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2011-03-22
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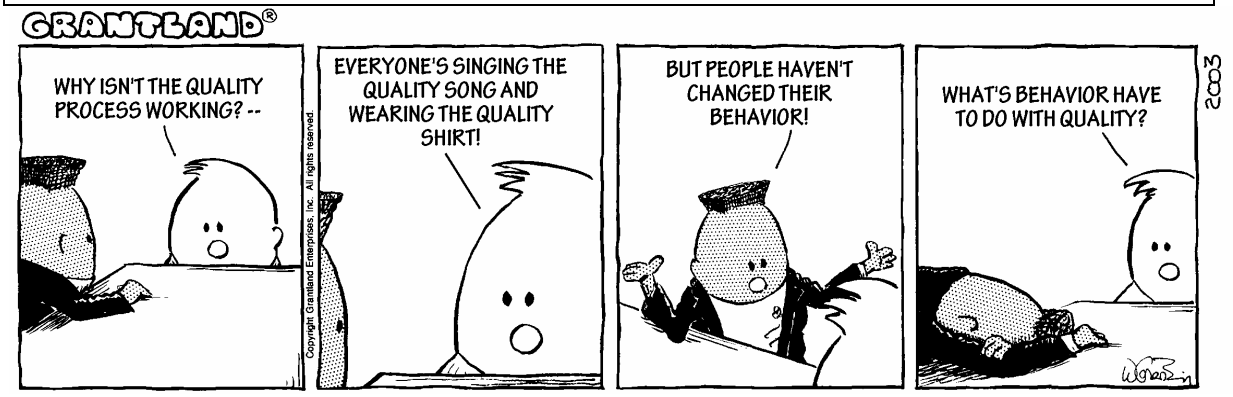
Educators' Perceptions on the Integrated Quality Management System (IQMS)

Why isn't the quality process working?



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Actions speak louder than words.

Diane Cheryl Lesley Buntting

A research report submitted to the Faculty of Management, University of the Witwatersrand, in partial fulfilment of the requirements for the degree of Master of Management (in the field of Public and Development Management).

February 2010

ABSTRACT

During the past decade performance management of public service employees has emerged as a major issue in terms of accountability. The purpose of this mixed methods research was to determine educators' perceptions on the Integrated Quality Management System (IQMS).

The IQMS aims to improve the quality of education. One of the main findings is that although most educators want to accept accountability for their own, the learners' and the performance of the school, contextual factors in the schooling environment prevent this. The most important contextual factors affecting educator performance have been identified.

Furthermore, the most observable unintended consequences resulting from IQMS implementation and causing policy failure have been identified. Policy review or replacement is urgently required. Educators have made valuable recommendations based on their personal experiences and observations.

This study has given educators a 'voice' in policy evaluation and an opportunity to make recommendations for bottom-up policy improvement or replacement.

DECLARATION

I declare that this report is my own, unaided work. It is submitted in partial fulfilment of the requirements of the degree of Master of Management (in the field of Public and Development Management) in the University of the Witwatersrand, Johannesburg. It has not been submitted before for any degree or examination in any other University.

_____

Diane Cheryl Lesley Buntting

26 February 2010

DEDICATION

I dedicate this work to:

i) Almighty God, who is the ‘Wind beneath my wings’;

ii) My loving, patient, understanding and supportive husband, Bernard Leslie Buntting, and my two lovely daughters, Leane and Roxanne, who sacrificed much to enable me to study further;

iii) My late Mum and Dad, Frances and Ernest Hobbs, who always encouraged me to study further and to become the best that I can be.

ACKNOWLEDGEMENTS

In completing this research I would like to express my gratitude to:

i) My supervisor, Professor Ivor Sarakinsky, who continuously encouraged, motivated and guided me;

ii) My wonderful, Information Communication's lecturer, Merle Werbeloff, who inspired me with her passion for quantitative research and introduced me to the STATISTICA (Statsoft Inc. 2009) computer program;

iii) My WITS syndicate group, the Soaring Eagles, Ronald, Tholoane and Seome, who encouraged me to continue when things became difficult and who proved to be true friends;

iv) My family and circle of friends who encouraged me;

iv) The Gauteng Department of Education and in particularly the Johannesburg North District Performance Management Directorate and all the educators who allowed me to interview them over weekends, and who completed and returned the IQMS Survey Research. May your 'voice' be heard in IQMS policy improvement.

ABBREVIATIONS AND ACRONYMS

CPTD:	Continuous Professional Teacher Development
DAS:	Development Appraisal System
DoBE:	Department of Basic Education
DoE:	Department of Education
DSG:	Development Support Group
ELRC:	Education Labour Relations Council
GDE:	Gauteng Department of Education
HoD:	Head of Department (in schools)
IDSO:	Institution Development and Support Officer
IQMS:	Integrated Quality Management System
JN:	Johannesburg North District office
LRC:	Learners' Representative Council
LSEN:	Learners with Special Educational Needs
NCS:	National Curriculum Statement
NPM:	New Public Management
OBE:	Outcomes Basic Education
OFSTED:	Office of Standards in Education
PM:	Performance Measurement
SA:	South Africa
SACE:	South African Council for Educators
SADTU:	South African Democratic Teachers' Union
SDT:	Staff Development Team
SGB:	School Governing Body
SIP:	School Improvement Plan
SMT:	School Management Team
WSE:	Whole School Evaluation

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CHAPTER ONE: INTRODUCTION AND BACKGROUND

It is through Education that the child of a farm worker can become the president of a great nation. (Nelson Mandela - Long Walk to Freedom)

1.1 INTRODUCTION

Educators are the key contributors to the transformation of education given the apartheid legacy in South Africa (SA) and they have a crucial role to play in the provision of quality education. At present there is great concern and urgency around the apparent poor quality of learning and teaching, the low senior certificate pass rate, low numeracy and literacy skills, poor learner achievement and under-performance at many schools in our country. There is a call for greater teacher accountability for learners' achievement and school improvement to alleviate the skills shortage in many identified areas. This need has been intensified in the light of globalization and the global economy.

Educators' attitudes, efforts, behaviour or performance have an influence on the provision of quality education. However, educators' perceptions about the fairness, objectives, advantages or disadvantages of the Integrated Quality Management System (IQMS), which is a policy that directly affects them and which is aimed at managing their performance for accountability, rewards and development, and which has a direct or indirect influence on educators' efforts to improve their skills and intensify their efforts in the provision of quality teaching and learning, have not been explored and analysed.

This research used a mixed methods, exploratory applied approach aimed at identifying and documenting the perceptions, experiences and observations of educators in public schools. The qualitative interviews about educators' perceptions of the IQMS were used to inform a quantitative survey which

allowed the perceptions of educators to be tested and interpreted using statistical methods. Furthermore it allowed for the identification of the most important contextual factors and unintended consequences of IQMS implementation and it provided the educators with a voice and an opportunity to make policy recommendations that can be considered for future policy review, improvement or replacement.

1.2 BACKGROUND TO THE STUDY

Education is one of the main priorities for government and this is reflected by the fact that it receives the largest "slice" of the annual budget. This is necessary since government believes that many of its strategic objectives, such as halving poverty and unemployment by 2020 and addressing apartheid inequalities, can be achieved through the provision of quality education for all.

The apartheid era has created historical, political and socio-economic inequalities and backlogs in our country. Providing quality education is a mammoth task for ***any*** government, but in SA, due to its past history, there are a number of additional problems to overcome, like illiteracy, poverty, unemployment, inequitable resources at schools, differential teacher training, unqualified and under-qualified educators, large class sizes and socio-economic problems, to mention a few variables. These contextual factors affect the quality of service delivery and make educator performance very difficult to manage and assess.

Prior to 1994, there were eighteen different Departments of Education (DoE)s in SA and each one had its own system for evaluating teacher performance. The dominant method was an inspectorate. A merit system of awards for outstanding educator performance was used, but this system was not effective and not common to all DoE's (Chisholm *et al*., 2005).

After 1994, the democratic government embraced the principles of New Public Management (NPM). Government is placing great emphasis on accountability, performance management, effectiveness, efficiency and service delivery. In 2009, elections were won on the same principles.

After the establishment of ***ONE*** DoE in 1994, the Development Appraisal System (DAS) was introduced, to improve the capacity and professional development of educators. In 2000, Office of Standards in Education (OFSTED) developed a Whole School Evaluation (WSE) policy (NDoE, 2000) aimed at evaluating and improving schools. In 2003, the IQMS, was negotiated and accepted by Labour Unions (ELRC, 2003). The policy that manages the performance of Educators in public schools is the IQMS. The IQMS policy states that ”For the DoE – and for all educators – the main objective is to ensure quality education for all and to constantly improve the quality of learning and teaching, and for this we are all accountable to the wider community” (ELRC, 2003:3).

The IQMS aligns DAS, WSE and Performance Measurement (PM) into one agreement. However, because of the multiple, somewhat contradictory policy objectives, assumptions, interests and agendas of different stakeholders, there are difficult power relationships. Training on the policy was left to provinces and was rolled out using service providers (Western Cape), using the cascade model (KwaZulu Natal) or using DoE officials and Labour Union representatives (Gauteng). In Gauteng, training on WSE was conducted by OFSTED for Principals and School Management Team (SMT) members, with a view that this would be cascaded to educators. In 2006, a very limited unpublished IQMS policy evaluation was conducted by Class Act
(Marnewick, 2007).

Although this was a negotiated policy between the DoE and Educator Labour Unions, it was a top-down policy which integrated three previous policies into one. However, there is disagreement about the success of this policy in the light of poor learner achievement in SA.

In order to improve the performance management of educators and IQMS policy implementation, the DoE established a National IQMS Directorate. This was followed by provincial performance management directorates. The Gauteng Department of Education (GDE) established a provincial as well as fifteen district performance management directorates. In 2008, the GDE also established a Quality Assurance Directorate at Head Office. Furthermore, at the previous Minister of Education's request, External National IQMS moderators, who report directly to the Minister, were appointed in 2008.

In 2009, the DoE was divided into two ministries, the Department of Basic Education (DoBE) or General Education and Training (GET) and the Department of Further Education and Training (FET). This came about as the quest for the provision of quality education intensifies and education is seen as the means to achieve the strategic goals of government.

Unfortunately, at the end of 2009, the IQMS had reached its fifth year of implementation in Gauteng, but policy implementation was still partial while many other provinces have partial to no implementation of the IQMS.

The vision and mission of the DoE has also changed from being at the cutting edge of curriculum delivery, to a vision of the DoBE ensuring that every learner receives a quality education which will give him/her the best possible chance of success in life, and the mission states, that the vision will be achieved through the provision of quality education to the learners by all educators in the classroom everyday. The change indicates a move to become more learner

centred, to the provision of quality education which makes a difference to learners' lives and to ensure that educators are accountable for continuous teaching and learning.

To achieve the new vision, it appears as if IQMS policy review and evaluation is necessary but educators' perceptions and recommendations have to be established and must be taken into account since policy is often designed and reviewed in a top-down fashion which limits buy-in and successful implementation.

1.3 PROBLEM STATEMENT

NPM, with principles of accountability, has been accepted by the government and all public employees. Educators, are required to be accountable for the quality of service which they deliver. However, contextual factors in the schooling environment may influence an educator's performance and accountability. The performance of all educators employed at all public schools is evaluated using the IQMS.

The IQMS policy was negotiated by the DoE and Labour Unions and it aligns three, very diverse, quality procedures into one policy (ELRC, 2003). The result is a complex, multi-purpose policy, with different stakeholders, agendas and objectives. The objectives of IQMS are many e.g. teacher appraisal, salary progression, financial rewards, school and educator development, school effectiveness, school improvement, learner achievement and the provision of quality education. Research shows that the employer and labour unions have different objectives. For example: the DoE wants learner achievement to be linked to teacher performance (Taylor & Vinjevold, 1999; DoE, 2006), while SADTU, (2005) states that development must precede teacher appraisal. Educators' objectives are unknown.

There is also a problem in that seniors and peers are expected to use one standardised lesson observation instrument, to evaluate educators for interrelated purposes such as development, rewards or sanctions. De Clercq, (2008:11-14), states that “the interrelated purposes tend to co-exist uneasily and separately, causing a dominant form to develop”. It appears as if performance measurement for salary purposes is more dominant than development for improved teaching and learning and internal whole school evaluation for greater school effectiveness. Policy implementation also occurs under very different and at times difficult conditions, in public schools, due to the apartheid legacy of inequality.

Both the DoE and Labour Unions have expressed their opinions and perspectives on the IQMS policy. However, the perceptions and recommendations of educators, who are the main IQMS policy stakeholders and who are directly affected by the policy, since it has an impact on the development they receive and their salary progression and rewards, are unknown. They have not been consulted about what they perceive as the main policy objectives, successes and challenges or on what they would recommend for IQMS policy improvement, to ensure full implementation with the expected policy outputs, outcomes and impact. It is also not clear if IQMS is perceived differently in different types of schools or if perceptions vary according to the level of responsibility of school management.

Furthermore, despite the fact that no one seems satisfied with the IQMS policy, a comprehensive policy evaluation has not been undertaken. Limited unpublished research shows that there are some policy flaws, paradoxes and unintended consequences that have been observed (Marnewick, 2007). Prior to implementation, the policy was not piloted, very little advocacy was conducted and training was inadequate. Since inadequate policy evaluation was conducted, the perceived IQMS policy evaluation gap informed this study.

1.4 AIM OR PURPOSE OF THE STUDY

The aim of this research was to identify the perceptions of educators, based on their actual experience and personal observations during the IQMS policy implementation at school level. Since educators are the main policy recipients and implementers, they have first hand experience of the IQMS policy successes, challenges and their opinions and recommendations are crucial for policy review and improvement. This is done within the philosophical framework of NPM accountability.

Specifically, it is aimed to examine educators' views on:

- Performance Management and Educator accountability;
- The most important contextual factors at school level;
- Perceived aims or objectives of the IQMS;
- IQMS successes and challenges;
- The most observed unintended consequences experienced and
- IQMS recommendations.

A qualitative study was conducted to explore educators' views. After careful analysis, an IQMS Survey Research verified the findings. In this way, the educators' perceptions, which have a direct impact on their behaviours and performance in delivering quality teaching and learning could be ascertained and educators could be given a voice, expressed in their views on IQMS policy, its implementation at school level and they would have an opportunity to make recommendations for IQMS policy improvement or replacement.

1.5 RESEARCH QUESTIONS

The study was guided by the following research questions:

- Should educator performance be managed and if so, should educators be held accountable for their own performance, the learners' performance and / or the performance of the school, bearing contextual factors in mind?

- According to educators' experiences and personal observations during the IQMS implementation process, what are the main and secondary purposes (objectives) of the IQMS policy?

- What advantages, disadvantages, challenges and unintended consequences have educators experienced or observed during the implementation of the IQMS policy?

- Based on educators' experiences and observations of the IQMS policy implementation, what recommendations will educators make for the IQMS policy review, refinement, improvement or replacement?

Using the above mentioned questions as key focus areas of exploration when interacting with educators who were interviewed, the researcher was able to collect and record relevant and reliable data that addressed these research questions. Furthermore, after analysis of interview responses, the findings were used as a basis for the structuring of an IQMS survey.

1.6 RATIONALE

This study was selected as an issue in public and development management since:

- Public policy design, review, evaluation and improvement in education is one of the keys to the socio-economical, political and environmental well-being of SA;

- ❖ Good policy design, implementation and evaluation are crucial, in ensuring that policy outcomes are achieved;
- ❖ Bottom-up policy design and not only a top-down policy is needed to ensure effective policy implementation;
- ❖ This study can contribute to and stimulate greater debate and research into appropriate educator performance development, appraisal, rewards and school improvement in SA.

