboratively.

5.3.3 Views and experiences on teaching professional development and accountability

5.3.3.1 Teachers and professional development (PD)

Before understanding respondents’ experiences on the implementation of IQMS, it was felt appropriate to have them comment on their previous experiences of professional development, in general, as teachers had different needs and expectations from PD.

Thus, in this section, respondents had to give their views about whether teachers should be seen as professionals and more specifically how the SMT encouraged the need for PD, whether on-site PD was preferred to off-site and which of the two were more beneficial?

On the issue of teachers as professionals, T1 indicated: “As teachers we should be seen as professionals; as a professional, we should not be answerable to anyone, we can make informed decisions about what is best suited for our learners”. T2 said: “We are always improving ourselves professionally; we have studied teaching, have degrees, with some teachers being post graduates. We attend courses and go for training so why are we not referred to as professionals by other professionals such as doctors, lawyers and accountants and by parents?” All respondents agreed that teachers should be perceived as professionals.

On the issue of PD, the principal indicated there was always a need for PD. She said: “We do instill the need for PD in our staff; we provide them with courses, a lot of mentoring and work shopping, we sometimes get NGO’s to provide courses for us.” These courses were paid for by school fees as well as fund-raising. They also had a budget set aside for PD. The principal co-ordinated the courses provided by NAPTOSA: “Our teachers certainly attend those courses which are good and beneficial to their PD.” DP, HoD1 and HoD2 shared the same view. However, HoD 2 was more skeptical: “I think the staff just attends the course as they need to write down how many courses they have done in the term, but whether it’s improving on their PD is questionable.”

The role of the SMT‘s role in PD was acknowledged by T2 as providing financial support to ensure that teachers attended workshops. T1 felt that PD was a two-way process, as a leadership or SMT’s responsibility but also as the responsibility of individual teachers who should take the initiative to improve on their PD. T3 said: “We are encouraged to develop ourselves professionally through some of the courses provided by the school; our principal does not force us, we do it because we enjoy those courses we gain a lot from them.”

Respondents seemed rather passionate about professional development and this seemed to come from the principal who modelled the need for PD to her staff. She coordinated the NAPTOSA courses and attended these courses together with her staff without ever forcing her staff to attend PD courses as most seemed genuinely interested in improving on their professional status.

On-site PD was favoured by all respondents. HoD 2 said: “The SMT will identify the area in which the teachers need to developed, we provide training for these teachers in this way they all learn the same ideas in the same way.” T3 indicated that the school had focused on the issue of discipline as an area that needed to be developed. The school found a lady who came in and gave a talk about various discipline strategies that was productive in curbing the issue of discipline at their school. T1 said this presentation helped her a lot with the discipline issues experienced in her classroom.

The issue of off-site PD was regarded as a waste of time. T2 said: “We attend the courses provided by the district such as cluster meetings and an introduction of a new policy such as CAPs. Most of these meetings are poorly planned and the district facilitators are not

knowledgeable, don't know what they are talking about and merely read the policy to us". On a similar note, the DP said that he was insulted with the way in which district officials behaved when she attended a principals' meeting and they were asked to stand up and sing the national anthem which they naturally did. However, when it came to the Afrikaans part of the anthem, they were told 'now you can sit down.' This was an insult to white people as they felt that the officials had no respect for them and their culture."

T3 said: "I recently attended a workshop at the district. Within 10 minutes of the workshop, I walked out". HoD1 commented that sometimes the district had something important to say but did not know how to facilitate the meeting and put the message across to teachers. If they had smaller groups and if facilitators knew what they were doing, these workshops could be of benefit to both the district and teachers.

Thus, partly because of the principal initiative in providing courses that enhanced the growth and development of her teachers, the staff at this school preferred on-site PD to off-site PD.

5.3.3.2. Accountability

Respondents were asked about accountability, the type of accountability pushed at their school and the issue of internal accountability for development purposes versus performance management.

On the issue of bureaucratic accountability, there were different views on accountability to the district and to the SMT.

All respondents mentioned their dislike of the DoE and the district as they never received support and positive feedback from them. The relationship between the school and the district was tense because the school felt that the district did not try to enhance their capacity and develop strategies to improve their teacher support to raise the morale of schools. T2 said: "Accountability is essential, but don't ask me to account to the district, as we get no feedback nor support from them." DP put it slightly differently: "Teachers do not like to be accountable but they have to be. I think they are fine accounting to us but they don't like to account to the district." Instead it gave the school a lot d, and

As far as internal bureaucratic accountability was concerned, P, HoD1 and HoD2 indicated that teachers were comfortable with it. P said: "I generally do not enforce the need for teachers to be

accountable but they are aware that certain things need to be accounted for. As a SMT, we have strategies in place so teachers know how and when to account." The only form of accountability was the document the principal had drafted with the help of her SMT. She said they did it as a record for professional development so that teachers were expected to list the courses they attended during the course of the year to improve. However this document is not tightly controlled, or checked by SMT members, as some teachers did not fill out these forms. Teachers appeared more comfortable to account to the school than to the district because the principal trusted them as professionals and expected them to do what's best for the learners. T1 said: "We should be accountable in order to ensure that the school functions effectively, I don't mind being accountable as long as it is constructive and beneficial."

This school has clear rules and procedures within which it functions. It seemed that these rules were clearly communicated, understood and agreed upon by everyone. Teachers said that they did not have much paperwork but were aware that they needed to plan well their lesson as a team, assess learners and account for learner achievement to the school based support team (SBST). They also accounted for ANA results which were sent to the district and to the parents in the hope that the latter would get on board to assist teachers to improve on these results. Teachers appeared to have a common professional practice and met in their teams to discuss the results and strategize ways in which these results could improve.

On the issue of internal accountability for development and for performance management, there were different views. P said: "Because PD is linked to the salary, teachers are forced to improve." T3 said: "It is a way for stakeholders to ensure that teachers improve on their professional status. I don't think teachers would improve on their PD by themselves." But T2 indicated: "It does not work. I attend courses because I want to, not because I have to be accountable as this demoralizes us and our professional status."

Thus, the findings indicated that there was an internal bureaucratic accountability to the school leadership even though such accountability was not enforced heavily on them as teachers realized by themselves that one has to be accountable. This school displayed a notion of collective internal accountability that made the entire staff jointly responsible for learner achievements, as it felt that they should account to learners and their parents for learner results. However the staff was less comfortable with external bureaucratic accountability to the district.

5.3.4 Leadership understanding and role towards policy implementation

School leaders were aware that they were responsible for the implementation of departmental and school related policies. They had to take ownership and mediate these policies to ensure they were successfully implemented. Most respondents agreed that policies could not be implemented without the role of senior management, whose role in policy implementation was crucial and had to be clear to all.

The principal indicated how, as a leader, she motivated her staff for these policies and wanted her teachers to work collegially. These policies were presented to the staff which looked at them and made the necessary changes with the SMT. They adjusted some policies to meet the internal context and conditions of the school to ensure their effective implementation.

P said: “As leaders we play a major part in the implementation of policies, we need to take ownership of a policy and this can only be achieved through making sense of a policy. If we do not make sense of a policy, we cannot easily influence teachers to accept these policies.” DP and HoD1 had a similar response to the above. HoD2 added: “Leaders need to understand the policy in a similar way so when policies are mediated to the staff, everybody will have the same understanding.”

P, DP, HoD1 and HoD2 had a similar understanding of how policies were implemented. They explained that, as a SMT, they worked together to make sense of the policy and motivate their staff to take ownership. P said: “we directly influence teachers’ perceptions of policies. We approach the staff and motivate and influence their understanding of the policy. We make them understand that policies are generally formulated to improve learner achievement.”

On the issue of whether there was a need for departmental and school policies, P said:

> We need policies to effectively run a school as an SMT but we do not just say this is the policy, and the staff has to implement it, we rather get together as a staff, we motivate our staff and make sure that they are sensed and clued up on the IQMS. We do the planning as a whole staff, that is, we plan the timetables together so that teachers know when class visits will be conducted, as well as table when meetings with the DSG will take place. We allow teachers the opportunity to select their own DSG teams.

Data obtained from the teachers correlated to that of school leaders. T1, T2, and T3 indicated that the leaders were hands-on with policies.T1 stated: “As a staff we get together and are

involved in policy planning, we can discuss the policies and make changes together as a staff; we are given an opportunity to make policy decisions." T6 indicated: "Leaders do a lot of motivation and we work together as an entire staff to make sense of any policy from the department or the school. We are involved in the planning, time tabling and choosing our DSG'Ss. Most of the SMT allows us to be involved in decision-making."

School B seemed to approach policy implementation collectively as a whole staff. The leaders started by explaining and motivating their staff in policy planning and implementation. The staff was then asked to be involved in the planning at each stage of the policy, making policy implementation a relatively easy process. The role of school leaders in this school is close to Coburn's (2005) notion of sense-making as they motivated staff to engage in collective sense-making of policies in a complex process that draws on factors such as professional shared experiences and collective decision-making about teaching and learning.

5.3.5 Understanding and views of the IQMS policy content

Respondents were asked if the IQMS policy was a good policy for PD, whether it was more about PD or accountability and whether it improved teacher performance.

The school leaders appeared clued up and knew exactly what the policy is about. P and DP indicated that the IQMS was a good policy which they understood as an attempt to promote PD. However, P saw a few problems: "The IQMS content is too long, it was never negotiated at bottom level, and therefore, its implementation is not as successful as it could be. It is time consuming as there is no time to do all the class visits." She agreed that it was both about professional development and performance management and the two may go together, because she gave greater weight to professional development. She said: "PD is more essential as it improves on learner development." She also saw a flaw in the IQMS instrument which could not be used to evaluate for both PD and salary progression as it caused an imbalance as teachers tended to focus on the rewards part (accountability model) rather than the developmental (professional developmental model) aspect of the IQMS: "There is a confusion as to whether it is a supportive form of PD or rather a device used to evaluate educator competencies for reward purposes".

On the issue of whether the IQMS improved teacher performance or was it more about PD or accountability, T2 said: “Any form of PD cannot be linked to accountability as this demoralizes the status of teachers.” She was comfortable with the IQMS but added “having a 1% salary increase incentive attached to it is rather degrading and an insult to the teaching profession”.

T5 felt that the IQMS is not a good policy because it cannot be used as a PD and PM tool across the board. A standardized instrument cannot be used to assess teachers from different schools; as all schools have different socio-economic backgrounds. T6 was also concerned about the IQMS uniform approach in that it was using one standardized instrument across the board for all schools. She said that the IQMS policy did not work in the same manner in all schools because each school is different with different environment and socio-economic background. She agreed that the validity of the IQMS returns was distorted, especially if teachers at a poorly performing school received high IQMS scores despite their learner achievements being low. T5’s understanding was mainly derived from witnessing friends at other schools manipulating the scores and filling out forms only for bureaucratic purposes and for gaining a salary progression.

T1 said: “The IQMS is used to improve learner achievement by encouraging teachers to outline their areas of weaknesses and improving on them.” However, she felt it was unfair to relate learner achievement to teacher’s capability. T2 and T3 agreed that teachers became despondent when held accountable for learners’ poor achievements. The literature tends to confirm that it is unfair to hold teachers accountable for learner achievement when there is such a variety of different contexts that influence poor learner achievement, such as difficult teaching conditions, high learner-teacher ratios, complex curriculum changes at a fast pace, poor attitudes and interests from learners and their parents.

Some respondents talked about the issue of the instrument scale or rating of teachers was too narrow in going only up to 4.There was no space for growth, especially when a teacher reaches 4. T4 felt that the performance standards should be clearer and more based on a teacher’s knowledge of the subject and how they are teaching it.

It is evident from the data obtained that there are some key challenges in the content of the IQMS policy which need to be addressed by policy-makers if they want to gain the trust of teachers and their management to be committed to implement effectively the IQMS policy. A more realistic, fair and user-friendly appraisal is needed in the SA schools.

5.3.6 Understanding of leadership role in the IQMS mediation/implementation

Respondents had to indicate how the IQMS was introduced and mediated to staff, the way it was planned and implemented, the opportunities and constraints encountered by school leaders in the IQMS implementation and the impact of the IQMS on teachers.

School leaders have done a good job in introducing and mediating the IQMS to the staff. P indicated that the staff understood the process and that a lot of work shopping had been done as well as individual mentoring for new teachers so that there was no doubt about the IQMS content and what was expected of them: "We also ensured that the staff understood and made sense of the policy through planning the IQMS process together as a staff. DP added: "Motivation is a key for a successful implementation as school leaders we ensured that the staff was motivated at each stage of the IQMS, we would call up meetings at different stages so that the staff was aware of what would happen next." This form of strong mediation is linked to the style of leadership displayed at the school, because leaders are continuously involving staff at all stages and because staff collegiality is apparent, teachers were keen to learn and become more involved.

The SMT indicated that they were quite pleased with the way IQMS was mediated while teachers agreed that IQMS was clearly understood by the staff. T3 stated: "We are not strict at all; we understand that it's for development purposes and we are here to learn." T4 indicated: "Although I'm a new teacher at this school. I know exactly what the IQMS is about and what is expected of me, this knowledge was provided to me by my DP who ensured that I knew what it entailed."

The SMT has shown a great deal of commitment to motivate teachers to perform better and encourage innovative ideas for their teaching and learning. Hence, policy leadership was apparent as the principal had a vision that the staff should work collaboratively in order to achieve what the IQMS expected of them.

The staff seemed to have done a lot of planning for the implementation of the IQMS. It identified the IQMS challenges (e.g., the time management aspect) and tried to find a common ground. P stated:

> As leaders we try to ensure that staff is involved in the whole IQMS process, we do planning as a staff and not as a SMT, we ensure that they are motivated and understand the process. Once again we do not throw them at the deep end and expect results, the

> whole process is done collaboratively together. As a staff, we look at the area of need and we organize workshops or courses.

Teachers agreed. T1 confirmed that: “As a staff we are quite involved in the IQMS policy; we do a lot of planning and preparation and we get a lot of support from each other. It’s not the SMT responsibility to ensure that that the IQMS process is effectively done it is the whole staff’s responsibility”. The IDSO was aware that planning of the IQMS was done together as staff and the SMT sat together and planned the timetable for the IQMS; teachers selected their DSG and were allowed to negotiate their scores.

On the actual IQMS planning and implementation, similar but also different views were expressed by respondents.T3 confirmed that the IQMS was implemented according to the guidelines and most teachers were pleased with the way it was being implemented at their school, as they felt that they were involved in the planning and implementation of the policy.T1 said: “We try our best to ensure that we comply with the IQMS process although our principal is not strict about it.” Principal mentioned: “We are responsible in ensuring that the IQMS process is done correctly and that teachers will benefit from the whole process.” She did not focus on the IQMS as a means to be accountable but rather viewed it as a way for teachers to reflect on their development.

With the implementation of the IQMS, leaders at this school were the backbone factor. To ensure that the IQMS policy was successfully implemented, they promoted collaboration and participative decision-making which was the key ingredient in the implementation of the policy as no one felt left out or isolated from the IQMS implementation.

Another interesting approach was that leaders respected their teachers as professionals and did not enforce the need for them to be accountable at all times. Some privacy and freedom was given to teachers who respected the principal for that. The principal ensured that staff was allowed some freedom when appointing their own DSG; opportunities were given to teachers to discuss their scores as negotiation was allowed. P said: “The staff is allowed to choose their own DSG; they get to decide when they want to have their class visits, most importantly when we do the scores and feedback they get to negotiate and motivate their scores.”

The IDSO differed though: “Class visits are conducted by the DSG, but I don’t think that some scores at this school are a true reflection of teachers’ teaching ability, as the principal does not sit in on the panel when scores are being negotiated.”

On the issue of class visits, P said: “Teachers prefer unannounced visits as they feel that if they are told when the visits are, they will pretend to be perfect teachers.” The SMT shared a similar vision to that of the principal. DP said: “We prefer to work together and we do not throw our status around as it will not work in a school organization, we do give constructive criticism to teachers; we hear what they have to say and how they intend to develop themselves, so decisions are made collaboratively together as a staff.”T2 said: “The process of IQMS allows teachers to accept constructive criticisms, but I’m not sure if it is a true reflection as the DSG is only in my class for a short period of time.”