1.7 METHODOLOGY

This was a mixed methods, exploratory, applied research. The research used both qualitative and quantitative research methods. The qualitative research was in the form of interpretative techniques, in which the researcher went out into the field of performance management in education and collected data through in-depth, semi-structured interviews. This qualitative methodology allowed the researcher to identify the main issues under investigation and it enabled the researcher to construct a close-ended survey research, which was quantitative in nature and which targeted randomly selected educators at schools. The findings of both types of research, which represent educators' perceptions of the IQMS, were analysed and interpreted.

1.8 OUTLINE OF FORTHCOMING CHAPTERS

This research report is organised in seven chapters.

Chapter One provides an overview of the conceptual framework. It introduces the background to the study and covers the aim, rationale and methodology of the research undertaken.

Chapter Two contains the literature survey that has informed the study. The literature looks at NPM and accountability in public sector performance

management. It also reflects on literature available on the IQMS as well as unintended consequences in performance management. The chapter further reflects on the role of policy evaluation for the successful implementation of policy.

Chapter Three provides the research design and methodology that was used to collect data. The nature of the research is mapped and both the interview details as well as the IQMS Survey Research details are portrayed. The limitations of the study are elaborated on in this chapter.

Chapter Four presents the findings of the qualitative, semi-structured interviews. It is organised into themes that explore educator accountability; contextual factors; IQMS aims and objectives, successes and challenges; unintended consequences of implementation and recommendations.

Chapter Five presents the findings of the quantitative IQMS Survey research. Themes presented were related to IQMS and include: educator accountability; contextual factors; aims and objectives of IQMS; successes and challenges; unintended consequences of IQMS implementation and recommendations.

Chapter Six presents an analysis and interpretation of the interviews, the IQMS survey research as well as the literature review compiled in chapter two.

Chapter Seven highlights some recommendations, indicates the significance of the study and concludes the report.

1.9 CONCLUSION

This chapter has outlined the background of the study**.** The chapter which follows places the study in the context of current literature that exists on this issue as well as research that has been undertaken.

CHAPTER TWO: LITERATURE REVIEW

2.1 INTRODUCTION

This literature review is an integrative approach. Its purpose is to summarise and analyse, in the framework of NPM, accountability and service delivery, the current state of knowledge and research on the quality and performance management policy for educators, namely, the IQMS policy. The scope is limited to education and includes issues relevant to the research questions. Issues are analysed and discussed in terms of their own relevance, strengths, and weaknesses and in terms of their location in the planned research.

Firstly, this chapter defines the concepts of NPM, accountability, quality and performance management in education and contextual factors. Secondly, it reflects on the debates on the IQMS policy which includes policy objectives, successes, challenges and some emerging debates and critique on performance management, by reflecting on unintended consequences that arise due to performance management.

This chapter also reflects on the importance and value of policy evaluation and recommendations for policy improvement or intervention. Lastly, a theoretical framework is presented that will guide the research in exploring educators' perceptions of the IQMS implementation at school level.

2.2 NEW PUBLIC MANAGEMENT, ACCOUNTABILITY AND THE IQMS

The government has embraced NPM principles of accountability for control, efficiency, effectiveness, service delivery and results. The IQMS aims at establishing accountability in education. Weber (2005:70) maintains that "Contemporary, international discourses on accountability and managerialism

and the market, in relation to teachers and schools, have ‘migrated’ to SA, as they have into many other countries”. Edwards *et al*., (1999); PMMI (2006) and van Thiel & Leeuw (2002) agree and maintain that as the public increases its expectations of government, the state tries to cut its budget in order to improve efficiency, effectiveness and service delivery. In SA, however, often the budget increases as the government tries to address the inequalities of the past apartheid era, in order to improve service delivery.

Kettl (1997) maintains that NPM not only empowers, but also controls managers. The problem is that “Managerialism can look like the ‘magic key’, as it is results orientated and will promote accountability” (Paine, 1999:44). However, Bovens & ‘t Hart (2004:8) point out that ”A dilemma can arise between accountability and efficient government which may lead to sub-optimal and inefficient decisions, instead of improved performance”. De Lancer Julnes (2006:219-220) explains that “Results, for both accountability and performance measurement, have caused increased scepticism and discontent with how public funds are spent”. There is no consensus on NPM.

In conclusion, while there is some agreement on NPM, the DoE and Labour Unions totally disagree on teacher accountability or the lack thereof. While the Labour Unions demand development before accountability, the DoE is of the opposite opinion. The researcher believes that educators have to be accountable and have a responsibility towards learners, but it is a shared responsibility and contextual factors at schools in different quintiles and areas have to be considered.

This research identifies educators’ perceptions of the role of contextual factors and whether or not they feel responsible for the learners or the school achievements.

2.3 QUALITY AND PERFORMANCE MANAGEMENT IN EDUCATION

Both the DoE and Labour Unions view the IQMS as a 'Quality Management System', but the IQMS manages only the performance and development of educators and schools, with what appears to be more emphasis on educator performance measurement, than on development of educators or school effectiveness.

In education, there is a tendency to use quality and performance management as one and the same thing. However, both Behn (2004) and Weber (2005) agree that the two are not the same. Although the IQMS is called a 'Quality Management System', it cannot be seen as a quality management approach, since it is not all encompassing. Its main focus is on performance management and teacher appraisal. Recently a Quality Assurance Directorate was established in the GDE but to date a comprehensive Quality Management Policy for education is lacking.

Performance Management is also a broad term and includes performance measurement or teacher appraisal, performance evaluation and performance improvement. Evans & Tomlinson (1989) trace the interest in teacher performance and appraisal to: initially, a call for greater accountability and control of schools and teachers and later, it became an important part of school development.

Ingraham & Kneedle (2000) describe what happens between policy inputs and policy outputs as a 'black box'. Inputs are for example: politics, policy direction, resources, environmental factors and "management and leadership" (Behn, 2003:602). With better inputs and the diligence, intelligence and creativity of those inside the 'black box', namely the learners, educators, school, district and Head Office managers, performance can be improved.

In conclusion, the researcher believes that education requires a Total Quality Management system which will define 'quality' in education and which will take into consideration all factors that impact on education, accountability and service delivery. It appears as if the IQMS is not an effective total quality management system for education.

2.4 CONTEXTUAL FACTORS

Due to the apartheid legacy of unequal educational resourcing of schools, the Group Areas Act, differential teacher training and the education system prior to 1994, our schools greatly differ in their ability to render quality teaching and learning. Jantjies (1996:52) states that it would be unfair for appraisers and evaluators to treat educators' performance as though it were divorced from the context in which it occurs. Teaching and learning are complex processes that are subject to numerous influences; therefore acknowledgement of contextual factors ensures appropriateness and sufficiency of collected data.

De Clercq (2008:8-13) states, "In the context of SA, effective teaching is difficult to define as it is complex and context-based and schools differ widely in their dynamics, organisations and learner populations. Hence, in developing countries, (like SA) factors contributing to poor learner achievement are socio-economic backgrounds of learners and their communities, the context of schooling, inadequate leadership and quality resources". Contextual factors may be political, economic, social, technological, environmental, legislative or even personal. They may be positive or negative but in the context of performance management and evaluation mainly factors that have a negative effect on teaching and learning are considered.

Some political factors which affect teaching and learning are for example: educational policy which dictates school funding as in 'no fee' schools;

educator-learner ratios; class sizes and school infrastructure. Socio-economic issues which impact on educators' performance and effectiveness as well as learner achievement are for example: poverty, hunger, HIV/AIDS and unemployment. A few social issues include gangsterism, drug abuse, violence, HIV/AIDS orphans and child-headed homes, while personal issues include disabilities, financial problems, dread diseases and emotional problems.

Research, by Class Act, revealed that although the IQMS recognises contextual factors in teacher appraisal and states that total evaluation scores can be adjusted from unsatisfactory to satisfactory to reflect educators' difficult school contexts and work constraints (ELRC, 2003) such adjustments (are limited) to extreme cases and are seldom made (Marneweck, 2007).

Contextual factors can create barriers to learning and teaching and need to be addressed to ensure that effective teaching and learning can take place. Maslow's Hierarchy of Needs clearly indicates that physiological needs; safety and security; love and belonging and self esteem needs; have to be addressed and satisfied before self-actualization, which includes creativity; spontaneity, and inner potential, can be achieved and higher learning can take place. For example, if a learner is hungry, it will be difficult for him/her to grasp intricate financial mathematical concepts and problems irrespective of the educators' ability, competence and outstanding performance. Educators at 'difficult to teach at schools' may be disadvantaged by contextual factors beyond their control.

By using a 'one size fits all' instrument to evaluate educator performance, issues of a lack of fairness in evaluation, and unintended consequences, such as inflated scores may arise.

In conclusion, contextual factors play a large role in our schools because of our history. The most important factors that influence learning and teaching and educators' performance need to be identified and prioritised, so that they can be addressed. There appears to be a gap in research in this area.

2.5 THE IQMS

Much research has been done on the IQMS policy in recent years. It ranges from the philosophy of performance management, IQMS assumptions, performance paradoxes, policy contradictions, effective teaching, learner achievement, development of educators, dysfunctional and under-performing schools, educators as civil servants or professionals, contextual factors in schools, institutional capacity, lack of resources, poverty, crime, school fees, district support, Outcome Based Education (OBE), National Curriculum Statement (NCS) and unintended consequences of IQMS.

One gap in research is that educators in the GDE have not evaluated the IQMS from their perspectives, in terms of the aims and objectives of IQMS, successes, challenges and unintended consequences that they experience. Furthermore, educators, as the main policy implementers, should be afforded an opportunity to make recommendations for IQMS policy improvement.

2.5.1 OBJECTIVES

The demand in SA is for the provision of quality education. The philosophy underpinning the IQMS is based upon the "fundamental belief that the purposes of the new measures are to: Determine competence; assess strengths and areas for development; provide support and opportunities for development (in order) to assure continued growth; promote accountability; and monitor an institution's overall effectiveness" (ELRC, 2003:4; Weber,

2005:64). However, the DoE and Teacher Unions negotiated the IQMS and a contradiction exists between the intention of the state to hold teachers accountable for: the performance of the school; the learners' and for their own performance (de Clercq, 2008) and the Teachers' Unions insistence that the IQMS process not be punitive, but developmental in nature (SADTU, 2005 and Weber, 2005).

2.5.1.1 Accountability

In 2009, a special directorate for Performance Management in the President's Office was established. This highlights the importance that government places on performance management of public servants.

Osborne & Plastrik (2000:247) maintain that "Performance Management enables officials to hold organisations accountable and to introduce consequences for performance" and De Clercq (2008) agrees that the aim of the IQMS is to enhance and monitor the performance of schools and educators. Research by DoE (2006a); Fleisch (2008); Taylor (2006) and Taylor & Vinjevold (1999) show that low teacher performance and the poor culture of teaching and learning in the majority of dysfunctional schools contributes to low learner achievements.

Hopkins, Ainscow & West (1994) and Scheerens (2000) state that school effectiveness depends on the quality of teaching as one of the most important variables that affects learner performance and achievement. Research shows that the DoE wants learner achievement to be linked to teacher performance (DoE, 2006; Taylor & Vinjevold, 1999). From media reports, it appears as if the poor educator performance is to blame for low learner achievements.

However, Ericson & Ellett (1987:291) argue that students must be "*agents* of their own learning and take on their *proper* share of the responsibility (since) it is a gross injustice to point a blaming finger only at teachers, especially for that, which is beyond their control".

Other criticisms against teacher accountability are; non-functioning or low-functioning schools, (Gallie, 2006 and Taylor, 2006), ambitious policy reforms of OBE and NCS, (de Clercq, 2008 and SADTU, 2005); lack of school's organisational capacity (Newmann *et al*., 1997); institutional capacity and collaborative endeavours; how the National DoE will be accountable (Weber, 2005) and lack of facilities and resources provision (SADTU, 2001).

In conclusion, there are different views on educator accountability for the delivery of effective teaching and learning. This study further explores the issue from an educator's perspective.

2.5.1.2 Performance Measurement

The IQMS policy uses performance measurement to reward performance with salary progression, to confirm probations and to identify incapacity.

Performance measurement is defined as "The regular, careful monitoring of program implementation and outcomes" (De Lanser Julies, 2006:223). Some researchers, like Greene, (1999), are in favour of performance measurement while others like, Behn, (2003); Buckmaster, (1999); Perrin, (1998); Bouckaert & Peters, (2002) and Van Thiel & Leeuw, (2002) consider it destructive since the goals are broad, qualitative, long term, intangible and value-laden. One example of this is the provision of quality education, when quality has not been defined.

There are multiple purposes for performance measurement and many authors have elaborated on them, for example: “It gives focus, provides a language for policy, co-operation, co-ordination and consultation (Van der Knaap, 2006:282)”; “It has planning and feedback elements (Bastoe, 2006:97)”; “It is a timely, brief and a routine process (Nielsen & Eljer, 2008:172-176)” and Wholey & Newcomer (1997) maintains that it promotes accountability and confidence in the state. Behn (2003) explains eight managerial functions with the main purpose being to drive improvement. Joyce (1997) believes that a clear understanding of what an organisation wants to achieve is necessary, but Behn (2004) states that the overall purpose evolves over time as new needs arise.

The researcher agrees with Behn since initially Learner Achievement was not an IQMS priority. Furthermore, Roberts (2002:659) maintains that “The measuring of output and outcomes and linking them to goals that have been set, is suppose to make policy implementation more effective and efficient.” This has not happened in education.

Despite the number of purposes that performance management can be used for, Van Thiel & Leeuw (2002) argue that studies show that results-based management is still unsuccessful, while Bartlett (2000) points out that the system is seen as a managerial, judgemental and a control-orientated exercise, which undermines the teachers’ professional autonomy and often leads to teacher anxiety, stress, low morale and defensiveness.

Van der Knaap (2006:283) adds that “Risks are simplicity, tunnel vision, resistance to change and gaming” while De Lanser Julnes (2006:229-230) explains “alleged limitations e.g. goal displacement, when an individual purposely changes their behaviour in the areas that are being measured so as to improve the performance rating” as an unintended consequence. Of great

concern too, is that performance measurement is linked to salary progression or rewards and this issue is contentious, with both advantages and disadvantages (Govender, 2007).

In conclusion, the IQMS performance measurement has both advantages, such as recognition for outstanding performance, but it also appears to have caused some challenges and unintended consequences. The researcher agrees with Blogett & Newfarmer, (1996) who states that performance measurement is, one of the “hottest” (most important, controversial, debated and popular), concerns for governments.

2.5.1.3 WSE and Development

This is part of the IQMS policy and speaks to both internal and external evaluation of the school in nine focus areas. These are basic school functionality, leadership, management and communication, governance and relationships, quality of teaching and learner educator development, curriculum provision and resources, school safety, security and discipline, learner achievement, school infrastructure and parents and community. It includes the whole school. Unfortunately training on WSE was only presented to some members of the SMT.

It appears as if this is a neglected area of the IQMS policy and research on educators’ perceptions of this issue will be interesting. To date, many educators have not been trained on WSE, yet they are important stakeholders in the processes of school improvement and effectiveness.

Weber (2005:70) states that “Only in WSE, does the IQMS evaluate the School Governing Bodies (SGBs) but they and the Learner Representative Councils (LRCs) are excluded from deciding on the needs, development,

improvement and future of public schools." PMMI (2006:3) agrees and states that "The management and improvement of performance requires a structured and strategic approach".

In conclusion, WSE is one of the programmes in the IQMS, yet it appears to be a much neglected area. The potential it has to improve school effectiveness and the quality of teaching and learning has not been exploited.

2.5.1.4 Educator Development

The IQMS policy is aimed at both educator development and whole school development. Educator development appears to be emphasised, especially by the Labour Unions, while it appears as if whole school development is neglected. Weber (2005) agrees and states that there are tensions between accountability and development of educators and between the internal and external evaluation of schools and educators.

Bartlett (2000) suggests that performance management can be used as a framework to identify teachers' strengths and weaknesses, in order for personal and professional development needs to be addressed, with the broader aim of school development. The DoE (2006) however, argues that it is the educator's duty to acquire different professional identities, behaviours and beliefs, to develop higher professional competences and to maintain good supportive relationships.

However, several authors disagree and criticise the professional development programmes of the DoE in that they are inadequate, top-down and departmental or Non-Governmental Organisation (NGO) driven, with little educator involvement in their programme design or delivery (Shalem, 2003) or that they are presented 'piecemeal' and do not address all the factors and

dynamics involved in effective teaching (Hopkins *et al*., 1994). Furthermore, Parker & Harley (1998) argue that the professional support needed for OBE is 'many-fold' and Metcalfe (2008) agrees that a 'multi-pronged approach' is needed. Furthermore, Gardiner (2004:22-23) criticises IQMS and the way in which, "The interest of the educational system is given significance and more weight than the needs of educators".

In conclusion, it is necessary to build the capacity of educators and institutions, given the history of education in SA. Development for the provision of quality education, does not appear to be successful and needs to be revisited. Different stakeholders have different policy objectives and agendas. Research on educators' perceptions may reveal what they think. Weber (2005:68) sums the purposes of IQMS up when he states "The IQMS has tried to be all things to all people". This is a recipe for policy failure.

2.6 IQMS POLICY SUCCESSES

Although some schools have improved their performance and some educators have embraced the IQMS policy and are receiving training and development, this practice does not seem to be universal or widespread. Since policy evaluation has not been undertaken, no successes were highlighted in literature or research, but this study is aimed at revealing educators' perceptions, based on experience and observation of IQMS implementation and it may indicate some successes.

2.7 IQMS POLICY CHALLENGES

Many challenges based on the IQMS policy implementation have been identified. These include assumptions, paradoxes and other challenges.

2.7.1 ASSUMPTIONS

De Clercq (2008) explains various IQMS assumptions, firstly, internal peer appraisal which assumes a professional collaborative climate and culture at schools, secondly, the assumption of professionally qualified educators with subject mastery and pedagogical knowledge and Bartlett (2000) elaborates on the assumption that teachers trust one another and have a desire to improve their performance through self and peer evaluation on their development needs.

2.7.2 PARADOXES

Meyer and Gupta (1994) explain 'the performance paradox', which refers to "the weak correlation between performance indicators and performance itself".

De Clercq (2008:12) discusses a number of paradoxes. One of the paradoxes elaborated on is "the monitoring of an educator's individual performance for both the school and their own improvement; with senior managers as both evaluators and advisors at the same time; using a standardised system for development and performance management and in the contexts and circumstances of different schools.

Meyer and Gupta (1994) as well as several other authors and researchers,
(Van Thiel & Leeuw, 2002; Le Grande, 1991; Wilson, 1989 and Smith, 1995) also discuss factors such as positive learning, perverse learning, selection, suppression, measure fixation and lack of potential bankruptcy that increase the potential for a performance paradox and provide opportunities for public sector organisations to manipulate information and get away with it because there are no sanctions.

Another paradox is a circular scenario, namely the 'accountability and development' scenario which has developed. Labour Unions want educator development first, while the DoBE wants educator performance and learner achievement first. It will be interesting to ascertain what other stakeholders, such as educators, believe should come first.

2.7.3 OTHER CHALLENGES

Although the IQMS acknowledges subjectivity in appraisals and outlines how this will be countered through "transparency, open discussion and quality control" (ELRC, 2003:6), De Clercq (2008: 12) states that "It ignores the role of institutional politics at school level i.e. how authority and power are exercised, mediated, managed and contested". Both de Clercq (2008) and Weber (2005) recommend a more realistic system of educator appraisal. The researcher supports their arguments.

Three problematic IQMS issues are discussed by De Clercq (2008). These are "unrealistic assumptions regarding teachers' network, status and competences; the awkward combination in one system (of both internal and external bureaucratic and professional monitoring which includes peer contextual appraisal) for development and accountability and (lastly), poor leadership capacity at district and school level". The researcher agrees since some schools are poorly resourced and experience a challenge in coping with the required paperwork. In addition, all the additional administrative work is time consuming.

Other challenges are: the additional paperwork required to ensure effective implementation of the IQMS (Chisholm *et al*., 2005; and Wadwalla, 2005) and educator stress, although certain authors maintain that it depends on whether educators "approach their work as workers or civil servants rather than

professionals" (De Clercq, 2008:9) while others maintain that it depends on the 'psychological contract' that they (educators) have with their employers (Behn, 2004).

Ryan (2007) however, states that her research shows that educators do not see a need to improve their instructional competencies in order to respond to the challenges of curriculum such as OBE and NCS. They prioritise managerial or administrative work and aim to develop their personal careers.

In conclusion, IQMS is at present a highly contested policy. There appears to be many challenges associated with the IQMS as a result on a number of factors ranging from poor training, policy design, contextual factors in the schooling environment and poor implementation, monitoring and support. This study presents educators with an opportunity to state their viewpoints based on their experiences and observations of policy implementation.

2.7.4 UNINTENDED CONSEQUENCES

A number of authors and researchers, (e.g. Mc Guire, 2001; Fountain, 2001; Smith, 1995 and Wildavsky, 1987) refer to unintended consequences. These are issues which have arisen due to policy design and implementation. These are, for example: increased monitoring costs; ossification; organisational paralysis; a lack of innovation; tunnel vision; Pangloss disease and sub-optimization.

Unintended consequences must be taken seriously. Van Thiel & Leeuw (2002:267-278) state that unintended consequences "may not only invalidate conclusions on public sector performance but can also negatively influence that performance". The Scientific Council (2005:4) maintains that "Focusing exclusively on measurable performance can lead to a destruction of

knowledge, a dictatorship of mediocrity and a stacking up of supervision and responsibility". Bouckaert & Balk (1991) agree, as they identified thirteen diseases of public productivity measurement.

Torenvlied (2000) disagrees and states that "Sometimes discretionary authority is given intentionally, either because politicians want to appease multiple stakeholders or to facilitate executive's work" and Mc Guire (2001) adds that "Policy objectives are not neutral but contested both between politicians and managers".

In conclusion, unintended consequences may be an inevitable part of policy implementation hence constant policy evaluation is necessary to identify and eliminate unintended consequences.

2.9 POLICY EVALUATION

Policy evaluation is essential in highlighting successes and shortcomings and identifying recommendations for policy refinement or improvement. Only a limited, undocumented policy review was conducted in the Eastern Cape. Marnewick (2007) has stated that a comprehensive IQMS review has not been undertaken, although some research has been done on policy failure.

Hughes (1998) explains that monitoring and evaluation are essential and fundamental to any policy no matter how that policy is derived, since there are often unintended consequences, possible difficulties in implementation or changed circumstances, which require that policies be maintained and monitored during implementation. This is necessary: to ensure that they do not change form unintentionally; to measure the impact they are having; to determine whether they are having the impact intended and to decide whether they should be continued, modified or terminated.

A number of researchers agree and add other purposes. Nielsen & Ejler (2008:171) states that “policy evaluation can be used for management and accountability purposes or it is also used for causality and to help government to remain responsive to external changes and developments”. Furthermore, The European Commission (2004) adds that policy evaluation is necessary to provide policy feedback, new information as it arises and insights on the validity and impact of policy objectives and performance indicators.

The NSPA (2002:9-12) mentions that evaluation is used “to reflect on qualitative and quantitative evaluations and internal and external evaluations as well as on insights into how they were (or were not) achieved”. Van der Meer & Edelenbos (2006) support this view and Van der Knaap (2006:291) adds that “Policy evaluations should contribute to the quality of public policies and in a democratic society, to the quality of policy orientated dialogue and deliberation. It should make a ‘learning government’, i.e. a government that is capable of improving its policy measures and underlying assumptions or policy theories”. I agree that unless a policy is evaluated by important stakeholders on a regular basis, it may not yield the expected outcomes.

In conclusion, it appears as if some shortcomings are that the DoE did not pilot the IQMS policy before implementation and only conducted a very limited IQMS policy evaluation, which has not been published.

2.10 IQMS POLICY RECOMMENDATIONS

De Clercq (2008:16) states that “Policy analysis and departmental policy reviews recommend building system and school capacity, but omit to examine whether the policy, (IQMS), needs to be changed so that it reflects the local context, where the educators and schools are at, and how they need to change and improve”. On the DoE website (DoE, 2009), positions for the new

National Education Evaluation Assessment Unit (NEEDU) have been posted. They will moderate the IQMS findings but De Clercq (2008) argues that it will not address the main or core problems of the IQMS. A new system is needed. Other recommendations for IQMS are: that different instruments and different methods be used to assess for developmental needs and for accountability (Bartlett, 2000); that strong strategic school and departmental leadership be developed (Cardno & Piggot, 1997); that the performance paradox be avoided (Meyer & Gupta, 1994) and that "a critical review of underlying assumptions and hypothesis" (Van der Knaap, 2006:291) is needed. Furthermore, there is a need for "evaluation tools that remedy and strengthen a number of the identified shortcomings of performance measurement and contribute to research-based policy development" (Nielsen & Ejler, 2008:171).

Scott (2001) maintains that research is needed, academics should formulate test theories that can explain the occurrence of the performance paradox and other perverse effects so that the situation can be managed and Cardno & Pigott (1997) state that teachers must be involved and convinced, by working on their values, beliefs, behaviour and attitudes that they, and their learners, stand to benefit from teacher appraisal. I agree with the fact that educators must be convinced that there is benefit in the IQMS, but this cannot be done unless they are involved in policy evaluation and review. Their perceptions and views are important and must be considered.

2.11 CONCLUSION

The above literature review highlights the existing studies and research on performance management in education. It also points to the gap in current studies and research on educators' perceptions of the IQMS.

From the literature review, it is evident that IQMS is a challenge for both educators, schools, the DoBE and stakeholders. Contextual factors still present a huge challenge and need to be addressed. Some schools have successfully implemented the IQMS and have reaped the benefits from the ongoing training and development, while others have not and are experiencing a number of unintended consequences of IQMS implementation. These challenges can be seen either as an opportunity for development and growth or they can be seen as constraints that hamper educator performance, learner achievement, the quality of teaching and learning and the development, improvement and effectiveness of a school.

This review has highlighted the need and importance of gaining the educators' perceptions based on their experience and observations of IQMS policy implementation on a number of issues. The researcher believes that educators are in the best position to evaluate the effectiveness and impact of the IQMS policy and to make valuable recommendations for IQMS policy improvement or policy replacement.

This study was designed to explore educators' perceptions on: educator accountability; the role and importance of contextual factors that are impacting on educators' performance and hampering service delivery; the main aim and objectives of the IQMS and whether or not they are shared by all IQMS policy stakeholders; IQMS successes; IQMS challenges; unintended consequences that have arisen as a result of IQMS policy design or implementation and recommendations for IQMS improvement or replacement.

In Chapter Three, the mixed methods research methodology, which was used in this study, is outlined in detail.

CHAPTER THREE: RESEARCH METHODOLOGY

3.1 INTRODUCTION

A step-by-step mixed methods research methodology was adopted for this study. This chapter outlines the research methodology, the reliability and validity and limitations of the research.

The aim of the research was to explore educators' perceptions of the implementation of the IQMS policy at school level. It was important to have a research design and methodology that would offer reliable information, which could be analysed and interpreted. For this reason, this chapter will cover the following areas:

1 Nature of the research: Mixed Methods Research:

- ❖ Definition;
- ❖ Reasons for the choice of methodology;
- ❖ Challenges;
- ❖ Strategy and
- ❖ Reliability and validity.

2 Qualitative Research: IQMS Interviews:

- ❖ Methods of data collection;
- ❖ Sampling;
- ❖ Data Analysis;
- ❖ Reliability and Validity and
- ❖ Limitations of Research.

3 Quantitative Research: IQMS Survey Research:

- ❖ Methods of data collection;

- Sampling;
- Data Analysis;
- Reliability and Validity and
- Limitations of Research.

3.2 NATURE OF THE RESEARCH

There are three approaches to methodology namely: “positivist social science, interpretative social science and critical social science” (Neuman, 2006:81). This research study used both a positivist and an interpretative social science approach. The philosophical framework or empirical methodology on which the research is based is mixed, since it includes both a qualitative and a quantitative approach. (Neuman, 2006:151) states that although qualitative and quantitative differ in many ways, they complement each other.

Neuman (2006:151) discusses some of the differences between qualitative and quantitative research which come from: the nature of the data; the research strategies; data collection techniques; assumptions; objectives and research style. He states that: “The well versed, prudent social researcher understands and appreciates each style on its own terms and recognises the strengths and limitations of each. The ultimate goal of developing a better understanding of the social world comes from an appreciation of what each has to offer”.

3.2.1 MIXED METHODS RESEARCH

Creswell (2003:210) states that many different terms are used for this approach, such as integrating, synthesis, quantitative and qualitative methods, multi-methods and multi-methodology, but that recent writings use the term

“mixed methods” (Tashakkori & Teddlie, 1998). This study adopted a mixed methods approach.

3.2.1.1 Definition

According to Creswell (2003:18) a mixed methods approach can be defined as “one in which the researcher tends to base knowledge claims on pragmatic grounds (e.g. consequence-oriented, problem-centred and pluralistic). It employs strategies of inquiry that involve collecting data either simultaneously or sequentially to best understand research problems. The data collection also involves gathering both numeric information (e.g. on instruments) as well as text information (e.g. on interviews) so that the final database represents both quantitative and qualitative information”.

3.2.1.2 Strategies of Mixed Methods Research

Creswell (2003:17) identifies three general strategies for the Mixed Methods Approach. They are sequential, concurrent procedures and transformative procedures. In this study a sequential procedure has been used. Qualitative research was conducted first and this was followed by quantitative research.

Research may be either explanatory or exploratory (Creswell, 2003:215). Exploratory research has an initial phase of qualitative data collection and analysis which is followed by a phase of quantitative data collection and analysis. Priority is given to qualitative aspects of the study. The two phases are integrated during the interpretation phase. This study adopted an exploratory design.

The steps in the sequential exploratory design adopted are summarised in Figure 1 below.

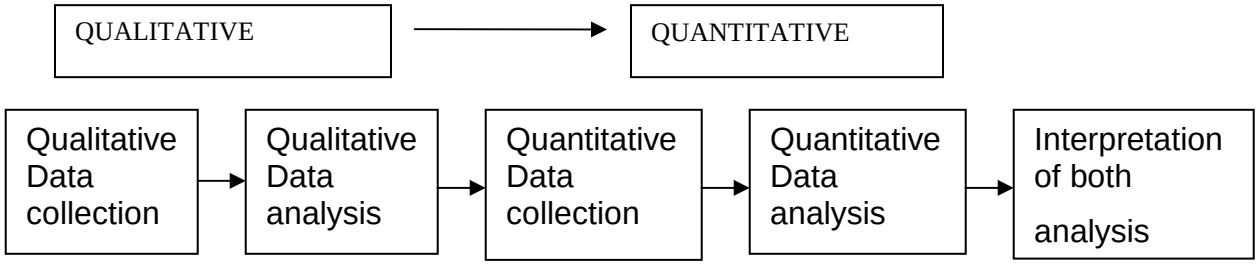

Figure 1: Sequential Exploratory Design of Mixed Methods Approach

(Adapted from Creswell, 2003:213)

3.2.1.3 Purposes of Mixed Methods studies

The researcher chose a mixed methods research, since the purposes and advantages, as highlighted by Creswell (2003:210) are:

- Biases inherent in any single method can be neutralised or cancelled;
- Results from one method can help develop or inform the other method;
- The understanding from one method can be expanded to another; and
- Findings can be converged or confirmed from different data sources.

By using a combination of the two research methods, the advantages of both methods could be maximized and many of the disadvantages inherent in qualitative and quantitative research could be overcome. This enhanced the reliability, significance and validity of the research findings and allowed deductions to be made about what other educators' perceptions in the selected schools, in other districts and in the province may be.

3.2.1.4 Challenges

Some of the challenges associated with this method include the need for extensive data collection, the time intensive nature of analysing both text and numeric data and the requirement for the researcher to be familiar with both

quantitative and qualitative forms of research. Furthermore, the researcher has found that reporting on the findings, data analysis and interpretation of both qualitative and quantitative are lengthy processes and requires an extensive research report.