P indicated that she does not invade teachers’ privacy by entering their classrooms unannounced. She believed that her staff was professional and that they can account for their own professional development. But teachers indicated that they don’t mind if the principal walks into their classroom unannounced. T3 said: “The principal does not stress about the process; I think she does it because we have to because she knows where teachers need to develop.”

On the issue of lesson observation, HoD2 said: “We don’t have time to visit teachers as we have other admin work and class teaching to do. So, at times we go in for 10minutes and then walk out. This is when the instrument to be filled out becomes merely a checklist tool.”
The way the school used the IQMS instrument was honest. T5 indicated: “It became a checklist tool; however, we have tried our best to be fair when scoring our peers and ourselves.” DP added:

> We are aware that teachers are using the instrument as a ticking exercise, but the final scores do reflect teacher’s ability, as they are negotiated at the DSG meetings. These scores are discussed with teachers who are allowed to negotiate and give reasons for their scoring, teachers also welcome the opportunity for constructive criticism from their management, and this is because they seem to have trust and faith in their SMT.

In support of the above, T6 indicated: “We are allowed to choose our own DSG we can negotiate our scores, and our scores do change at times provided that we have valid reasons.” In this sense, manipulation of scores was minimized as teachers were not afraid of their principal. T5 said: “We don’t mind giving a true reflection of our scores as we know that our DSG is there to help and to develop us.” However, if the staff at this school was conducting

class visits for only 10mins, the process of the IQMS will then be based entirely on PM. It leaves little room for DA as the visit was too short to identify areas of weaknesses and strengths.

Comments were also made about the problematic role of the district in the IQMS implementation.

Teachers and SMT were frustrated as they got no feedback from the GDE with regards to the IQMS returns which results in low staff morale because district officials themselves have little clue about the IQMS content and its implementation. HoD1 commented that the district needed to create a working environment with resources and needed to support the schools to bridge the gap between teachers and themselves and this could only be achieved through a district support intervention.

On the issue of whether IQMS had changed teacher professional development for the better or the worse, the evidence was mixed. Some teachers and the school leaders took a certain interest in the IQMS to identify their areas of weaknesses and find ways to develop and improve on them. In this sense, ongoing PD did follow the IQMS evaluation.

P said: “IQMS has changed slightly our teachers’ professionalism, as teachers are continuously developing. The implementation of IQMS has allowed teachers to reflect on their areas of weaknesses. It is somehow a form of professional accountability for teachers to account for their PD.” HoD1 agreed: “IQMS has improved teacher professionalism to a certain extent as teachers are now developing themselves in certain areas in which they need support in”. T4 said: “If there was no appraisal system I don’t think that teachers would improve on their PD.” T6 had an interesting point: “IQMS has given us some form of professional identity as it allows us to develop for the sake our learners.”

T2 disagreed:” I don’t think one policy can improve professional development. First of all, many schools are not complying with the policy; to them it is a checklist, which they have to hand in, so it becomes an accountability issue, leaders are not concerned about the staff’s development. T2 added that all schools did not have the necessary skills and human capacity to implement the policy. DP agreed that all schools are not complying with the IQMS process especially low-performing schools as they viewed the process as time consuming and a waste of time and it was of no benefit to them. T1 felt that the IQMS could only be effective if it was implemented at all schools and that all schools should comply with the process: “Teachers have to realize by themselves that they need to develop, so it becomes a personal choice, and it cannot be

enforced". T3 agreed: "IQMS has not really improved PD as it is not uniformly used, as all schools have not implemented the policy, the intention of the policy is lost."

Thus, this school involved educators throughout the entire IQMS process and teachers seemed to have adapted and implemented seriously the IQMS. Leaders were knowledgeable and pro-active. They did not comply with the policy for fear that it would cause a low morale among their staff who could have become despondent and view it as nothing but a means for bureaucratic accountability. Instead, leaders did not control or lead the process but rather worked collegiality together to ensure that everyone was involved in participated in decision- making. The IQMS process was not forced on individuals; it began with a management team which was open-minded and not afraid of change. This team took ownership of the policy and involved the entire staff in its implementation. The role that these leaders played as well as the on-site PD provided was key in explaining a relatively successful implementation of IQMS.

5.3.7 Conclusion

The principal displayed a democratic style of leadership; she used the notion of "Ubuntu" philosophy of an African style of leadership. She did a lot of collegial and participative management, and her staff was actively involved in decision–making at every stage. Being new and young in the management position, she did not fear change and was willing to take risks with her staff next to her. She did not dominate or coerce her staff to implement policies and was rather strategic in her style of management. She worked together with her staff and motivated them to make sense and take ownership of policy implementation so as to be a successful process. School leaders were all committed to the IQMS implementation.

The staff was passionate about improving their PD. Teachers at this school were not forced or coerced into PD. It was a personal choice made by themselves as they wanted to improve on their PD. The principal and SMT were supportive and went out of their way to encourage and motivate staff to attend PD courses. They led by example as the principal co-ordinated courses for the union and attended those courses on a regular basis. She would provide courses for her staff so that they were equipped with the necessary skills needed for them to improve on learner achievement.

With regard to the IQMS, teachers and management saw it as a way to make them accountable and improve their PD and performance. The school, however, saw a number of tensions and

challenges in the IQMS content. However, they did not seem too concerned about it; they tried at all times to make the policy a working document. They identified a problem in using one single IQMS instrument for DA and PM as it created tensions as these purposes had distinct features. By mixing the DA and PM, the IQMS created mistrust among staff. It is, therefore, questionable if one instrument should be used for these two purposes as the focus would weight much more heavily on PM rather than on the developmental aspect.

The way the IQMS was mediated and implemented at this school was interesting. The leaders used a democratic style of leadership in the sense that staff was encouraged in decision-making and policy-planning. There was a lot of collective accountability at the school, and as a result, the success of the IQMS implementation did not rely heavily on the leader but on the entire staff. A variety of mediation strategies were used as the P wanted the staff to take ownership and ensure a successful IQMS implementation through the use of work shopping, mentoring and individual assistance. She ensured that the staff knew what was expected of them and that they understood and made sense of policies. Although the staff was skeptical about aspects of the IQMS, it believed that it tried to make the best out of its implementation.

Thus, one cannot emphasize the importance of school leaders striving for the need for policy sense-making; they need to fully understand the objective and tensions in the policy content to ensure that the most important policy objectives are achieved.

CHAPTER 6 Data analysis and interpretation

This chapter analyses and interprets the data collected with reference to the reviewed literature and the analytical framework of this study. It first compares and contrasts the findings of the two schools, and then attempts to develop an argument from these findings around the research questions and assesses whether the findings support, add or go against the reviewed literature.

The conclusions are logical inferences that flow from these findings and focus on the study's central theme which is the role and influence that school leadership has on the implementation of IQMS policy. These conclusions are used to assess the different influences which school leadership has on the implementation of the IQMS policy in terms of the research issues generated in chapter one.

Comparison between school A and school B

The two schools were very similar to each other; they were both ex-model C schools situated in the southern suburbs of Johannesburg, they were primary schools, led by a female principal and with a teacher ratio of 40/1. Both were multi-cultural and the staff had a good working relationship with each other, working and planning their lessons together.

The major difference was the style of the school leadership. At school A, the leader displayed a more autocratic style of leadership; she was rule-bound, rarely consulted the staff when decisions were to be made and made all policy implementation decisions with little input from staff. The principal at school B displayed a more democratic style of leadership; she was very open-minded and always involved staff in decision making, policy planning and the implementation process.