3.2.1.5 A Sequential Exploratory Approach Instrument

Creswell (2003:221) states that in a sequential approach instrument development, researchers obtain themes and specific statements from participants in an initial qualitative data collection. In the next phase, they use these statements as specific items and the themes of scale to create a survey instrument that is grounded in the views of the participants. A third, final phase might be to validate the instrument with a large sample representative of a population. In this study, the sequential approach, as described above, was used.

In this study, semi-structured interviews were conducted and qualitative data was collected and analysed in the first phase. In the second phase, an IQMS Survey research questionnaire was designed using findings from the first phase and the literature review. In the third phase the IQMS Survey was sent to a representative sample of educators. The quantitative method was used to ascertain how many educators share the same views as the interviewees, since schools differ in their contextual factors and in their modus operandi.

The priority was qualitative data. Integration of the data took place at the data analysis stage where the qualitative analysed results were used to inform the quantitative IQMS Survey research. The findings of both phases were integrated during the data analysis and interpretation phase in chapter six.

The findings of the first phase, namely the IQMS qualitative research interviews, are presented in chapter four. The second phase was the construction of the IQMS Survey Research questionnaire. The findings of the third quantitative phase, namely the IQMS Survey Research, are presented in chapter five. This concludes the implementation strategy.

The purpose of this strategy was to use quantitative data and results to assist in the interpretation of qualitative findings. As Morgan (1998) suggests, the design is appropriate to use when testing elements of an emergent theory resulting from the qualitative phase. It can also be used to generalise qualitative findings to different samples. Morse (1991) states that an additional purpose for using this approach is to determine the distribution of a phenomenon within a chosen population, while Creswell (203:216) states that an advantage of this approach is that it is useful to the researcher who wants to explore a phenomenon but also expand on qualitative findings. The strategy was chosen as most suitable for this study.

3.2.1.6 Reliability and Validity

These are described as ideas which all researchers strive for. Reliability means dependability or consistency (Neuman, 2006:188) or the extent to which other researchers would arrive at similar results, if they were to study the same phenomenon using exactly the same procedures as the first researcher (Gall, Borg & Gall, 1996). Validity suggests truthfulness and refers to how well an idea “fits” with actual reality (Neuman, 2006:188). The concepts are used differently in qualitative and quantitative research.

3.3 QUALITATIVE RESEARCH

This was the first phase of the research conducted. Educators’ perceptions based on their experience and observation was the phenomenon under

investigation. Qualitative research is useful in that it provides rich, descriptive details that contextualise qualitative results. The analysis of these results became the input into the next phase, which was quantitative research.

Creswell (2003:185) explains four basic types of data collection procedures. In this study semi-structured, face-to-face interviews were held with educators and in general open-ended questions were asked in order to elicit views and opinions from the participants.

3.3.1 SAMPLING

This study used purposive sampling which involves procedures that allow the selecting of specific units of interest, in order to conduct the research (Dane, 1990). Babbie (1989:204) further states that "Occasionally it may be appropriate for you to select your sample on the basis of your own knowledge of the population, its elements, and the nature of your research aims; in short, based on your judgement and the purpose of the study", while Creswell (2003:220) states that in purposive sampling, individuals are selected because they have experienced the central phenomenon. In this study, they were selected based on the researcher's knowledge and judgement; the purpose of the study and based on the participants' knowledge, exposure, expertise, understanding and experience of the IQMS policy and IQMS implementation at school level.

The selection included educators: from different categories of schools, (Primary, Secondary and LSEN), from different school types (Ex-Model C and previously disadvantaged), on different post levels (Post level 1, namely an educator, to senior management at post level 4, namely a principal), and from schools situated in different quintiles, which reflect the socio-economic level of the school environment. Quintile 1 schools are situated in areas with the

poorest socio-economic environments whereas quintile five schools are situated in areas with the most affluent socio-economic environments.

The reason for my choice is that the sample needed to be inclusive of all educators in GDE public schools. Due to historical and socio-economical contextual factors, an educator's appointment in a particular school and on a particular post level, may influence the perception of that educator. Hence the participants chosen for the in-depth semi-structured interviews had to be representative of educators' perceptions in different kinds of schools and of educators on different post levels. Failure to do this could have jeopardized the relevance of the IQMS survey research findings and could have impacted on the research validity, significance and reliability.

3.3.2 METHODS OF DATA COLLECTION

Firstly, a questionnaire with biographical details of the person, e.g. questions on age, gender, years of experience, post level and highest educational qualification obtained was designed.

Secondly, an Interview Schedule, which is a qualitative research instrument, was designed. It stated the purpose of the interview and had a number of sub-questions and probes that could be used to stimulate and guide discussions during the interviews. It can be found in Annexure A.

The face-to face semi-structure interview questions focused on:

- Educators' perceptions of accountability and contextual factors in schools;
- Aims and objectives of the IQMS from educators' perspectives;

- ❖ Successes, challenges and unintended consequences of IQMS implementation and
- ❖ Recommendations.

The semi-structured, in-depth, face to face interviews were conducted on weekends or after hours. These were used to gather socio-historical, context rich, relevant information. This qualitative approach was interpretive as it was designed to understand, discover and describe the meanings that the interviewees attach to the IQMS policy. Its purpose was to construct social reality and identify cultural issues attached to the IQMS policy implementation, based on first hand information. It focused on interactive processes and events of policy implementation, in which the interviewees' values and perceptions were presented and explicitly stated. Both theoretical and practical knowledge, as well as personal experience were explored and the interviewees were given an opportunity to reflect on IQMS processes.

Permission was requested from the respondents to record the interviews and participants were assured that confidentiality would be maintained. Since interviewees' responses were based on their perceptions, their experiences and their observations, there was no direct threat or fear of victimisation. The reason for data collection in this manner was so that an accurate verbal portrayal or exposition could be collated from the primary or original source. The recordings of the interviews facilitated the transcription of the interviews.

3.3.3 DATA ANALYSIS

After the interviews, the recordings were transcribed and an analysis of the data was done. The method used in the data analysis was descriptive in that examples from the sources of information were used to assess what the respondents perceptions were with regard to both the IQMS design and IQMS

implementation at schools. Raw data was reduced, simplified and transformed into common themes in an organised fashion.

The qualitative research generated extensive information that had to be analysed to produce significant, meaningful findings. Therefore data had to be examined closely in order to find constructs, themes and patterns that were used to categorize and explain the phenomenon under study and that adequately encompass and summarised the data collected. This method is in accordance with that described by Gall, Borg and Gall (1996).

As explained by Babbie (1989:280), inductive logic had to be used. A conceptual framework was developed, which provided an understanding of the research data. Similarities and differences in responses were identified and, in terms of these, rough quantification was possible. Lastly, conclusions were drawn, triangulation was conducted, in that the convergence of results were sought and verification was done to decide what everything meant and to determine the validity of the conclusions.

The information gathered from the interviews is presented as findings in Chapter Four. These findings, together with the literature review in chapter two, were used to design the IQMS survey research questionnaire, which was the second phase of the research.

3.3.4 RELIABILITY AND VALIDITY

In qualitative research, the basic principles of reliability and validity are accepted but the terms are rarely used because of their association with quantitative measurement. Validity in qualitative research refers more to authenticity which means: a fair, honest and balanced account rather than a

single version of truth (Neuman 2006:196); plausibility; or as Fine (1999) argues “good enough” (i.e. understandable by many other people).

In Phase One, the in-depth interviews will have both fairly high validity and reliability since:

- ❖ They are based on actual face-to-face interviews using probing questions and interaction during the interview;
- ❖ The meaning that the person constructs is how the person makes sense of their world;
- ❖ Experiences they have in the use of the IQMS policy will be ascertained first hand;
- ❖ Questions of clarity can be asked when there is uncertainty about what the person’s perception is and
- ❖ Triangulation or seeking convergence of results was conducted by data analysis testing of the information and checking patterns in the data as well as validity.

The researcher is confident that the data can be trusted as it is both reliable and valid.

3.3.5 LIMITATIONS OF RESEARCH

One limitation of the qualitative research is that the researcher is an office-based educator, employed by the GDE in the Performance Management Systems Directorate. This may have slightly influenced interviewees and skewed results as educators interviewed may have tried to provide a positive image of their schools and implementation processes at their schools. This limitation was minimized by the choice of interviewees, by explaining that purpose of the research was to ascertain their perceptions, which were

subjective and neither right nor wrong and by ensuring participants of confidentiality in terms of their participation.

Furthermore, interviewees were requested to be honest in their responses, since their responses would form part of quantitative research which could produce creative, significant and valid recommendations, based on identified challenges, contextual factors and unintended consequences. These recommendations could be used for IQMS policy improvement or replacement which would benefit both educators and education in general.

The researcher, as an employee of GDE, was strongly aware of these ethical issues and strongly guarded against interpretations based on her role as a GDE employee. The researcher remained objective in IQMS interpretations, by being open minded, by recording interviews and by using a mixed methods approach.

3.4 QUANTITATIVE RESEARCH

A quantitative approach was followed in the second and third phases of the study as this approach lends itself to obtaining data which can be statistically manipulated.

Mouton and Marais (1989:157) defines a quantitative approach as a social science approach that is more formalized in nature as well as explicitly controlled, with a more carefully defined scope. Educators' perceptions based on their experience and observation was the phenomenon under investigation and was tested on a five point Likert scale.

Quantitative research is useful in that: it measures objective facts; it focuses on variables; reliability is key; it is value free; theory and data are separate; it is

independent of context; many subjects or cases can be studied; statistical analysis can take place and the researcher is detached.

Before Phase Two could commence, the GDE and the JN District Director were approached and permission to do the survey was obtained.

3.4.1 METHODS OF DATA COLLECTION

Neuman (2006:41-47) describes some of the more common techniques used in quantitative research. This study used a Survey Research with closed-ended questions based on the qualitative interviews and the literature review.

In this particular research study a survey research was chosen for the following reasons, as detailed by Neumann (2006:276):

- Survey researchers sample many respondents who answer the same questions, measure many variables, test multiple hypotheses and infer temporal order from questions about past behaviour, experiences, or characteristics;
- An association among variables is measured with statistical techniques;
- Survey research is often correlational, in that researchers use control variables to approximate the rigorous test for causality.

The IQMS survey research is attached in Annexure B. It has 40 questions and five sections. The sections are as follows:

Section A: General Information: Questions 1 – 8;
Section B: Performance Management, Accountability and contextual factors: Questions 9 – 14;
Section C: Aims or Objectives of the IQMS: Questions 15 – 20;

Section D: IQMS successes, challenges and unintended consequences: Questions 21 – 27 and

Section E: IQMS recommendations: Questions 28 – 40.

Section A was the biographical details of the respondents while Sections B to E were structured from the qualitative research findings and the literature review. The questions in these sections were closed ended and a five-point Likert scale as illustrated in Figure 2 below was used.

Strongly Disagree	Disagree	Don't know	Agree	Strongly Agree

Figure 2: Likert scale used in IQMS Survey Research

Two exceptions to the use of the Likert scale were in Section B and D, Questions 14 and 27 respectively. These questions requested that respondents rank the most important contextual factors and the most observable unintended consequences, respectively, on a scale of 1 to 12.

All the questions can be found in the IQMS Survey Research Questionnaire in Annexure B. As Neumann (2000) states, it is important to release the details of the research with the study design so that readers can determine for themselves the credibility of the study.

3.4.2 SAMPLING

This study used a probability, stratified, systematic random sample which usually has a high validity. Random sampling was used so that each individual had an equal probability of being selected and the sample could be generalised to the larger population.

It is a probability sampling since as Neuman (2006:244) states it has a sampling frame that represents the population and it enabled the researcher to use powerful statistical techniques. The sampling frame was a database of educators in the JN district of GDE.

It is stratified sampling, since “it is a random probability sample in which the researcher first identifies a set of mutually exclusive and exhaustive categories, divides the sampling frame by the categories and then uses random selection to select cases from each category” (Neuman, 2006:231).

Stratified sampling was deemed suitable for this study for the following reasons:

- The population used in the sample is heterogeneous in respect of the variables investigated. In this study educators at each school in the sample are on different post levels;
- The population can be divided into so-called sub population or strata, each of which is more homogenous that the population as a whole. In this study principals are more homogenous in terms of their management responsibilities than post level 1 educators at a school;
- Stratified random sampling produces samples that are more representative of the population than simple random sampling if the stratum information is accurate. In this study the number of educators per post level was known;
- The researcher was able to control the relative size of each strata, rather than letting random processes control it. In this study the same number of educators could be chosen from different strata despite the fact that the strata were not of equal sizes. Equal numbers of educators on each post level were chosen and
- One stratum of interest is only a small percentage of a population and

random processes could miss the stratum by chance. In this study there is a small percentage of Principals compared to other educators at a school.

Lastly, systematic random sampling was deemed suitable since from each stratum, educators on each post level, were sorted alphabetically and were then selected on a random basis, but in a systematic way.

In this study, Gauteng was selected as one of the nine provinces in which the IQMS policy is implemented. The Johannesburg North (JN) district was randomly selected as one of the 15 districts in GDE and the population of this study consisted of schools in the JN GDE district. The composition of the sample was educators. The sample size was 137 schools of which 39 were Secondary and 98 Primary schools. Based on stratified, systematic random sampling ONE educator per school was chosen with an equal representation of educators from each of the following post levels:

- Post level 1: Educator;
- Post level 2: Head of Department (HoD);
- Post level 3: Deputy Principal and
- Post level 4: Principal.

The reason that the sample was chosen by the researcher was to ensure representivity of:

- All schools within the JN district in GDE;
- Different school types (Previously disadvantaged and ex-model C);
- Schools from different quintiles (representing different socio-economic conditions and associated problems);
- Educators from each school in the JN district and

- ❖ Educators on different post levels (educators and SMT).

The IQMS Survey research questionnaires were addressed to individual educators as identified through stratified sampling techniques. The questionnaires were distributed via the District mail service and returned in the same fashion or via email directly to the researcher.

3.4.3 DATA ANALYSIS

As each IQMS survey questionnaire was returned, it was given a unique number and responses were captured, in coded form, in various data fields on a specially designed EXCEL spreadsheet. The quantitative data of the IQMS Survey research was summarised in the form of a 2X2 Quantitative Data Analysis Matrix.

From the data collected, information was generated. This had to be cleaned, to ensure the validity of measures and to avoid misleading results. Using EXCEL formulae, totals were generated. Certain questions with very few or no respondents, (e.g. educators under 20 years old), were combined with other categories (e.g. educators 21 to 30 years old). Descriptive analysis was conducted. Using the computer based program STATISTICA (Statsoft Inc. 2009), frequency tables and graphical presentations were generated.

Due to the fact that this study was predominantly qualitative, other measures of association and inferential statistical analysis methods, which Tashakkori & Teddlie (1998:115) describe as tests of statistical significance and which provide information regarding the possibility that the results happened “just by chance and random error” versus the occurrence due to some true relationship between variables, have not been included in this study. The program could have been used to determine: the Pearson’s Correlation Co-efficient; the Chi

square test of independence or association and levels of significance. These measures would have enabled the researcher to calculate the probability of significant correlations between the IQMS findings and biographical details of educators. However, since these measures were not core to the study or the research questions, they were not calculated, analysed or interpreted.

3.4.4 RELIABILITY AND VALIDITY

According to Neuman (2006:189-190), in quantitative research, reliability refers to measurement reliability. He identifies three types of reliability, namely:

1. Stability reliability which is reliability across time;
2. Representative reliability which is reliability across subpopulations or groups of people and
3. Equivalence reliability which applies when researchers use multiple indicators.

In this study, types 2 and 3 above were aimed at. The quantitative research may have a fairly high degree of validity since:

- A large percentage of the selected educators responded to the survey;
- A random probability sample of educators were chosen and
- Research findings may be generalised with some degree of significance in other districts in Gauteng, since the province tries to standardise the IQMS processes across the province.

3.4.5 LIMITATIONS OF RESEARCH

Stability reliability over time may not be achieved since change is constant in education and perceptions of educators may change over time as contextual

factors and unintended consequences of IQMS implementation either increase or decrease.

Research findings may be generalised to other districts in Gauteng but not to many other provinces since Gauteng is a compact, urban province, with very few rural schools and it has a vibrant economy.

Furthermore, although the study may be duplicated in other provinces, findings may be completely different since each province has a high degree of autonomy with IQMS policy implementation, policy co-ordination, leadership and policy management.

In certain questions a number of respondents chose the response “Don’t know”. This was taken into account when the interpretation, of the research findings, was conducted.

However, one of the advantages of using a mixed research approach of both qualitative and quantitative research is that the methods are complementary and this may assist in minimizing the research limitations.

3.5 CONCLUSION

This chapter described the mixed methods research methodology which was used in the study. It highlighted the reason for the choice of research methodology and elaborated on the qualitative and quantitative research that was conducted. Furthermore, the validity, reliability and limitations of the study were clarified. The research findings of the qualitative interviews and the quantitative IQMS Survey research are presented in Chapters Four and Five respectively, while Chapter Six integrates and interprets the findings of both the qualitative interviews as well as the quantitative IQMS Survey Research.

CHAPTER FOUR: PRESENTATION OF QUALITATIVE RESEARCH FINDINGS

4.1 INTRODUCTION

This chapter presents the findings of the interviews, described in Chapter 3, as phase one, of the research methodology. Since these findings were used to inform the quantitative IQMS Survey Research, the linkage of the various categories or themes (Tashakkori & Teddlie, 1998:119) to the IQMS Survey Research (Annexure B) are also indicated.

In order to protect the identities of the educators who were interviewed and as approved by the researcher's supervisor, educators interviewed are referred to as Educators A to H in the text. A summary of the biographical details of the interviewees can be found in Annexure C.

This presentation has been organised into the following five categories:

1. IQMS and educator accountability;
2. Aims and objectives of IQMS from an educator's perspectives;
3. IQMS successes from an educator's viewpoint;
4. Challenges due to of IQMS implementation at schools and;
5. Recommendations made by educators.

4.2 IQMS AND EDUCATOR ACCOUNTABILITY

The interviews revealed that all participants felt that educators have to be accountable for their performance, but they differed on the extent to which educators should be held accountable for the learners' performance and the performance of the school. This is due to the fact that a great number of

contextual factors are present in different schooling environments and have an impact on educators' performance. The most significant findings which emerged are on performance management, the extent to which educators are accountable and different contextual factors which affects the level or degree to which educators can be held accountable.

4.2.1 PERFORMANCE MANAGEMENT

All the educators interviewed agreed that the performance of educators should be managed. The reasons given by various participants differed. Some stated that performance management was necessary for quality control purposes. Educator B elaborated on this as follows:

> *……for the sole reason that some educators are not going to be responsible for their own performance ….. You can see it in everyday schooling ……. some teachers go to class without being prepared…and that's a reality. It doesn't just happen in a particular school. It happens in lots of schools.*

Educator B also cited an example of an educator who disappeared during school hours without permission. Her excuse was that she just went to the bank and on the way back she fell asleep in the taxi. This type of behaviour is unacceptable if we hope to improve the quality of teaching and learning.

4.2.2 THE EXTENT OF EDUCATOR ACCOUNTABILITY

Although, in general, the participants believe that educators should be accountable for their performance, there were different views on the level of accountability that can be expected from educators.

4.2.2.1 Educator accountability for their own performance

There was total agreement by all participants that educators should be accountable for their own performance. The reasons that were given displayed the professional view which some educators have as well as the deep commitment to better service delivery and quality improvement exhibited by others.

4.2.2.2 Educator accountability for learners' performance and achievement

The participants disagreed on this issue and some were very vocal. Some argued in favour of educators accepting accountability for learners' performance and achievement, stating that it was the educators' job. Others were totally opposed to this for the following reasons: learners were not accepting responsibility for their own performance; learners came to you without the necessary knowledge and basic skills; or with learning barriers and some learners have a poor command of the language of instruction. While a number of learners come from neighbouring countries and are not proficient in the language of instruction.

Educator G explained how contextual factors affect educators by stating:

> *It's not always fair to judge teachers' performance on the learners' performance (especially) if they are struggling with contextual factors …. learning is no doubt based on the hierarchy of needs. Therefore, first you have to solve basic needs. So, before we start making teachers accountability for learners' performance entirely, the other systems of state need to come into play-health and welfare– both those agencies.*

The responses by educators are indicative of the controversial nature of educator accountability for learners' performance given the history of schooling in SA and the nature and disparities still present in schools today.

4.2.2.3 Educator accountability for the performance of the school

The general response was that educators should be accountable for the performance of the school, since they are part of the school. Some educators indicated that many principals are not trained as managers or leaders and given the contextual factors which affect many schools; they are unable to provide proper leadership. Educator E explained this as follows:

> *In township schools, the greatest challenge is the type of management that exists. Most principals who manage schools are not trained to manage schools in the township context. You sometimes find that the principal does not understand the community that they are working in.*

Furthermore, educators were unhappy about the fact that the performance of a school is being judged on Senior Certificate results only. Other factors are not being considered and this they deem as unfair. Educator H stated that:

> *You can't compare two schools who had a 100% matric pass rate…but one was advantaged and one was disadvantaged…because one had to work twice as hard to get those results…yet rewards are the same for educators at all schools!*

Educator E added that not only learners' achievements should be considered but what educators were doing to help those that are less advantaged to follow a direction that would help them in the future.

In addition, secondary schools are regarded as under-performing schools yet learners, without the necessary knowledge and skills come to Grade 8 from neighbouring primary schools, which act as feeder schools.

Therefore, the general opinion expressed was that although educators should be accountable for the performance of the school, in many schools they could not be held directly accountable, due to a range of contextual factors.

This theme in the qualitative research was further explored and linked to Section B, questions 9 to 13 of the quantitative IQMS Survey Research (Annexure C). The aim was to explore and quantify educators' perceptions about accountability on a larger scale.

4.2.3 CONTEXTUAL FACTORS AND EDUCATOR ACCOUNTABILITY

The educators selected for interviews represented different kinds of schools and a number of different contextual factors were raised by participants according to their experiences or observations. Educator G explained how contextual factors affected educators by stating:

> *It depends on the community and how much they support education. In an area where there are no parents or absent parents, you've got a problem, because education requires family involvement*.

Educator C stated that the SMT should manage contextual factors, while Educators B and F stated that, "Contextual factors can be used as an excuse for educators not delivering in certain areas". However, Educator E disagreed and was very vocal. He explained:

My feeling is that IQMS, the way it is structured, does not recognise the context of where the learners are…. In the townships the political struggle had something to do with how things are happening in schools, with the management of schools. …You'll find that there are power struggles in controlling teachers because of the Unions and at certain schools teachers do not teach. At other schools the authorities do not know how to control and manage the work of teachers. You also find that (some) communities have shebeens right next to the school… it's difficult to control the culture of learning at schools since the teachers and learners go to shebeens to drink. (Educator E).

Two additional and significant contextual factors were strongly voiced. Firstly, the fact that some schools can afford to pay for the development of their educators while others cannot. Secondly, the educators' professionalism, which includes the educators' content and pedagogical content knowledge, was raised as a contextual factor. If the educator has not been well trained and educated, then service delivery becomes problematic.

Many other contextual factors such as: the school budget; illiterate and semi-literate parents; cultural factors; the language of instruction; staff complement in different school especially in regard to governing body employed educators; support staff and professional coaches; poverty; HIV/AIDS orphans; child-headed homes; unemployment; etc. were raised.

To conclude, some contextual factors appear to be school specific and they have a major impact on the educators' performance as well as the educators' perceptions on accountability.

The findings of the interviews were further explored in the IQMS Survey Research, Section B, Questions 13 and 14. The aim in question 14 was to

rank a list of contextual factors in order to identify the ones that were seen as most important in affecting the educators' performance and accountability.

4.3 AIMS AND OBJECTIVES OF IQMS FROM EDUCATORS' PERSPECTIVES

All interviewees reflected on their understanding of the aims and objectives of the IQMS as well as the DoEs aims and objectives. Educators expressed their views on the main aims and objectives, what they perceived the DoEs views to be and lastly educators were asked to elaborate on their experiences of other purposes of IQMS, as expressed in the IQMS training manual which accompanied the policy document, ELRC Collective Agreement 8 of 2003.

4.3.1 EDUCATORS MAIN AIMS AND OBJECTIVES OF IQMS

Salary progression or monetary rewards, followed by limited development were indicated by educators interviewed as educators' perceptions of the aims and objectives of the IQMS.

4.3.1.1 Monetary rewards

More than half of the interviewees expressed the concern that many educators saw the main objective as being salary progression, and used the IQMS as a means of enriching themselves. Educator H indicated:

> *There's a monetary thing attached to it, people want to get the score, to get the 1% or the 3% (salary progression). They don't see the process as educator development. It's forced compliance with the process.*

4.3.1.2 Development

Although most of the educators were aware that one of the objectives is development of educators, some negativity was expressed as educators believe that they are not receiving the development that is needed. Educator F elaborated on this by indicating that:

> *It is suppose to be developmental. But I haven't been developed according to my needs, which came from the IQMS.*

It appears as if educators do not seem to share common aims or objectives of the IQMS.

4.3.2 IQMS AIMS AND OBJECTIVES OF THE DoE

The views expressed by the interviewees were that the IQMS aims and objectives of the DoE were: to hold educators accountable; to get people to work; for compliance; as a big stick to punish non-compliance and for policing. Some educators elaborated on this as follows:

> *The department uses IQMS to get people who haven't being working to work, to meet the minimum requirements, but many schools have defeated that purpose… a lot of them do not even go through the process of evaluation (and) at other schools the Principal uses it as a big stick.* (Educator A)

> *The DoE wants to make sure the system is fully and correctly implemented. They are typical bureaucrats. The (IQMS) system had been accepted, embraced and the unions signed it off, so they need to see that it happens. It's an exercise, going through the motions in a sense.* (Educator B)

I don't think that the department has a development focus, their focus is policing. For example if the paperwork is in order then they assume that development has taken place. (Educator F)

From opinions expressed, the aims and objectives of the IQMS are seen in a very negative light by educators.

4.3.3 OTHER PURPOSES OF IQMS AS EXPRESSED IN POLICY

Four purposes of the IQMS are expressed in the training manual that accompanied the ELRC Collective Agreement 8 of 2003. The purposes can be summarised as development, accountability, school effectiveness and performance evaluation.

Educators were requested to express their views of IQMS, based on their experience and observation of each of purposes.

4.3.3.1 School effectiveness as an objective of IQMS

A concern was raised by 80% of the interviewees in terms of the school effectiveness. WSE was seen by policy designers as the instrument which can lead to improved school effectiveness. Educators A and G indicated that it was a useful exercise as it can make the school look at nine focus areas, where it was accomplishing and where it was not. Educator B disagreed and stated:

Actually, WSE is a little problematical. There is repetition of the IQMS process to a great degree and again it becomes a big paper chase. I am not a big fan of WSE. I have embraced the IQMS system and obviously the WSE is a valid component but there is duplication and repetition.

4.3.3.2 Performance Evaluation as an objective of IQMS

The last purpose mentioned in the guidelines document is performance evaluation or the measurement of performance for salary progression and for rewards. This objective was seen by most of the educators as the one that is being prioritised by educators. Many of the educators were strongly in favour of performance evaluation in that they believe that the hard work of an educator should be acknowledged by salary rewards. Educator A stated that:

> *There are many teachers who go the extra mile and give their time and their effort. They should be rewarded for that. ...*(but)... *We need something that is totally unique to our circumstances (since) we work in different environments. It must be tailor made for our schools.*

However, many felt that the current system was not a fair system and that 1% of the current basic salary as progression was insufficient, while other educators were strongly opposed to the system of measuring educators' performance since it resulted in a number of unintended consequences.

Educators E and G elaborated by stating that:

> *The issue of measuring how teachers do their work is controversial because of contextual factors. You find that IQMS is demanding something that does not exist in a particular context and then a teacher has to be measured according to that* (Educator E); and

> *I do not believe measuring (educator performance) makes it any better. You know the story of the pig? You do not fatten the pig by weighing it. You fatten the pig by feeding it. If you feed the teachers with the necessarily skills; then the learner performance will improve.*(Educator G)

To conclude, educators who were interviewed expressed very different views on the aims and objectives of the IQMS. In the IQMS Survey research, Section C, Questions 15 to 20, explored educators' perceptions on the aims and objectives of the IQMS.

4.4 IQMS SUCCESSES

The interviews revealed that limited IQMS successes were experienced or observed by educators. However, three successes were highlighted, namely, an improvement in the culture of teaching and learning, development for some educators and accountability.

4.4.1 IQMS AND THE CULTURE OF TEACHING AND LEARNING

Educator E expressed the successes as follows:

> *The coming of IQMS, sensitised teachers about their profession….*
> *… (Township named) has a culture of strife and at one time there was no culture of learning and teaching at most schools. … The DoE was able to use it as a tool to control both teachers and the learners. . I believe that in most schools, teachers have changed. So for me, IQMS is key, it has brought changes.*

4.4.2 IQMS AND THE DEVELOPMENT OF EDUCATORS

There was no agreement on development of educators, but Educator B said:

> *Some educators have benefitted from the courses that they have attended ….. teachers are aware that there must be teaching and learning.*

4.4.3 IQMS AND ACCOUNTABILITY FOR PERFORMANCE

A limited success has been educator accountability attached to performance. Educator E elaborated on this as follows:

> *It has brought about some accountability and sensitised people to performance management, but we are not there as yet.*

IQMS successes, challenges and unintended consequences that have arisen as a result of IQMS implementation were further explored in the IQMS Survey Research, Section D, Questions 21 to 26**.**

4.5 IQMS CHALLENGES

As educators elaborate on the challenges that they experience and have observed a number of different challenges were elaborated on. The challenges mentioned are described in four categories of perceived challenges, namely: IQMS policy design challenges; IQMS implementation challenges; other challenges and unintended consequences of IQMS policy implementation.

4.5.1 IQMS POLICY DESIGN AND IMPLEMENTATION CHALLENGES

All the educators interviewed have experienced many challenges in the IQMS policy design and with the implementation of the IQMS policy at their schools. A number of different issues were raised and the most significant findings are presented below.

4.5.1.1 IQMS and self evaluation

Educators interviewed were unanimous in agreeing that many educators do not evaluate themselves objectively and some even mentioned that some

educators were dishonest in their scoring. Educators H and A elaborated on this as follows:

> *Educators think that they have worked extremely hard but they cannot see the broader picture. Some teachers have ego's that are too high! Some aren't open to development – they might be scared to admit that they don't know how to do something, because it might indicate that they are not good teachers;* (Educator H) and

> *One of the performance standards is about (performing) extra-mural activities and a teacher scores herself a 3 (which is good) and you know for a fact, that teacher never, ever does any extra-mural activities.* (Educator A)

4.5.1.2 Peer evaluation in IQMS

There was no agreement on the value of peer evaluation. Educators F, G and H agreed that peer evaluation was necessary and useful while the other educators had reservations. Educator A felt strongly about peer evaluation and explained:

> *Personally, peer evaluation for me is a farce because (if) you're my friend, you are going to try and convince my senior that the way I'm doing things is right irrespective of how wrong I am. Furthermore, (sometimes) the peer does not know more than the educator and does not have the time, resources or power to do development.*

Some reservations were stressed by Educators B and G who stated that:

> *Peer evaluation can work if people are brutally honest, no buddy-buddy system. Furthermore, the peer must be acquainted with your learning*

area, especially in a high school;. (Educator B) and

I don't believe its right for colleagues to judge one another – that is not developing collegiality. Collaboration is a 21st century skill. We are developing a skill for the factory age – the 19th century – with a supervisor and now we're in our democratic society, nodded at a democracy by having a peer involved, and it's not authentic. (Educator G)

4.5.1.3 Classroom Observation

This is a contentious issue and educators expressed diverse views especially when one classroom visit is used for performance measurement. Educator A and G expressed the following views.