Both schools believed in the need for professional development, whether it was done through IQMS or not. They preferred on-site PD than off-site, as they found courses provided on-site more focused and beneficial in assisting with the improvement of teacher performance. The principal at school A was more directive and kept more control over teachers' PD as she pushed her teachers to attend on-site courses on a regular basis by inviting outsiders to come into the school and provide training for the teachers. She encouraged them to apply what they learned in their classroom teaching and account for it. She inspected her staff by doing unannounced

class visits. School B also provided on-site PD courses for their teachers but teachers were not forced to attend these courses, let alone account for them through their classroom teaching. Teachers appeared to enjoy these courses and felt that the new knowledge attained was a learning curve for them. The on-site PD courses were organized by the principal and the SMT, by inviting people from outside to train teachers. These courses were paid for from money set aside from fund-raising, and are offered on a continuous basis.

Both schools had similar understandings about teacher accountability; they agreed that accountability towards the school and its learners was essential for school effectiveness. Teachers and school leaders from schools A and B felt that accountability to the district was a waste of time as they received no support from it. However, the principal at school A, who was rather rule-bound, ensured that the staff and the SMT comply with district whether they liked it or not and she was keen for the staff to understand that they were mostly accountable to her. However, principal at school B was more flexible and democratic in her leadership style and did not enforce a form of bureaucratic accountability. The staff on their own knew that they had to be accountable to the district and to school leaders and they seemed to be comfortable with that.

The two schools accepted the intentions and content of the IQMS and understood that such policy could only be implemented successfully if leaders made sense of the policy, took ownership of the policy and worked on it with teachers assisting in their sense-making. They identified some tensions in the content of the IQMS which combined appraisal for development and appraisal for performance management.

However, the leadership of schools A and B had different views on how the IQMS should be implemented. This mainly reflected how their style of leadership varied in this respect. The findings indicated that schools had a different agenda when it came to the IQMS implementation. The principal at school A saw it as a form of tight control over her staff. She forced the teachers to implement the policy as she understood it, leaving no room for negotiation. The mediation and planning of the IQMS was done solely by her with the assistance of other senior school managers. Teachers had to comply and were told about what had to be implemented.

In contrast, principal and the SMT of school B preferred to see the school working collaboratively with staff involved and participated in the IQMS planning, mediation and most importantly in its implementation. School B saw in the IQMS an opportunity for professional growth and development.

On the actual IQMS implementation, the school A leadership was strict with scores, and teachers were not given an opportunity to negotiate their scores; as a result, teachers began to resent the IQMS process and became despondent. In school B, teachers were allowed to negotiate their scores, provided they gave a valid reason.

The issue of class visits was different at both schools. School A took class visits very seriously with the DSG going into the classroom and spending time observing the teachers; they would also conduct follow up visits to ensure that teachers had made some form of improvement. Therefore, feedback from the DSG and the principal was thorough and constructive.

In school B, the DSG team spent only 10 minutes in teacher's classrooms, which was not much time for actual observation and feedback to take place. One can only wonder if the feedback from the DSG at this school was useful in identifying teachers' weaknesses and strengths. As a result, teachers at this school were relaxed and comfortable with the IQMS process.

Although both schools implemented the IQMS according to its requirements, it was done differently in the schools given the differences in leadership styles and approaches. Leaders differed in the way it led policy implementation and used sense-making and ownership to ensure that the staff implemented genuinely the IQMS.

Data analysis and interpretation

This study investigated how school leadership in two schools influenced the implementation of IQMS. It examined how leadership influenced the introduction and implementation of the IQMS policy in schools, and what opportunities and constraints leadership experienced in its implementation. It did this by investigating the perceptions of school management and educators on how school leadership mediated guided, strategized and implemented the IQMS. It also elicited the views of school on style of leadership and the impact leadership had on the implementation of IQMS. Beyond teachers and school leaders, an IDSO was also interviewed to

triangulate the school views about the IQMS implementation and the influence of school leaders.

The conceptual framework for this research investigation was based on the literature review around what constitutes policy leadership and its role in policy mediation and implementation, and reference to various authors are made in interpreting the findings of this research and in developing an argument.

The main premise came from Coburn (2004) who argued that leadership has an important role and influence in implementing policies at school level. She argued with her research on the role of principals in instructional reforms that principals play a strong role by fostering a collaborative work environment as well as improving professional development and ongoing information support. Therefore, a leader can play a vital role by using his/her influence on staff to improve conditions and create opportunities for teachers to implement reforms through professional development.

By looking at the role of policy leadership in the IQMS, it is important to understand the working environment and experiences of the school in relation to issues which the IQMS touches on, such as PD and accountability.

6.1. Teaching and professional development

The IQMS is about PD and accountability and it is therefore important to understand the views of both schools on PD and the role of leadership in relation to PD. Secondly, it is important to understand the views and attitudes of schools regarding the influence that PD had on them and, thirdly, it is important to understand the respondent's' views on on-site and off-site PD**.**

The findings from both schools suggested that the role of teachers went beyond teaching as they had a multi-faceted role in education as educators who facilitated the formal learning process in young children. Both teachers and leaders felt that education was a key tool in the success of learners and them overcoming the socio-economic problems of their background.

The findings further indicated that teachers and school leaders from both schools viewed themselves as professionals in need of continuous PD. However, leaders at both schools had different ways of motivating their staff towards improving their professional development. School

A used the authoritative position of the leadership to ensure staff developed professionally; which may explain why one got a feeling that teachers in this school became more despondent, negative and wondering if they needed to develop professionally. School B, on the other hand, used a more democratic approach of encouraging staff to develop themselves. Staff was entrusted to act professionally and given an opportunity to decide whether they were in need of PD, assuming that they were interested in seeking ways of improving themselves professionally.

Teachers in both schools were committed and wanted to improve on their PD by reflecting on their weaknesses and how they could improve their performance and their learners' academic achievements. Teachers at both schools felt that it was unfair to compare their PD and performance in relation to learner's achievements as these learners came from different socio-economic backgrounds. Furthermore, in a small research such as this it was difficult to obtain directly their ANA results, as learner performance cannot be asserted with the implementation of the IQMS. However, the leadership at both schools have stated that the school had achieved relatively good results given their learners' backgrounds.

According to Elmore and Burney (1999, in Ryan, 2007), teachers as professionals must reflect on their own practices and seek ways to change and improve their practices to maximize their learners' achievements. De Clercq (2008) adds that teachers behave as professionals when they take responsibility for improving their teaching and learning process. It seems as if these schools' teachers considered themselves to be professionals, and were committed to improve through PD.

On the issue of PD, Steyn (2004) argues that all professions require a continuous update of knowledge and skills and teaching is no exception; this can only be attained through continuous PD. From the data collected, both schools seemed to prioritize on continuous professional development that it had to be an ongoing process as teachers never knew too much and needed PD to keep abreast of new educational trends. In support of the above, Steyn (2004) states: "Teacher's' knowledge and skills are subjected to deterioration and new development in educational thinking, which makes some teachers' skills and knowledge outdated and ineffective at times."

The findings indicated that school leadership played a vital role and influenced teachers' attitudes and experiences about PD. Both schools' leaders were very passionate about PD and

were continuously encouraging their staff to identify their strengths and weaknesses in order to improve on them. Teachers were encouraged to work together in teams to improve learner assessment and did not hesitate in approaching each other for advice or ask assistance from their leaders. However, in school A, the principal forced teachers to attend PD courses and then made them account to her on how the course had led to improved learner achievement.

The leadership managed to organize on-site courses to improve teachers' performance. Teachers mentioned that they preferred on-site PD rather than off-site PD because the former was believed to have a more positive influence on their teaching as it made teachers rely on each other; it also helped to clarify any misconceptions when policies were being interpreted. The value of on-site PD in these schools matched the experience and lessons learnt from developed countries such as America and England where effective PD was better attained through school-based PD or internal modeling based on mentoring, inter class visits and observations. It is an effective way forward for teacher development and taking teachers to the next stage (Elmore & Burney, 1999 & Little, 1993, in Ryan, 2007).

Equally important to note was that off-site PD was negatively viewed by respondents from both schools which felt that the courses provided by districts were poorly planned, not structured and time consuming. These types of PD rarely touched on the concrete tasks of teachers' practice but tended to be more targeted to inform teachers about new reform and policies. According to Kelley (1997), this form of PD belonged to an era where there was a teacher proof curriculum with textbooks and curriculum guides, playing down the need for large investments in PD to improve teacher practices.