Teachers need to be managed, they too need to have somebody to observe them giving a lesson but some educators feel very intimidated and uncomfortable and some people see IQMS as a very intrusive way of evaluating them. (Educator A)

Many educators were against a single visit. Educator G elaborated as follows:

You can't judge a teacher's performance on a single classroom visit yet teachers do want feedback. They probably participate in the hope of getting some feedback. Though it's a formalized feedback session, I don't think it's authentic, because you have an artificial visit.

4.5.1.4 Monitoring of IQMS processes

Educators interviewed elaborated on the need for both the SMT and departmental officials to monitor the IQMS processes at schools. They agreed that insufficient monitoring was being done at both school and district level.

Educator B indicated that principals should not teach, they should only manage schools and Educator G added that the district should monitor all processes in a consistent way and establish a relationship built on trust. Educator F agreed and added:

> *The WSE looks at the SIP and the target dates but there must be some monitoring. The SIP looks good on paper and is sent in, but you never hear or see programs working for improvement. They don't go back to it; it's just like window-dressing.* (Educator F)

In these quotes, three different kinds of monitoring is indicated namely: monitoring of internal IQMS processes at school by the Principal and SMT; external monitoring by the District and the monitoring of development. Although some educators have expressed a need for better monitoring, others have associated more monitoring with unintended consequences such as: an increase in paper work; window dressing and more time consumed on performance management, when there are other, more critical issues to address.

4.5.1.5 Moderation of IQMS scores

All the interviewees agreed that moderation of scores was necessary. Different reasons were given by Educators B and G. These are:

> *Moderation is absolutely essential. In some schools educators score themselves extremely high. Some educators refer to the rating guide and others do not. Moderation must be done both internally and externally. The SMT should do the moderation.* (Educator B)

I think that any scores should be moderated because of favouritism, nepotism and things like that. If they bring in moderation then we can at least check the standards. It will bring in a standard and we'll be on equal footing. (Educator G)

Additional views on moderation were that Educator E felt that the environment and the context of where the school is situated must be considered and Educator A felt that the SMT should moderate, since they know the staff as well as the contextual factors prevalent in the schooling environment.

The IQMS policy design and the method of implementation have resulted in a number of challenges for educators, schools and the DoE.

4.5.2 THE GREATEST IQMS CHALLENGES

When requested to elaborate on the greatest IQMS challenge that they experience or observe, a variety of challenges were noted. Educator A stated that it was time; Educator C the once-off class visit, monitoring and moderation, Educator E mentioned school management in township schools and Educator F expressed the view that:

It is cumbersome. We are under-trained that is why we are fumbling. Everyone is doing their own thing. The challenge is that there's no uniformity and it comes right from National….. I know what they want, I know how to get it and the evidence is there, so they can't question it.

4.5.3 OTHER IQMS CHALLENGES

Other IQMS challenges experienced and observed by interviewees were explained. The most common or significant findings are presented.

4.5.3.1 Training on the IQMS policy

Concern was expressed about the initial training on the IQMS policy by the majority of the interviewees. Educators indicated that: there was no advocacy; and training was uneven and inadequate. Furthermore Educator F stated that the 52 page performance standards rating guide, which was developed and introduced after the initial training, was causing a lot of problems since there is no guide or directive to explain it.

4.5.3.2 OBE, NCS and IQMS implementation

Educator B expressed the following concern:

> *I feel that OBE was a political decision. We were suddenly teaching knowledge, skills, values and attitudes but children were not being taught reading. Then came the monster of assessment and everybody was making sure files were in order but effective teaching was not taking place. All this has had a negative impact on learners' performance and IQMS implementation.*

We need to learn from the past. Educator H elaborated as follows:

> *If they had considered the educators' voice in 1996 when OBE was introduced, we would have fewer illiterate people today. Linda Chisholm was one of the people who advised them about ignoring the educator, now ten years later, we have this nightmare because now we realize that there are more people that are illiterate.*

4.5.3.3 School specific challenges that impact on IQMS

Most schools have specific challenges. Some educators elaborated:

We have chronic absenteeism and on one bad day out of the fifteen educators we have on our staff, five may be absent. This is a problem in terms of being able to do what you had intended to do for the day. Furthermore, late coming and teachers not being in their classes are not taken up as issues in the IQMS. (Educator B)

Educators B, F and H were most vocal on subjectivity, human relations and culture of the school. They identified conflict, subjectivity or favouritism, trust and the culture of the school, as some of the challenges experienced at their schools.

4.5.3.4 District support

Educators expressed their concerns that schools are not supported as they should be. Educator B was concerned that:

Department officials that are suppose to come out to the schools to give guidance, assistance and support, don't do it. They think that they can manage their schools through the IQMS. They need to do more, be more active and be more present in the school themselves, especially many Institution Development and Support Officer (IDSO)s, they're not visible.

4.5.3.5 Union involvement in education

Some of the educators were in favour of union involvement in education and experienced it positively, while others did not. Educators F and E maintained:

Teachers' unions do not represent the educators' voice. All cannot attend conferences and members don't go to meetings. One educator union is political. They drive certain issues. (Educator F); and

(Some) Unions are killing the morale of hardworking individuals. Unions are fighting for employment of their members, who are not committed to education. They are accountable to their unions more than to the employer. Some unions continue to influence educators as to what they should do. Their views: that schools are not to be visited; or HoDs should not visit classes, influence many educator. (Educator E)

It is interesting to note that many of the challenges raised by educators are as a result of IQMS policy design, implementation and contextual factors.

4.5.4 UNINTENDED CONSEQUENCES OF IQMS IMPLEMENTATION

Some of these challenges have come about as a result of unintended consequences of IQMS implementation. Performance management systems may have consequences which are not planned for, but which arise as people implement or become more acquainted with a certain policy. They may also be loopholes in the policy which are exploited.

The data gathered in the interviews revealed that many unintended consequences, not as part of the policy design but as a result of policy implementation, have arisen. They are multifaceted and diverse, as reflected in the discussion below.

4.5.4.1 An increase in paperwork and time required

Many of the educators raised the increase in paperwork and time needed for IQMS implementation as serious challenges. Some educators explained that:

The effect of IQMS on the school is negative because the paperwork is a problem. Not only are you bombarded with paperwork for the learners,

you've now got to do paperwork for IQMS, which is a lot of work. In addition, time and the paperwork doesn't allow one to reach poorly performing children, even if one has the ability. Time required (to implement IQMS) is one of the greatest problems. (Educator A)

In support of this view, Educator B indicated that:

Paperwork and time are huge problems. There is an inordinate amount of paperwork with Master files, educator files, minutes of meetings, evaluation forms and a 52 rating guide which every educator must have. This is typical of bureaucracy. Paperwork is not a true reflection of what is really happening. …We are overwhelmed with the amount of paperwork.

4.5.4.2 IQMS is financially driven

Educator C expressed her concern that IQMS seems to be financially driven and this was supported by Educator E who indicated that:

Teachers are not seeing IQMS as something that is developmental. They only think about money. So it seems as if money blinds good judgement.

4.5.4.3 Educators are anti-IQMS

The view of Educator H was that he was not against accountability but:

I do not believe that the IQMS system…that gives a number to teachers' performance is of any value whatsoever, and it's out of place in this day and age. The IQMS process is not working. It has not improved the quality of education. It's a patriarchal, hierarchical, non-professional, non-collaborative, process. So, I'm dead against it.

This view was supported by Educator A, who stated that in her experience:

> *A lot of the teachers are very anti-IQMS. They're negative about it. They see it as an annual inspection, since they have not changed their mindsets but are still in the old way of thinking.*

4.5.4.4 IQMS, compliance and window dressing

Educators interviewed were in agreement that in many schools, educators implemented the IQMS policy for compliance and that window dressing was taking place. Often IQMS was seen as an event and not as a year long process. Educator C expressed the view that:

> *It is just window dressing, especially that one classroom visit which is near perfect. IQMS should be an ongoing process. It shouldn't be a once off thing.*

4.5.4.5 IQMS as an unfair process

Many of the interviewees expressed the opinion that IQMS was not a fair process. The reasons that were explained differed. Educator A noted the loopholes that exist in the policy, Educator B stated that it could be fair, if people have honesty and integrity and are open, but it can be very unfair, if there is intimidation, while Educator E stated that it was unfair to educators in certain schools, where the environment was not conducive to teaching and learning.

The findings of the interviews were further explored in the IQMS Survey Research, Section D, Question 27 in which educators were requested to rank

a list of the most observable unintended consequences based on their experience and observation.

4.6 IQMS RECOMMENDATIONS MADE BY EDUCATORS

A great number of recommendations were made on the IQMS by the educators who were interviewed. These were based on their experiences and personal observations of the IQMS implementation. The main findings have been captured under five headings. These are recommendations for: IQMS policy improvement or replacement; IQMS policy review, improvement of IQMS policy design; improvement of IQMS implementation and other recommendations.

4.6.1 IQMS POLICY IMPROVEMENT OR REPLACEMENT

Of great interest is the fact that despite the many challenges experienced and observed in IQMS and the unintended consequences of IQMS implementation, when interviewees were asked whether they believed that the IQMS policy should be discontinued and replaced with another policy or reviewed and retained, only Educator E requested policy replacement, while the other educators stated that the IQMS policy needed to be reviewed and retained since policy improvement was possible.

4.6.1.1 Policy Replacement

Educator E motivated for self-managing schools and policy replacement by stating that:

> *Performance management systems must be school specific! Each school is unique and performance management must be tailored to that specific school. Every school should be given the right to look at their own*

circumstances, to look at the problems that they face in their environment and then to choose the right instrument. (Educator E)

4.6.2 IQMS POLICY REVIEW

The majority of the interviewees felt that there was room for policy improvement through policy review and revision. Educator B stated:

> *It has to be refined, restructured and reviewed. It needs to be user-friendly. We need some very strong monitoring systems in place to ensure that educators deliver. A number of things should go into performance management, like absenteeism; being at school regularly and being at school on time. Only then can you deliver at the level that you need to.*

Educator H concurred and stated that before systems are implemented, a scientific research project must be undertaken in every possible schooling environment. Educator E added that if IQMS was to be retained, it had to be made context specific.

4.6.3 IMPROVEMENT OF IQMS POLICY DESIGN

The collective responses gathered in this section highlighted the importance of consultation and involvement of educators in identifying areas that needed review and refinement.

4.6.3.1 Educator involvement

Educators agreed and expressed strong views about educator involvement.

Educators A and B indicated that input was needed from people on the ground for policy ownership and decision-making. Educators C, H and E added:

> *The educators' voice is important in IQMS evaluation or policy review since they are the people who are going to be directly affected by IQMS. They, therefore, need to be heard and properly informed on how the system is going to work.* (Educator C)

Educator H agreed and stated that:

> *Educators' voices are not coming through. Politicians make policies, but teachers on ground level are never asked what their thoughts are. Policies shouldn't be made in a top-down fashion.* (Educator H)

Educator E, cautioned government, by stating that:

> *We know that when people are not involved in decision making they tend to reject any intervention that you talk down, so educators need to be involved. As long as our government brings what they see as solutions to schools, things will not work out.*

4.6.3.2 De-link processes of Development, PM and WSE

Three of the eight interviewees felt that IQMS processes should be de-linked. Educator G stated that the link was the problem and Educator B elaborated:

> *De-link, one thing at a time, because at the moment. I don't think that the linking of PM, DA and IWSE has decreased paperwork. However, performance and development should be linked ….I can't see you*

improving on your performance without development taking place. (Educator B)

4.6.3.3 Class visits and peer evaluation

Recommendations were made by Educator C and E for class visits to be ongoing or at least quarterly, respectively. Educator H recommended that the class visitation be reviewed since, it is a once off visit and it disrupts the entire school. Educators A and B recommended that two seniors should evaluate an educator instead of a senior and a peer.

4.6.3.4 Review the scoring system in IQMS

It was strongly recommended that the scoring system be reviewed by ensuring that contextual factors were considered and that it could not be misinterpreted. No agreement was reached on whether a five point scale should be used.

4.6.3.5 Schools should be given money for staff development

Some of the educators recommended that schools be given money for development but others disagreed. Educator C motivated for this by stating:

Schools know where they are and they know their problems, so they can deal with their problems but the money must be controlled.

An alternate view was expressed by Educator F, who stated that:

I think that it is dangerous to give the money to the principal since he/she has his/her own idea of development. For example, if your principal is not

technologically inclined you won't get any development in that area. (Educator F)

4.6.4 IMPROVEMENT OF IQMS IMPLEMENTATION

A number of recommendations were made by interviewees on how the IQMS implementation process could be improved**.**

4.6.4.1 Build capacity in schools

The notion that capacity building is essential for the smooth implementation of policy was echoed by all the interviewees.

Educators G, F, E and H suggested that the management of the school needs to be equipped with relevant knowledge and skills to solve problems experienced at school, to improve the effectiveness of the school and to promote quality teaching and learning. Courses such as staff management and conflict management courses were recommended.

Educator G urged the DoE to:

Capacitate school leaders, to coach, to mentor and to develop teachers, so that there's better performance of teachers and learners. Accountability must then lie with the school.

A recommendation and a request for better support from the district and curriculum specialists was made by a number of educators.

The collective responses gathered in this section highlighted the important role that the management plays with regard to driving the IQMS process at

schools. As leaders in the school, they need to lead by example; hence capacity building is essential for success. The Principal and SMT members need to build a high level of trust and credibility with regard to the implementation process of IQMS. The issue of focused retraining goes hand in hand with capacity building.

4.6.4.2 Focused retraining on IQMS

In order to implement a system like IQMS successfully, focused retraining or refresher training was recommended by many of the interviewees. In particular, retraining of the principals and SMT was called for by some interviewees. Expressions like “Retraining is definitely, definitely necessary” (Educator A) and “It should have been done yesterday! “ (Educator C), indicate the urgency expressed by some interviewees. However, training should be relevant and focused. Educator E elaborated on this:

> *I think that it is important to make sure that principals get the right kind of training to deal with the context in which they are, so that they can come back and provide good leadership and are able to deal with problems of that particular environment.*

4.6.4.3 Paperwork must be reduced

As discussed earlier, one of the unintended consequences of IQMS implementation is an increase in the paperwork required. This goes together with increased monitoring for quality implementation to avoid mere compliance to policy. Educator A made the following recommendation:

> *Electronic templates can be used by schools to try and minimize paperwork, but not all schools have computers. But, if they are available, it can cut down on paperwork.*

The interviewees were in agreement that the amount of paperwork needs to be reduced.

4.6.4.4 Greater recognition of contextual factors

The interviewees agreed and Educator A put the issue of the recognition of contextual factors most clearly across when she indicated that:

> *Contextual factors should be provided for when it comes to the performance that affects the teaching and learning process of educators in different schools. I think that's where the department should actually step in more than ever, to see how can they help the school to fix up those contextual factors because sometimes the schools are not financially able to address contextual factors themselves. We need the GDE to do that for us.*

Similarly, Educator E stated that the matter was urgent as it impacted on educator morale, effective teaching and learning and the provision of quality education.

4.6.5 OTHER IQMS RECOMMENDATIONS

A number of other recommendations were made by interviewees.

4.6.5.1 Improve staff complement

Some of the interviewees felt that school effectiveness as a purpose of IQMS would improve along with an improvement of teaching and learning if the staff complement was improved. Educator A explained this clearly by stating:

Bring back support teachers, like your remedial teacher on the staff establishments, and support structures, like adaptation classes,. so that it takes the pressure off the ordinary class teacher. (Educator A)

The above statement by Educator A captures the frustration experienced by educators who are confronted with: large classes and learners with social, learning or language barriers. Some educators feel that they cannot cope, given the contextual nature of the schooling environment.