6.2 Accountability

It is important to understand the climate around accountability in these schools and the role of school leadership played in relation to this issue. This study examined the schools' views around accountability and the main forms of accountability in existence in these schools. It also looked at how teachers felt and responded to issues of accountability and how it should be linked to development.

School leaders had to manage their staff and ensure it is held accountable for PD. School A had a strong form of professional and bureaucratic accountability as the staff had to account to the

principal because she based her style of leadership on rules and compliance. She was autocratic and did not believe in collective decision–making. Teachers at that school felt a strong need to be accountable to the principal as they were afraid of her. They often filled in forms which were generated by the principal and the SMT as a form of tight control over her staff. She wanted them to be accountable at all times.

Whilst the staff at school B were comfortable with accountability as the leader treated them as professionals and did not enforce this form of accountability. The principal and the SMT at this school rarely generated or used forms which teachers needed to fill out. There was no tight accountability as the staff was always working together and accountability came naturally to them.

There was a difference in opinion about the need for accountability. Leaders of both schools agreed that accountability was essential for the effective running of a school organization and that teachers should be accountable to a chain of people. School A placed great emphasis on the need to be held accountable for learners' results. This school was strongly concerned about and felt responsible for learner achievements and development, the reason being that the teachers and SMT were afraid of the principal. The principal was adamant that her teachers had to produce outstanding learners by accounting to her for how they use their PD to improve their practices and learners' achievements, pushing them to reflect on their own teaching. In support of the above, Ryan (2007) argued that it was important for teachers to use their PD to progress in the quality of their teaching and their learners' achievements.

Teachers also had to account for their ANA results and seemed committed to a form of internal bureaucratic accountability or management supervision. According to De Clercq (2008), this form of accountability focuses mainly on processes, and involves teachers accounting to the principal for the paperwork, the planning and writing of lessons, for making use of marks, rubrics and grids in their assessment.

School B promoted a form of public and bureaucratic accountability, whereby teachers were accountable to learners, whereby teachers felt indirectly accountable to their SMT. The school leadership did not enforce this accountability but teachers realized by themselves that one had to be accountable. There was also some professional accountability, whereby teachers evaluated each others' work, and were encouraged by each other to reflect on their teaching

and to improve on it. The staff appeared to enjoy a form of collective internal accountability that made the entire staff jointly responsible for learners' achievement.

School B was less comfortable with external accountability to the district. Principal acknowledged that she had to be accountable to district and did whatever she had to do. However, teachers did not feel a strong need to be accountable to the district because they believed it was a waste of time since the district did not provide them with much support and positive feedback. They did not see the need to be bound by bureaucratic demands and only accounted to the district to avoid unnecessary trouble. Thus, external bureaucratic accountability was not a priority at this school.

The majority of respondents at both schools felt that accountability and professional development should be linked because teachers will not improve through PD if there was no form of accountability attached to it. Respondents at school A felt that the principal ensured that, if they did not improve through their PD, they would not receive a 1% salary increase or progression. There was a danger in the PD process being seen only as a mechanism to gain a pay progression and teachers at this school did not seem motivated by PD for its own sake.

In school B, accountability for PD was stronger as teachers worked more together and the principal expected her teachers to behave and to think in a professional manner. She did not push the staff to account to her for the improvement of their practices but put the onus on them to use PD to improve their practices for the sake of learners. She also suggested that teacher evaluation should not be linked to pay but rather to career paths to motivate teachers. This form of accountability is close to what Middlewood & Cardno; Stillwell; Clarke et al (in Ramnarain 2008) argued, namely; the type of accountability that is known to be more effective in improving quality teaching is professional accountability as well as accountability to learners and the community.

6.3. Understanding policy implementation and the school leadership role

Before moving to an analysis of the IQMS policy process at school, it is important to understand first the prevailing views of the different schools about policy implementation as well as the role of the school leadership in planning and implementing policies.

Both school A and B had strong views with regard to the implementation of policies; they agreed that the role of senior management was essential in the implementation of policies. They also indicated that, in order for a policy to be successfully implemented, some form of mediation was needed; which is in line with Barrett (2004) who argued that policies were formulated and legitimized at the top or centre and were then handed into the administrative system for execution by implementers who had to refine and translate these policies through various mediation and adaptation processes which took into account the realities of their context.

Policy planning at school A was done by the principal who did not always involve the SMT or staff for policy planning. She controlled all policies that arrived from the district as well as those generated within the school. The reason for this could be that she was afraid of allowing her staff to become too involved in decisions as this could undermine or threaten the authority and power that she had over her staff. Thus, there seemed to be no input from the staff with regard to its implementation because the principal did not allow the staff to be involved in decision-making as she felt that it was a leadership responsibility and staff was expected to implement policies. Seashore, Febey and Schroeder, (2005) argued for the importance of sense-making and teacher agency in policy implementation because most legislative policies only provide guiding principles rather than a developed programme of action ready for implementation. Therefore, they argue, sense-making perspective is an important tool for understanding the relationship between policy and practice and closing the gap. Leaders need to involve and ensure staff fully understand and make sense of policy by allowing them to be involved in its implementation.

In school B, policy implementation was planned in a different way. The planning was done together. All the staff was involved in decision-making and did not feel negative about policy implementation over which it developed some ownership. This was because the principal was open-minded and democratic in the way she planned policy implementation. She involved the entire staff with regard to policy changes and implementation. The staff together with the SMT decided on how a policy should be implemented, it was not the responsibility of one leader but the entire staff. This is in line with what Coburn (2005) argued, that leaders who involve their staff by shaping access to policy ideas, participating in social processes of interpretation and adaptation were more likely to implement policies successfully.

6.4 Understanding and interpretation of the IQMS policy content

The understanding of the IQMS policy was guided by leaders and their attitudes about the policy. This study reveals that leaders from both schools felt that the IQMS was a good policy as its intentions were clear in promoting higher standards of school and teacher performance through PD. However, the leadership was aware of some flaws in the policy itself, which made them think and adapt it in the school context.

The positive findings indicated that both schools saw benefits in the IQMS. The school management teams and educators were unanimous that the IQMS aimed at PD and could made valuable contributions towards improving teacher and school performance. However, the principal at school A saw also he IQMS as a way to reinforce her bureaucratic accountability as the IQMS granted her access to the classrooms. This was something that she had been deprived of for some decades because of educators' resistance to the classroom observations. She felt that the IQMS had restored or improved her authority in terms of enabling her access to teachers' work books, files, and classrooms and to observe them while teaching. It enabled her to get a sense of what went on in the classrooms. In contrast, the principal of school B did not have the same view as school A. For her, the IQMS was a means for staff to improve on their PD and ways to improve learner achievement.

On the negative aspect, respondents from both schools indicated that there were flaws and contra-indications in the current IQMS policy that prevented genuine engagement by teachers. School A teachers seemed to focus on the IQMS performance management aspect more than its development aspect, believing that the content of the IQMS leant more towards bureaucratic accountability. This confirmed what Biputh and McKenna (2010) argued about the IQMS overemphasis on accountability which increased teachers' resistance to engage effectively with the policy. However, the leader at school A tried to be strategic in ensuring that this was more than an accountability mechanism by pushing teachers to identify areas in which they needed development and for which they would receive some sort of support for which they needed to account.

Both schools felt that it was a problem for the IQMS instrument to be used simultaneously for two purposes: DA and PM. This resulted in teachers being more concerned about the PM aspect and its incentives and attempting to manipulate their scores for grade and salary

progression. This confirms De Clercq's (2008) point that the combination of the instrument leads parties to have different manipulative agendas in this evaluation which could threaten or undermine the reliability and validity of the evaluation information. This meant that the scoring could become false as it was used to attain high rewards, thereby undermining the genuineness and legitimacy of the process and the PD aim of the IQMS. This is in line with Weber (in Biputh & McKenna, 2010) who argued that there was a tension in the IQMS holding teachers and schools responsible for scoring as no objective outsider checked and measured teachers' performances.

For Biputh and McKEnna (2010), the use of class observation by a peer undermines the legitimacy of the IQMS as the same people were used for DA and PM, encouraging manipulation or complicity. As a result, the IQMS instrument became a checklist or a ticking exercise for many teachers who helped each other attain high scores for the sake of the 1% salary increase. Therefore, the findings confirm what many researchers have argued, that DA cannot be mixed with PM especially using one instrument, as the process ends up leaning towards PM.

Understanding this tension, both leaders tried to ensure that the scoring was legitimate and fair. The principal of school A sat on all DSG meetings, leaving little room for manipulation of scores, whereas the principal of school B decided to allow teachers to negotiate their scores provided that they could give valid explanations.

Teachers at school B were also concerned about the difficult task of evaluating their colleagues and how to conduct class visits and observations, as they felt that they were not trained to do so properly. De Clercq (2008) mentioned that most teachers in South African schools do not behave as professionals committed to reflecting on their colleagues' practices as a way to improve. This is why, according to De Clercq (2008), the system requires authoritative evaluators, capable of making data-informed professional judgments.

A few respondents criticized the IQMS for imposing a uniformed standardized policy on all schools and yet all schools differed widely in their staff's capacity, as well as the socio-economic contexts, types of learners, parents, resources and infrastructure. These widely different contexts caused inequalities which were reflected in the way the IQMS results were compiled. As De Clercq (2008) states: "The use of a common standardized instrument or a yardstick,

irrespective of the contextual factors, leads to an unfair comparison between poorly resourced and well-resourced schools."

Finally, school A and B questioned whether the IQMS was not too ambitious for districts to manage. They felt that the IQMS assumed that strong support to schools and teachers would come from the district. Yet, there was never any useful feedback with regard to IQMS returns. Schools identified their areas of weaknesses but no intervention or support came from the district side. Teachers resented district interferences which they experienced as useless. This confirmed what De Clercq (2010) said about the poor district school support given their officials' lack of knowledge and capacity to follow the IQMS through. This district seemed aware that the IQMS was not achieving its desired objectives and that it ought to bridge the gap between schools and themselves by providing better resources and support to assist with school implementation of the IQMS. Whether districts can build the sufficient capacity to address the key issues which are inhibiting the IQMS implementation at school level was by no means certain.

6.5 Role of leadership in the IQMS mediation, planning, implementation and impact

The district plays little role in the way the IQMS was implemented. Most teachers, supported by their unions, complained repeatedly about the lack of effective district or senior management and support for the implementation of policies (SADTU, 2005 in De Clercq, 2008). The IDSO of these two schools did not play an active role in mediating the IQMS which he just handed over to schools, expecting principals to make sense and mediate it as expected. Both schools got very little support from the IDSO as he just collected the necessary paperwork that the district required. Although he did not assist schools, he believed he knew what was happening at these schools. The IDSO did not display any policy leadership role as both schools had to do all the IQMS planning, mediation and implementation to the best of their abilities.

Both schools were aware of the tensions in the policy and showed some leadership, in the sense used by De Clercq (2010) to address the tensions in combining evaluation for development and accountability. The mediation of the IQMS was well organized by both schools although the approach was different, reflecting the leadership style and different culture of the schools. According to De Clercq (2010), leadership has to have a vision of what it wants to achieve with a policy, it needs to understand the context and its various contestations with

aspects to the policy and the priorities of the school and the teachers. This was evident at both schools as their leaders had a vision, even though it was slightly different. At school A, the principal used the implementation of the IQMS as a means to control her staff and for accountability purposes. She wanted teachers to comply with the IQMS and in return teachers had to develop themselves for the sake of their learners, whereas school B used the IQMS implementation for developmental purposes.

In school A, the principal did most of the mediation when it came to the IQMS. She was passionate about the policy and she took sole responsibility to ensure that all staff understood and took ownership of the policy. It seemed that she had the policy knowledge and was strategic in treating these policies as enabling social constructions within which it could operate and reinforce their on-going work for better quality education (De Clercq, 2010).

However, the staff was not involved in how a policy should be mediated and adapted to the school context. The principal coerced her staff to accept policy and implement it correctly through some control. She used her authority to ensure that everything was in her favour as her staff was afraid of her. De Clercq (2010) contends that strong policy actors and leadership tended to exploit policy for the good of their school while others do it to further their own interests. In school A, the principal uses the IQMS as a means to tighten control over her staff, thereby giving a greater weighing to the PM aspect of the IQMS.

On the contrary, school B mediated the IQMS by working together as a staff because of the principal's democratic style of leadership whereby everybody was involved in policy mediation and the staff worked collaboratively together. According to Schofield (2004, in De Clercq, 2010) policies cannot be implemented by themselves because implementers need the knowledge and competencies to translate policy intentions into operational strategies and actions. Thus the leader at this school seemed to have the political knowledge of how to mediate the IQMS to her staff. She used positive mediation strategies and ensured that the staff was involved and on board with the IQMS. She did not coerce them to accept the policy; rather she ensured that the entire staff work shopped and mentored each other to gain insight and understanding into the IQMS policy. She further tried to create a balance between DA and PM so that staff used the IQMS to develop themselves.

Both leaders indirectly attempted some positive sense-making as a way to influence teachers' connections to policy and messages. At school B, the principal fostered collaborative sense-making with the entire staff to ensure that the implementation of the IQMS was achieved through motivation and support to teachers. But the principal at school A used sense-making as a way to reinforce her monitoring of staff's development and improved learner achievements.

The planning process of the IQMS was properly done by both schools. However, school A did more planning and organizing than school B. School A did more than what was expected from the policy as it generated different comprehensive timetable and documents that teachers had to fill out without being able to question the dates or timing of class visits. At school B, the leadership was careful and did not overburden her staff by pushing too many documents and timelines. She adopted a facilitative and empowering leadership by allowing her staff to identify their weaknesses by themselves and find ways to improve on them.

The senior management at both schools played a vital role in the implementation of the IQMS irrespective of their leadership style**.** They developed different strategies to enhance the IQMS implementation. School B leadership allowed staff to work collaboratively and collegially together with the SMT to develop strategies to effectively implement the IQMS whereas the principal of school A felt that the IQMS needed to be used to improve PD, learner achievement and internal accountability. Therefore, she exploited opportunities created by the policy to ensure that the policy objectives and her own were attained. Thus, both schools leaders displayed some policy leadership qualities by using the policy to improve school and staff monitoring, development and accountability.

At school (B), school leaders used a democratic approach to ensure that staff was comfortable with the IQMS. If there were any difficult issues encountered by staff, they could ask the SMT or the principal. The role leaders plays was vital. If leaders are not knowledgeable and do not adapted policies to their context, it automatically causes a low morale in staff that become despondent and viewed the policy as nothing but a means for bureaucratic accountability (De Clercq, 2010).

Finally, on the impact that the IQMS had on teachers at these schools, it was difficult for the researcher to ascertain with certainty what really happened. At school A, some teachers felt that the IQMS had improved teacher development at their school by pushing teachers to reflect on

their strengths and weaknesses. However, other teachers felt that the IQMS had not really improved teacher professionalism or PD because it was predominantly perceived and implemented mainly for its accountability component.

Some senior managers were aware that some staff were not comfortable with the IQMS and saw it more as a burden. This issue was never fully addressed by the principal as she was under the impression that the staff was satisfied with the IQMS process as they complied and never complained to her. However, it was impossible to ascertain if the IQMS improved some teachers' performance in that school, especially since the school's ANA results had dropped slightly from previous years.

At school B, some teachers felt that the IQMS had improved their performance as they had to focus on their areas of strengths and weaknesses and seek ways to improve on their professional needs. The IQMS had been 'a revelation' and a 'self-discovery' in terms of teaching as they identified more concretely the areas in which they needed help and the leadership found some ways of developing staff. A teacher talked about the IQMS as a mirror to illustrate how the former enabled teachers to gauge and measure their teaching progress. As a result, some improved their classroom performance and focused on better learner achievements. However, others raised the issue that the IQMS had not improved their PD as they had always been developing themselves. It was unfortunately impossible to ascertain whether the IQMS did really improved this school's teacher performance, as measured by learners' results.