4.6.5.2 Change mind-sets

Both educators E and F recommended that a change of mindset was needed. Since if you change behaviour of all stakeholders, you can influence and improve the quality of education. Educator E recommended that educator forums need to be established and Educator H stated that:

We need to change the mindset of our teachers. Teaching is a calling not a job. It is our responsibility to ensure that we have an educated population.

4.6.5.3 Union involvement in education

One recommendation that was clearly expressed was the positive role that unions can play in education. Educator G expressed this as follows:

I think unions need to play a very important role as far as performance of educators is concerned. They need to make it clear to educators, what their roles and responsibilities, as professional people, are and (they should) not tolerate, within their own union, people who are being unprofessional. They should be kicked out of the union! Furthermore

development courses in both subject matter, as well as, in pedagogical development, should be offered to members by their unions.(Educator G)

4.6.5.4 Research on Performance Management

Another recommendation came in the form of a call for additional research. Best practice needs to be identified and tailor-made to suit SA conditions. Educators B made a recommendation for a look at the New Zealand system in which "*the principal works online and identifies areas which need to be improved. The Minister of Education looks at the needs and they almost 'tailor-make' individual courses*"; and Educator H stated that "*in Singapore, politicians set the guidelines but schools are free to develop within themselves, come up with models and share them*".

4.7 CONCLUSION

This chapter discussed the broad themes or categories identified in the data gathered from the IQMS interviews conducted in the study on educators' perceptions of the IQMS. There was a difference in the perceptions of educators interviewed based on the specific schools from which they came as well as their experiences and observations of the IQMS implementation at their schools.

The findings of this chapter as well as the IQMS Survey Research are analysed and interpreted in Chapter Six.

CHAPTER FIVE: PRESENTATION OF QUANTITATIVE RESEARCH FINDINGS

5.1 INTRODUCTION

This chapter presents the findings of the IQMS Survey research. IQMS surveys were sent to 137 educators at schools in the JN district of GDE. Ninety-eight of these schools were Primary schools and thirty-nine were Secondary or Combined schools. Eighty-two IQMS surveys were returned. This represents a return rate of 59,9%.

A summary of the findings of the IQMS Survey Research has been included in Annexures D and E. Findings have been organised in sections, according to the research questions and the different sections of the IQMS Survey. These sections are:

1. Section A: General Information;
2. Section B: Educator Accountability;
3. Section C: Aims and Objectives of IQMS;
4. Section D: Successes, challenges and unintended consequences;
5. Section E: IQMS Recommendations.

5.2 SECTION A: GENERAL INFORMATION

This section dealt with biographical details of the respondents who completed the IQMS Survey. There were eight questions that related to the type of school the educators teach at, their post level, age, gender and experience. Findings are presented in Annexure D, Table A. Of interest are the following findings:

- Almost 65% (64.6%) of the educators teach at Primary schools;

- ❖ Over half (58.5%) of the educators come from schools regarded as previously disadvantaged;
- ❖ Although an equal number of educators were chosen per post level, mostly HoDs (34.1%) responded followed by Deputy Principals (29.3%), Post level 1 educators (23.1%) and Principals (11%);
- ❖ The majority of educators are female, so it makes sense that more females (72%) compared to males responded to the survey;
- ❖ Almost 80% (78.1%) of the educators are over the age of 40;
- ❖ Almost 80% (79.3%) of the educators have a qualification of REQV 14 (matric plus 4 years of training) or above;
- ❖ More than three-quarters of the respondents (75.6%) have 16 or more years of teaching experience with 54.9% being highly experienced and
- ❖ Over a quarter (25.6%) of the educators teach at schools which fall in quintile 5 (schools situated in high socio-economic area), followed by 22% in Quintile 3; 17.1% in Quintile 4 and 13.4% teach at Quintile 1 schools. These are schools that are situated in very poor, disadvantaged, socio-economic areas. Of interest is the finding, that 15% of the educators do not know in which quintile their school falls.

Based on these findings in Section A of the IQMS Survey, the researcher feels that the sample is fairly representative of the educators in the selected district.

5.3 SECTION B: EDUCATOR ACCOUNTABILITY

The most important findings of both the extent of educator accountability and contextual factors are presented. A summary of all the findings of the IQMS Survey research are presented in Annexure D, Table B.

5.3.1 THE EXTENT OF EDUCATOR ACCOUNTABILITY

Findings are based on responses from questions 9 to13.

Some of the most important findings on educators' perceptions on the extent of educator accountability are:

- There is a general agreement by educators, since over 90% (90.2%) agree, and almost two thirds (64.6%) of these educators strongly agree, that educators should be held responsible and accountable for their performance and their work;
- Surprisingly almost all (96.3%) educators agree and 63.4% of these educators strongly agree that the performance of educators should be measured and rewarded. No educators strongly disagree;
- A large majority (82.9%) of educators believe that they must be held accountable for learners' performance and achievement and over a quarter (25.6%) strongly agree, but almost 15% (14.6%) disagree;
- Educators must be held accountable for the performance of the school. This is the view of over 80% (84.1%) of educators and over a fifth (20.7%) of these educators strongly agree; and
- The highest percentage recorded in this section, namely 96.3% of educators agree and almost 40% (39%) of these educators strongly agree that contextual factors must be considered in holding educators accountable.

A graphical presentation, found in Annexure E – Figure 3, illustrates the findings of the percentage of educators who agree on educator accountability and the role of contextual factors. This graph gives a good visual comparison of the findings on educator accountability.

5.3.2 MOST IMPORTANT CONTEXTUAL FACTORS

Unfortunately, Question 14 of the IQMS Survey was misinterpreted by some educators. Of the 82 educators, 42 (51%) answered the question correctly.

The responses to contextual factors, Question 14 of the IQMS Survey can be divided into two types.

Firstly, those respondents who interpreted and answered the question correctly will be called Group A, and those that did not, will be called Group B. The findings for Groups A and B are attached as: Annexure D, Tables C and D respectively and in Annexure E: Figure 4.

The difference between the two groups is that Group A ranked the contextual factors by considering the entire list and then comparatively listing the contextual factors, whereas Group B ranked each contextual factor individually based on its perceived importance. Both sets of data were then analysed separated. The total number of responses for each contextual factor was calculated summatively, from the number of responses ranked as one to the number of responses ranked as six, to calculate the contextual factors that were ranked the highest by educators. Totals were converted to percentages so that a comparison, based on ranking by educators, could be made.

5.3.2.1 Group A: Research findings on Contextual Factors

According to the ranking above, educators considered the SIX most important contextual factors as social problems (95%); large classes (83%); home language of learners (79%); poverty (71%): OBE, NCS training (62%) and human relationships (50%). Contextual factors ranked of less important by educators are: unemployment, HIV/AIDS, poor training on IQMS, youth culture, political factors and other unspecified contextual factors.

5.3.2.2 Group B: Research findings on Contextual Factors

According to the ranking above, educators considered the SIX most important contextual factors as social problems (89%); large classes (84%); home

language of learners (77%); OBE, NCS training (74%); poverty (71%): and human relationships (64%).

Despite the different way in which both groups interpreted and ranked the contextual factors, what clearly emerged is that the six most important contextual factors were the same. Other contextual factors such as HIV/AIDS; unemployment; political factors; youth culture; poor training on IQMS and other unspecified factors appeared to be less important. An interpretation will be presented in Chapter Six.

5.4 SECTION C: AIMS AND OBJECTIVES OF IQMS

AIMS AND OBJECTIVES OF IQMS

The IQMS Section C, questions 15 to 20, allowed the respondents to explore their perceptions of the aims and objectives of the IQMS, as well as issues related to these aims and objectives. The IQMS Survey Research findings according to educators' responses on the aims and objectives of the IQMS are presented in Annexure D, Table B. The responses have been converted to percentages for better understanding and comparison purposes.

Some of the most interesting findings are presented below:

- There is no agreement since 46.3% of the educators agree and 40,3% disagree that the DoE, the Labour Unions and the educators have the same understanding of the aims and objectives for the IQMS;
- Over 80% (81.7%) of the educators agree, and over a quarter of these educators (28%) strongly agree, that the main aim of the IQMS is making sure that educators provide quality education to all learners;

- ❖ More than a half (51.2%) of the educators disagree that the main aim of the IQMS is for salary progression. However over a third (36.5%) agree;
- ❖ Over 80% (84.2%) of educators agree that the main aim of IQMS is development of educators;
- ❖ Almost two thirds (61%) of the educators agree while only 15.9% of these educators strongly agree that the main part of the IQMS is the nine focus areas of the WSE. Of concern is that over a quarter (26.8%) of the educators disagree and almost 9% (8.5) don't know; and finally
- ❖ There is no clear agreement (51.3%) or disagreement (42.7%) by educators on whether all parts of the IQMS are equally important and are given equal attention at school.

A percentage graph of all the questions in Section C is presented in Annexure E, Figure 4, It clearly presents a picture that indicates the attitudes for comparative purposes. It shows that the main aim of IQMS is seen as development and this is very closely followed by that of providing quality education to learners, while the aim of salary progression stands in sharp contrast to the other aims. In Chapter six, these findings will be interpreted.

5.5 SECTION D: SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES OF IQMS

The IQMS Survey research has highlighted a few IQMS successes, many challenges, as well as many unintended consequences. The findings from Section D, Questions 21 to 26, of the IQMS Survey research are presented in Annexure D, Table B.

5.5.1 SUCCESSES AND CHALLENGES

Some of the most interesting findings are:

- ❖ Just over half the educators (52.5%) who responded disagree while over a third (34.1%) agree, that the IQMS has improved the quality of teaching and learning in schools, while over a tenth (12.2%) don't know;
- ❖ Educators were divided on whether or not the main challenge is that IQMS is not properly managed by the Principal, SMT and SDT in schools, since 46.4% of the educators disagree with the statement, while 41.4% agree and 11% indicated that they don't know;
- ❖ There is no clear agreement amongst respondents on whether IQMS is seen as a once off event for salary purposes and not as a year long developmental process, since equal numbers of educators (46.3%) agree and disagree, while 6.1% don't know or are undecided;
- ❖ Development that educators received is seen by two-thirds (67.2%) of the educators as having had an impact on their teaching and on the learners' performance, however 22% of the educators disagree, 11% don't know and no one strongly disagreed;
- ❖ Exactly half the respondents believe that peer evaluation should NOT be replaced with SMT evaluation while almost 40% (39%) believe that it should and more than 10% (11%) are undecided, don't know or don't want to commit themselves; and finally
- ❖ Although almost half (48.8%) the respondents agree that the opinion of Educator Labour Unions reflect the educators' voice in both policy formulation and evaluation, over a quarter (28%) disagree. Of concern is that over 20% (23.2%) of the educators don't know.

A percentage graph of educators who agree on the successes and challenges experienced during the IQMS implementation is presented in Annexure E, Figure 5. The findings will be interpreted in the chapter six.

5.5.2 MOST OBSERVABLE UNINTENDED CONSEQUENCES

Unfortunately, Question 27 of the IQMS Survey was misinterpreted by some

respondents. Of the 82 respondents, 42 (51%) answered the question correctly. The responses to unintended consequences, Question 27 of the IQMS Survey can be divided into two types.

Firstly, those respondents who interpreted and answered the question correctly, will be called group C, and those that did not, will be called Group D. The findings for Groups C and D are attached as: Annexure D, Tables E and F respectively and in Annexure E, Figure 7.

The difference between the two groups is that Group C ranked the unintended consequences by considering the entire list and then comparatively listing the unintended consequences, whereas Group D ranked each contextual factor individually. Both sets of data were analysed separated. The total number of responses for each unintended consequence was calculated summatively from the number of responses ranked as one to the number of responses ranked as six, to calculate the most observable unintended consequences ranked the six highest by educators. These totals were then converted to percentages so that a comparison, based on how they were ranked by educators, could be made.

5.5.2.1 Group C Unintended Consequences of IQMS

The SIX most observable unintended consequences as excessive paperwork (98%); time consuming (85%); increased workload (80%); window dressing (73%); teacher burnout (63%) and increased low educator morale (60%). Less observable unintended consequences perceived by educators are: development with no impact; a chase after monetary rewards; staff conflict; competition amongst staff members; grievances and other unspecified factors.

5.5.2.2 Group D Unintended Consequences of IQMS

The SIX most observable unintended consequences as excessive paperwork

(97%); time consuming (85%); increased workload (84%); window dressing (76%); teacher burnout (70%) and increased low educator morale (63%). Less observable unintended consequences perceived by educators are: development with no impact; staff conflict; a chase after monetary rewards; competition amongst staff members; grievances and other unspecified factors.

Despite the different ways in which both groups ranked the unintended consequences, the six most observable unintended consequences, mentioned above are exactly the same. An interpretation will be presented in Chapter Six.

5.6 SECTION E: IQMS RECOMMENDATIONS

This section of the IQMS Survey research, Questions 28 to 40, required responses to more detailed recommendations. The findings are presented in Annexure D, Table B. The most important findings on recommendations for IQMS are:

- Although just over half the educators (51.2%) agree, almost a fifth (17.1%) of the educators disagree, that salary progression should be linked to development or CPTD points as proposed by SACE. Of concern is that, more than a quarter (28%) of the educators don't know;
- A small majority (57.3%) of educators agree that PM, Development and WSE should be de-linked into separate policies, but approximately a third (30.5%) of the educators disagree and about a tenth (9.8%) don't know or are undecided;
- Although almost two-thirds (61%) of the educators agree that the IQMS should be reviewed and retained, only 15.9 % strongly agree while over a third (34.1%) of the educators disagree;
- Of interest is that almost half the educators (48.8%) agree, with almost 20% (19.5%) of these educators strongly agreeing, that the IQMS

should be discontinued and replaced with another system. However, more than a third (35.3%) of the educators disagree and over 10% (13.4%) don't know, are afraid to commit themselves or are undecided;

- Approximately two-thirds (68.3%) of the educators agree, and almost a quarter (24.4%) of these educators strongly agree, that observation visits in the classroom should take place at least once a term. However, almost a third (30.4%) of the educators disagree;
- Almost 70% (69.6%) of the educators agree that the DSG should be the immediate senior with the option of also choosing a peer or another senior, while a fifth of the educators (20.7%) are opposed and disagree;
- On the question of whether specific refresher training of the Principal, SMT, the SDT, the DSG and all educators on IQMS is necessary, almost two-thirds (63.2%) of the educators agree, while almost a quarter (24.4%) of these educators strongly agree. However, over a quarter (29,3%) of the educators disagree;
- More than three quarters (78.3%) of the educators agree, while over a quarter (25.6%) of these educators strongly agree, that the staff should all be trained on WSE;
- Almost all the educators (93.7%) agree and more than half (53.7%) of the educators strongly agree, that the schools should receive money to develop the staff according to the contextual needs of the school;
- Almost two-thirds (63.4%) of the educators disagree, and over a quarter (25.6%) of these educators strongly disagree, while over a quarter (25.6%) agree, that the IQMS should be replaced with an external performance management system. However, almost 10% (9,8%) of the educators don't know or are undecided;
- There is no clear agreement since half the educators disagreed, while 42.6% agreed, that public schools should be self managing, with the Principal and the SMT doing performance management for educators and determining educators' salary progression and rewards;

- ❖ Almost all the educators (96.4%) agreed and over sixty percent (61%) of these educators strongly agreed, that if a new policy for performance management for educators is introduced, it must first be piloted and evaluated before being implemented in schools; and finally
- ❖ There is overwhelming agreement (98.8%) by educators with more than half (56.1%) of these educators strongly agreeing, that if a new policy for performance management for educators is introduced, meaningful advocacy should be done before quality training is conducted for all educators, district officials and stakeholders.

For clarity and comparative purposes, a percentage graph is included in Annexure E, Figure 6. This indicates the level of agreement and strong agreement that educators have indicated according to their perceptions. The findings will be interpreted in chapter six.