6.6 Conclusion

This research attempted to evaluate the leadership role in the implementation of the IQMS policy. It examined the views of principals, teachers and departmental officials with regard to the IQMS and engaged in a critical exploration of how school leadership mediated the IQMS implementation.

Leadership is vital for policy implementation and if leaders are not motivated and do not buy-in the IQMS, the staff will never warm towards this policy. It is clear that school leaders need a deep educational and political knowledge about policies in order to find opportunities in their implementation (De Clercq, 2010). They have to create a supportive environment and ensure that staff members do not have doubts about the IQMS and its implementation. They have to

acknowledge the reservations of their staff and find ways to motivate them through encouragement and most important sense-making.

Previous research on the principal's role in school reform suggests that principals can influence the implementation of reforms by fostering a collaborative work environment and by providing professional development and ongoing information support (Blase & Blase, 1999; Blase & Kirby, 2000; Little, 1982; Louis & Kruse, 1995; McLaughlin & Talbert, 2001; Murphy, 1994, in Ramnarain, 2008).

This study indicated that school B did better than school A in that its leadership empowered teachers to accept the IQMS through some sense-making and collegial, participative, decision making. The staff was involved in decision making and was empowered with a shared vision about IQMS implementation. This was done through a leader who wanted her staff to share her vision of how the IQMS could benefit the school and its teachers. Coburn (2005) and Spillane (1999, in De Clercq, 2010) argue that school principals influenced teacher sense-making when they allow teachers to participate in the social construction of the meaning and implications of policy ideas. Sense-making happens in social interaction, and this means that teachers should interact and work with their colleagues on how to interpret, adapt, and enact policy messages in their classrooms.

This study also revealed that various leadership styles influenced the degree of success in the IQMS mediation and implementation. School A displayed an autocratic style of leadership because the leader used her authority and power as well as some delegation of authority to her SMT to increase her control over her staff which led to a less successful implementation of the IQMS. The gap between leaders and teachers in that school needs to be bridged before teachers can own and make the best out of the IQMS process.

The IQMS should be more than an accountability device. However, teachers at school A became frustrated and experienced it as the principal using it more to monitor and control them rather than as a means of promoting their professional growth. It should not be used as a 'ticking device' but as an instrument to identify genuinely teachers' strengths and weaknesses to design appropriate PD opportunities for teachers. This also requires teachers to view and experience the IQMS evaluation instrument as a means for professional growth.

This study points to the importance of effective policy mediation and sense-making role by the school leadership. Leaders have to understand the intentions of a policy, create a vision, take responsibility as well as motivate staff to use the opportunities opened by the policy to strengthen their performance through better professional development (in the case of IQMS).

Thus, the successful implementation of IQMS lies heavily with the school leadership. Teachers can be empowered by leaders when the policy is clearly defined, and has a clear purpose, and when teachers are given some authority to make decisions and share responsibilities. Open communication systems, interdependence and cohesiveness, co-ordination of team work and shared leadership are essential components. However, what is most important for a quality management system such as the IQMS is for leaders to motivate their staff by giving them genuine and ongoing support so that, with the implementation of such a policy, they can strengthen themselves through genuine professional development and develop a form of internal professional accountability for development.

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Appendix A: Information Letter to Principal

304 Flamingo Street
Extension 6
Lenasia
1827

16 May 2011

Information letter

Dear principal

I am an M Ed student at the University of Witwatersrand, Johannesburg. I am doing a research for a research report: The topic for the research is based on the Integrated Quality Management System (IQMS), an ELRC agreement aimed at enhancing and monitoring the performance of the education system to contribute to the improvement and development of the school.

Research Topic

The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools.

The research is a qualitative case study of two schools, and uses document analysis, questionnaires and one-to-one interview instrument. I would like to know about any school-generated document on the IQMS which you could provide me with. I also would like to interview selected school participants, such as Principals, Deputy Principals, HOD and teachers, on the way the school leadership influences the school culture and teacher relationships in their understanding and treatment of the IQMS to improve teacher professional development.

The information/ data collected will be confidential. Information will be used solely for the purpose of the study. No names of the respondents or their schools will be disclosed and your answers to the questions will remain confidential. The participant may withdraw from the study if they wish to do so. After submission and approval has been obtained, the data will be disposed in a shredder within 3-5 years.

The interview will take no longer than an hour to conduct. I thus request you to participate in this study as one of the respondents. Participating in this study is voluntary, and you will be free to discontinue your participation at any time you find this necessary.

Your co-operation and assistance is highly appreciated.

Many thanks

_____

Bhavika Keshav
(Researcher)

Telephone: **(H) 011 852 4787**
(W) 011942 1137
(C) 076 159 5133
Email: **keshavbhavika@yahoo.com**

Please sign the consent form if you are willing to participate in this study.

Appendix B: Written Consent

UNIVERSITY OF THE WITWATERSRAND

SCHOOL OF EDUCATION

PARTICIPANTS' INFORMED CONSENT

PLEASE TICK AS APPROPRIATE

Research Topic

The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools.

☐ I hereby confirm that I have been informed by the researcher, Ms_____, about the nature and purpose of the study.

☐ I have also received, read and understood the Information and Consent sheets regarding this research.

☐ I am aware that the information I give regarding my sex, age, teaching experience and qualifications will be anonymously processed in this study.

☐ In view of the requirements of the research, I agree that the data collected during this study can be processed in a computerised system by the researcher.

☐ I may at any stage, without prejudice, withdraw my consent and participation from the study.

☐ I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study and voluntarily agreed to participate in the study.

……

Printed Name Signature Date and time

_____

Appendix C: Information Letter to Deputy Principal, Teachers and IDSO

304 Flamingo Street
Extension 6
Lenasia
1827

16 May 2011

Information letter

Dear Deputy principal, Teachers and IDSO

I am an M Ed student at the University of Witwatersrand, Johannesburg. I am doing a research for a research report: The topic for the research is based on the Integrated Quality Management System (IQMS), an ELRC agreement aimed at enhancing and monitoring the performance of the education system to contribute to the improvement and development of the school.

Research Topic

The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools.

The research is a qualitative case study of two schools, and uses document analysis, questionnaires and one-to-one interview instrument. I would like to know about any school-generated document on the IQMS which you could provide me with. I also would like to interview selected school participants, such as Principals, Deputy Principals, HOD and teachers, on the way the school leadership influences the school culture and teacher relationships in their understanding and treatment of the IQMS to improve teacher professional development.

The information/ data collected will be confidential. Information will be used solely for the purpose of the study. No names of the respondents or their schools will be disclosed and your answers to the questions will remain confidential. The participant may withdraw from the study if they wish to do so. After submission and approval has been obtained, the data will be disposed in a shredder within 3-5 years.

The interview will take no longer than an hour to conduct. I thus request you to participate in this study as one of the respondents. Participating in this study is voluntary, and you will be free to discontinue your participation at any time you find this necessary.

Your co-operation and assistance is highly appreciated.

Many thanks

_____

Bhavika Keshav
(Researcher)

Telephone: **(H) 011 852 4787**
(W) 011942 1137
(C) 076 159 5133
Email: **keshavbhavika@yahoo.com**

Please sign the consent form if you are willing to participate in this study.

Appendix D: Written Consent

UNIVERSITY OF THE WITWATERSRAND

SCHOOL OF EDUCATION

PARTICIPANTS' INFORMED CONSENT

PLEASE TICK AS APPROPRIATE

Research Topic

The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools.

☐ I hereby confirm that I have been informed by the researcher, Ms_____, about the nature and purpose of the study.

☐ I have also received, read and understood the Information and Consent sheets regarding this research.

☐ I am aware that the information I give regarding my sex, age, teaching experience and qualifications will be anonymously processed in this study.

☐ In view of the requirements of the research, I agree that the data collected during this study can be processed in a computerised system by the researcher.

☐ I may at any stage, without prejudice, withdraw my consent and participation from the study.

☐ I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study and voluntarily agreed to participate in the study.

……

Printed Name Signature Date and time

_____

Appendix E: Interview Schedule on Principal, DP and SDT

Interview Schedule

To: The Principal, Deputy Principal and SDT staff

Biographical details

1. What are your academic / professional qualifications?
2. How many years of teaching experience do you have?

School profile

3. Can you describe the culture of your school in terms of relationship between senior management and teachers
4. Can you describe the working relationship between yourself, school management and teachers?
5. Is their effective communication between yourself, school management and the staff at your school?

Professional development and Accountability

6. What is the situation about professional development at your school?
7. What is your best and worst experience of PD? explain
8. Is there a need or a form of professional development at your school? Explain
9. With the implementation of the IQMS in schools, do you think professional development will change and in what ways?
10. Is their need for teachers to be accountable for the professional development? Explain
11. How do you as a school adapt to external accountability?
12. What do think teacher's views are towards external accountability?

Attitudes towards policy and policy implementation

13. What do you think is the role of senior management in implementing policies?
14. Does the school management support on the whole the implementation of policies?
15. What is the school process used to ensure that staff makes sense of policies which are handed down to you from the school management?
16. What strategies do you as a leader use to motivate your staff to implement the policies for example a policy on learner assessment and IQMS?

Attitudes and understanding towards the IQMS and implementation

17. What do you understand about the IQMS policy and its content? Is it about professional development or performance management or both? And is there a challenge in combining both in one policy? explain
18. Do you think it is a good/necessary policy for schools to have? Why do you think it was introduced? elaborate
19. Which of the two, teacher development or performance management do you think are most needed at your school? Elaborate on your answer

Role in IQMS implementation

20. What is your view towards the actual school implementation of IQMS so far?
21. Did the school get any support or training from the GDE with regard to IQMS?
22. Has your school implemented IQMS according to the guidelines? What is different?
23. What has been your role in this IQMS implementation and what are the main challenges?
24. What do you think is needed for an effective IQMS implementation at your school?
25. What do you think is needed at your school before the IQMS can be effectively implemented?
26. What strategies did you adopt to ensure teachers to trust the IQMS process?
27. What management approaches did you use for IQMS teams to implement effectively the policy?
28. In your view, has IQMS been effectively received by your teachers and why (elaborate)
29. What is the participation level of teachers in the implementation of IQMS? Please elaborate
30. What programmes has the IQMS school leadership used to enhance the development of educators as part of the IQMS implementation?
31. Has the IQMS implementation led to better teacher development in your school?
32. As a leader, do you think that the IQMS has affected/changed educator professionalism? Elaborate your answer.
33. What would you recommend for other schools to do to ensure that the IQMS lead to beneficial outcome in other schools?

Appendix F: Interview Schedule: Teachers

Interview Schedule

To: Teachers

Biographical details

1. What are your academic / professional qualifications?
2. How many years of teaching experience do you have?

School profile

3. Can you describe the working relationship between yourself and the SMT?
4. What do you think is the role of school leaders in implementing policies?
5. Does the culture of the school supports implementation of policies?
6. Is their effective communication between yourself and the leaders at your school?

Attitudes towards professional development and accountability

7. Do you think teachers should be seen as professionals and why?
8. Is their need for teacher professional development in your school and where does it come from? Please elaborate on good and bad experiences of PD
9. Do you think teachers should be accountable? To whom, how and why?
10. What are your views towards external accountability?

Attitudes and understanding towards the IQMS and implementation

11. What do you think the IQMS is about?
12. As an educator would you agree that IQMS be used for accountability or professional development purpose? Which of the two would you give a greater weighing to? Elaborate on your answer

Role in IQMS implementation

13. Do you understand the implementation process of the IQMS policy?
14. Is IQMS implemented at your school according to the guidelines? What is different?
15. What do your school leaders do in implementing the IQMS? Do you agree with what is done at your school in this regard? elaborate

16. What form of leadership and management approach (if any) are employed by the SDT or IQMS coordinator in the implementation of the IQMS?
17. What discretion? or negotiation do you have as an educator in the implementation of IQMS?
18. What is the specific school context or conditions which influence the implementation of IQMS at your school?
19. Do you receive feedback from the IQMS coordinators about IQMS in general and in relation to your IQMS returns?
20. How has the PD changed in your school with the implementation of the IQMS?
21. Do you think that the IQMS has affected/changed educator professionalism? Elaborate your answer.
22. What would you recommend to do to ensure that the IQMS lead to beneficial outcomes in other schools? elaborate

Appendix G: Interview Schedule IDSO

Interview

IDSO

Biographical details

1. What are your academic / professional qualifications?
2. How many years of experience did you have as an educator?
3. How many years of experience do you have with the GDE?
4. Can you describe the working relationship between yourself and the schools?

Attitude towards policy and policy implementation

5. What do you think is the role of a leader is in implementing policies?
6. What type of leadership style is needed in a school for policies to be implemented?
7. How do you understand and make sense of policies which are handed down to you from Top-management?
8. What strategies do you as an IDSO use to motivate your school leaders to implement policies?
9. Is their need for teacher professional development schools?
10. How do school leaders and teachers react to external accountability?

Role in IQMS implementation

11. Do you think that IQMS is implemented at schools? Please elaborate
12. Do you think that schools understand the process of the IQMS policy?
13. What is your view towards the implementation of IQMS as a form of professional development?
14. In your view has IQMS led to greater teacher competence in schools? Please elaborate
15. As a leader an IDSO would you agree that IQMS be used for accountability or professional development purpose? Which of the two would you give a greater weighing to? Elaborate on your answer
16. Has IQMS undermine educator professionalism? Give your views.
17. What management approaches/ strategies would you encourage leaders to employ for educator teams to implement IQMS effectively?
18. What is the participation level of teachers in the implementation of IQMS?
19. What programmes are employed by the GDE to enhance the development of educators to implement IQMS successfully?
20. Do you receive feedback from the SMT, DSG or SDT with regard IQMS?
21. Does the GDE give enough support and feedback with regard to IQMS?

Appendix H: Questionnaire

Questionnaire

Research Topic

The role of school leaders in influencing the implementation of the IQMS: tasks, opportunities and constraints: a case study of two Gauteng schools.

Place a tick in the appropriate block ☐

Section A: Biographical and General Information

1. What is your current post?

Principal		1
Deputy Principal		2
Head of Department		3
Educator		4
Special Education		5
Other		6

2. What is the nature of your appointment?

Permanent		1
Temporary		2
Substitute		3
Governing Body		4

3. What grade do you teach?

Grade 1-3		1
Grade 4-6		2
Grade 7		3
None		4

Section B: IQMS

1. Do you have a good understanding of the IQMS document?

Yes ☐
No ☐

2. Do you think the IQMS performance criteria are clear and specific and relate to what I consider necessary for evaluation.

Yes ☐
No ☐

3. Do you like this IQMS appraisal policy?

Yes ☐
No ☐

4. Do you like the way the IQMS appraisal policy is implemented at your school?

Yes ☐
No ☐

5. Do you think your school leaders have convinced educators at your school that the IQMS implementation can be beneficial to your school?

Yes ☐
No ☐

6. Have you received sufficient support and assistance from your SDT and DSG to do your IQMS evaluation?

Yes ☐
No ☐

7. Do you think that teacher professional development is a school leadership responsibility?

Yes	
No	

8. When you were evaluated, was it more for Professional development purposes or for performance management purposes

Yes	
No	

9. Do you think the IQMs system has given you a good indication of your strengths and weaknesses?

Yes	
No	

10. Did you get any useful feedback with regard to your evaluation?

Yes	
No	

11. Do you think the IQMS has resulted in an improvement of Professional Development in your school?

1	2	3	4	5

Strongly Disagree **Strongly Agree**

12. Do you think the IQMS system benefit to educators in your school?

1	2	3	4	5

Strongly Disagree **Strongly Agree**

13. Is your experience of the IQMS implementation a form of teacher professional development or rather a bureaucratic accountability? Please explain

_____

_____

14. What was your last IQMS score?

15. What style of school leadership do you think is needed for an effective implementation of IQMS?

_____

_____

16. What changes would you recommend with regards to the IQMS policy?

_____

_____

17. Is there any other comment that you would like to make with regard to the school implementation of IQMS?

_____

_____

THANK YOU