5.7 CONCLUSION

The findings presented of the IQMS Survey research proved to be interesting and informative. They indicate the educators' perceptions on accountability and the most important contextual factors, IQMS aims and objectives, successes and challenges of IQMS implementation, the most observable unintended consequences, that have arisen as a result of IQMS implementation and recommendations based on their experiences and observations.

These findings, together with that of the qualitative research findings, presented in chapter four and the literature review presented in chapter two, will be interpreted in chapter six.

CHAPTER SIX: ANALYSIS AND INTERPRETATION OF MIXED METHODS RESEARCH

6.1 INTRODUCTION

This chapter presents an analysis and interpretation of both the qualitative interviews and quantitative IQMS Survey research findings on Educators' perceptions of the IQMS. The findings were analysed and interpreted in conjunction with the relevant literature review discussed in chapter two.

The reflection on educators' perceptions of the IQMS will be organised in terms of the following themes and consistent with the research questions. The themes are:

- Educator accountability;
- Contextual factors;
- IQMS aims and objectives;
- IQMS successes and challenges and
- IQMS recommendations.

6.2 EDUCATOR ACCOUNTABILITY

This section describes educators' perceptions on educator accountability for their own performance, the learners' performance, the performance of the school and performance measurement. Interesting findings and contextual factors that affect educator accountability are also presented.

6.2.1 ACCOUNTABILITY FOR EDUCATORS' PERFORMANCE

The study revealed that educators believe that the performance of educators should be managed and that they should be accountable for their own

performance. There is very strong agreement since over ninety percent of educators agreed that they need to be accountable for their own performance.

This finding is in line with NPM and international discourses on accountability that have migrated to SA. (Weber.2005:70)

It is pleasing to note that the educators and the DoE agree that educators need to be accountable for their own performance. From the literature review, however, the belief of some labour unions that development should come before accountability, is problematic, since it creates a circular scenario, in which either the educators (or the Labour Unions) will blame the DoE for no development, or the DoE will blame educators for not being accountable for their performance.

6.2.2 ACCOUNTABILITY FOR THE LEARNERS' PERFORMANCE

The findings indicate that although the idea of educator accountability is growing in education, as educators become more aware of their responsibility towards learners, there are other contextual factors present in schools, which educators have no control of, and which are discouraging educators from assuming accountability for learners' performance and achievement.

6.2.3 ACCOUNTABILITY FOR THE PERFORMANCE OF THE SCHOOL

There is a high acceptance, by educators, of accountability for the performance of the school. This bodes well for the future and indicates that many educators are still passionate about their work and believe that education is the key to success and to a bright future for all learners.

However, one unintended consequence that has arisen as a result of

secondary schools focusing exclusively on senior certificate results, is that learners who are unable to achieve, or learners with barriers to learning, are disadvantaged and there is a high failure or drop out rate of learners from grades nine to eleven. Some under-achieving learners are encouraged to become private candidates for the senior certificate examination. This is done in some schools in order to show an improvement in the senior certificate examination results. The performance and achievements of learners at primary schools are not regarded as being of great importance.

6.2.4 ACCOUNTABILITY AND PERFORMANCE MEASUREMENT

The finding that almost all educators agree, that the performance of educators should be measured and rewarded, indicates that educators want recognition for their outstanding work. This is further indicated by the finding that over two-thirds of the respondents strongly agree that educators' performance should be measured and rewarded.

It is also interesting to note the strong agreement that exists between educators' accountability for their own performance and performance measurement and reward. This indicates that educators are prepared to work hard, on condition that their efforts are acknowledged and rewarded. However, Govender (2007) cautions that this issue is contentious with both advantages and disadvantages.

6.2.5 INTERESTING FINDINGS ABOUT ACCOUNTABILITY

- Comparatively speaking, educators' perceptions on IQMS and educator accountability, although high, decreases from agreement on accountability for their own performance; to the performance of the school and lastly to the learners' performance. This implies that although educators are prepared to take responsibility for their own

performance, they are less inclined to accept responsibility for the performance of the school or for their learners' performance, since there should be joint responsibility and contextual factors come into play;

- ❖ The percentage graph indicates strong agreement that educators want their performance to be measured and rewarded. This is in line with accountability and NPM.
- ❖ Educators strongly agree, that contextual factors impact on educator performance and must be considered in holding educators accountable.

The responses by the interviewees were confirmed by the IQMS Survey Research on educator accountability. Both show a high agreement on accountability and this fact can be used to improve the quality of education in SA, despite the controversial nature of educator accountability for learners' performance due to disparities and contextual factors still present in schools.

6.2.6 ACCOUNTABILITY AND CONTEXTUAL FACTORS

It is evident that in the schooling environment, PESTEL (political, economic, social, technologic, environmental and legislative) factors, become contextual factors that influence educators' performance, accountability, as well as and learners' performance and achievement.

Both the interviews and the IQMS Survey research highlighted the role that these factors play. The most important contextual factors that affect educator performance, as perceived by educators, are:

- ❖ Social problems are experienced. Due to the nature of our society with a high crime rate and other social ills, many learners come to school unable to concentrate, perform and learn. This has an impact on educator performance and learner achievement.

- ❖ Large class sizes are found in some schools since not all schools, in Gauteng, can afford to have governing body paid employees. Some schools experience large class sizes due to an influx of migrant workers from other provinces, as well as foreigners from neighbouring countries. This hampers effective teaching, learning and educator performance;
- ❖ The home language of learners is often a major problem since many learners come from different language backgrounds and some learners do not understand the main medium of instruction at a school. This is a very contentious and problematic area;
- ❖ OBE and NCS problems have resulted from rapid curriculum changes. Changes in terminology, assessment, learning areas, etc. have left some educators feel overwhelmed, stressed and their performance has been affected;
- ❖ Poverty and unemployment. These impact on learners either directly or indirectly. The current financial recession has further contributed to increased unemployment;
- ❖ Poor human relationships exist at some schools often due to poor leadership and school management;
- ❖ HIV and AIDS affect both educators and learners either directly or indirectly. The number of child-headed homes and HIV/AIDS orphans, has also increased. This impacts either directly or indirectly on teaching and learning and
- ❖ Other factors like political factors, youth culture and poor training on IQMS are not seen as contextual factors of major importance in GDE.

Many contextual factors that impact on educator performance are difficult to overcome and government and community involvement is required. Some contextual factors appear to be wide-spread while others, like absenteeism and late coming are school specific.

In conclusion, the role of contextual factors, especially in holding educators accountable for their own, the learners and the performance of the school must never be under-estimated. Allowances, to a greater extent than is currently observed in the IQMS, must be made, in order to accommodate these factors, while they are being addressed by government.

6.3 AIMS AND OBJECTIVES OF IQMS

The aims and objectives have been analysed and interpreted in terms of educators' perceptions on: shared understanding of the aims and objectives of the IQMS by the main policy stakeholders; the main aims and objectives of the IQMS and whether or not some aspects of IQMS are prioritised over others.

6.3.1 SHARED UNDERSTANDING

The IQMS is aimed at "enhancing and monitoring performance of the education system" (ELRC, 2003:1). There are five IQMS purposes namely: to identify specific needs for support and development; to provide support for continuous growth; to promote accountability; to monitor an institution's overall effectiveness and to evaluate an educator's performance (ELRC,2003:4).

Not specifically stated in the policy, but implied is the intention that the IQMS should improve the quality of education in our schools. This is implied, since by improving educators' performance and school effectiveness, the quality of education should improve.

Educators interviewed stated that they believe that the DoE, Labour Unions and educators did not have the same understanding of the aims and objectives of the IQMS. This finding concurs with current literature (De Clercq, 2008; SADTU, 2005 and Weber, 2005).

The survey findings indicate that educators are unsure whether or not there are shared aims and objectives by different stakeholders in the IQMS process, alternately, it can also indicate that educators do not know, or are not certain exactly what the DoEs and the Labour Unions objectives for IQMS are.

For a policy to be successfully implemented, the aims and objectives have to be very clear and accepted by all relevant stakeholders. Without the necessary 'buy-in' from educators, any performance management policy or system, will be unsuccessfully implemented.

6.3.2 THE MAIN AIMS OF THE IQMS

The findings have been analysed and interpreted in terms of development, accountability, performance evaluation and WSE or school effectiveness.

6.3.2.1 Development

The findings indicate that educators recognise development as one of the main purpose of IQMS. However, interviewees expressed discontent with the development received. This raises a question as to whether knowledge of what the main aims and objectives of the IQMS are, translates into action.

6.3.2.2 Accountability leading to quality education

As stated earlier, accountability is accepted by educators but great concern is still expressed about the quality of education in SA. In the SA context, not only behaviour change by educators and learners, but also the addressing of contextual factors is necessary for an improvement in the quality of education.

6.3.2.3 WSE leading to School Effectiveness

Educators who were Interviewed were divided about the importance and relevance of WSE, as an aim of IQMS. However, the quantitative IQMS survey, revealed that WSE is seen by two-thirds of the educators as an important aim of IQMS. This is a positive sign since if WSE is embraced, school effectiveness can improve and this may lead to an improvement in learning and teaching.

It appears as if a large percentage of educators have not understood or embraced WSE. This could be as a result of poor or no training on WSE, since only the SMT of a school was trained, with a hope that training on WSE would be cascaded to all staff members, but in many schools this did not happen.

6.3.2.4 Performance Evaluation or PM for salary progression or rewards,

Performance evaluation or the PM is conducted for salary progression and for rewards. If we triangulate the qualitative and quantitative research findings on this issue and compare them, then we see that the qualitative analysis indicates that educators prioritise salary progression, whereas the quantitative findings show few educators prioritise salary progression. It appears as if reality on the ground differs from theoretical knowledge. Educators may not want to be seen as having money as a priority, since many educators view education as a calling. PM is a controversial issue which requires research.

6.3.2.5 Equal prioritisation of different aspects of IQMS

Both research methods confirmed that not all aspects of IQMS were equally important or received the same attention at school. This concurs with what Weber (2005) states in the literature review.

6.4 SUCCESSES OF THE IQMS

The findings revealed that educators did not experience many successes due to IQMS implementation, however they did acknowledge that at certain schools there was an improvement in the culture of teaching and learning, development and accountability as IQMS sensitised educators about requirements in the twelve performance standards that are contained in the agreement.

6.5 IQMS CHALLENGES

The interpretation on IQMS challenges are presented as IQMS policy design challenges, implementation challenges, other challenges and unintended consequences of IQMS implementation.

6.5.1 IQMS POLICY DESIGN CHALLENGES

Challenges have been grouped together and presented as educator evaluation, labour union involvement in education and development linked to accountability for learners' performance.

6.5.1.1 Educator evaluation

This includes the design processes of self-evaluation, peer evaluation and classroom observation by a senior and a peer.

Self-evaluation is not being conducted objectively by some educators for a number of reasons. These include dishonesty, high egos, laziness, not being open to development, not embracing the concept of life-long learning, fear of

admitting incompetent, fear of repercussions, such as being charged with incapacity and fear of dismissal. Some educators have also not mastered the many changes that have taken place in education since 1994, such as OBE and NCS, while others fear that admitting to a lack of knowledge or skills will mean additional training for them, which is time consuming and furthermore, if educators need to be declared in excess, they will be the first to be identified for redeployment or even retrenchment.

Another factor is, given the disparities of teacher education prior to 1994, educators cannot be asked to rate themselves objectively and if peer evaluation or evaluation by an SMT member takes place, the influence of previous educational systems and educator training will affect current evaluation.

Peer evaluation, is a contentious issue. Some educators maintain that it is necessary for transparency, while other believe that it leads to subjective or false evaluations if friends are chosen as peers. Depending on the type of school, the management and the contextual factors at a school, it appears as if peer evaluation is either accepted or rejected.

Classroom observation by an immediate senior and a peer is the practice proposed in the IQMS policy. Educators' perceptions were influenced by environmental factors in the schooling environment. There is no agreement as to whether or not external evaluation should replace internal evaluation, it appears to depend on the culture of the school.

6.5.1.2 Education Labour Union involvement in Education

Another challenge perceived by educators is Labour Union involvement in education. The Education Labour Unions were instrumental in negotiating the

IQMS policy with the DoE in the ELRC. Educators observed that Labour Unions have a very strong influence on educators and on education.

Furthermore, the findings were not conclusive that education labour unions represent the educators' voice in policy formulation and evaluation. Almost a quarter of the educators indicated that they did not know. The GDE is a very unionized province and unions exert a very strong influence on education.

6.5.1.3 Development linked to accountability for learners' performance

The qualitative research findings on development indicated that educators believed that development was not being prioritised by the DoE and that it was only to a limited extent having an impact on teaching and learners' performance.

On analysing the findings of the IQMS Survey research, a different picture emerges as over sixty percent of educators agree that the development that educators received has had an impact on their teaching and on the learners' performance. Just over a third of educators either disagreed or did not know if there was an impact.

The difference in educator perceptions between the qualitative and quantitative research findings can be attributed to the different understanding about development received by educators. Training for all educators on OBE and NCS due to curriculum changes, have been labeled as development by some officials while according to the IQMS policy, development is seen more on an individual basis, according to an educator's individual needs.

6.5.2 IQMS IMPLEMENTATION CHALLENGES

Both the IQMS qualitative and quantitative research revealed that educators perceive a number of IQMS implementation challenges. These findings are grouped together and interpreted below.

6.5.2.1 IQMS not managed properly by the SMT

An analysis of the interviews indicates that there was a strong perception that in certain schools, the IQMS is not properly managed or implemented by the SMT. This finding once again indicates that often IQMS implementation challenges are school specific, in that some schools have better implementation, due to good leadership by the SMT while other schools do not.

6.5.2.2 IQMS implemented as event and not a process

The findings indicate that this issue also appears to be school specific, since educators were divided as to whether IQMS was seen mostly as an event or as a process. It appears to once again be dependent on the culture of the school or contextual factors present in the schooling environment.

6.5.2.3 Monitoring of IQMS processes

Findings indicate that insufficient monitoring by both the SMT and the departmental officials is being conducted. Educators identified the district officials, as the ones that need to monitor the process and to provide support not only on IQMS, or learning areas and subjects, but also in terms of WSE and school effectiveness.

Of concern to educators interviewed is that although documents like the SIP are submitted annually to the DoE, there is no follow up to ensure that progress is made and the nine focus areas are addressed. Hughes (1998) concurs that monitoring and evaluation are essential to any policy in order to identify challenges, unintended consequences and to measure policy impact.

Although some educators have expressed a need for better monitoring, others have associated more monitoring with unintended consequences such as an increase in paper work, window dressing and more time consumed on performance management when there are other, more critical issues to address.

6.5.2.4 Moderation of IQMS scores

Findings indicate that moderation of scores is necessary since many scores are inflated and unrelated to learner achievement or school performance. However, the research data indicates no agreement on whether internal or external moderation or both methods of moderation are necessary. Valuable arguments were presented for each case.

Educators stated that contextual factors should play a larger role in terms of moderation of scores, since many school were disadvantaged because of where they are situated and contextual factors, such as a lack of resources or large class sizes, that impact on educators' performance and on the scores that they receive when they are evaluated.

6.5.3 OTHER IQMS CHALLENGES

Some challenges are widespread while others are school specific. Many of the challenges have arisen as a result of PESTEL (political, economic, social,

technological, environmental and legislative) factors that may be present in the schooling environment. .Some of these challenges include poor training and advocacy on IQMS, no uniformity of implementation, mere compliance to policy, other developments in education, such as OBE and NCS, the 52 page rating guide used for IQMS and school specific challenges such as: absenteeism, human relations or school culture, conflict, subjectivity or favouritism and trust.

6.5.4 UNINTENDED CONSEQUENCES OF IQMS IMPLEMENTATION

In analysing and interpreting the research, it emerged that the most observable unintended consequences were the following:

- Excessive paper work, since the amount of paperwork had increased as a result of better monitoring of IQMS. This is a common unintended consequence of any policy implementation, since improved monitoring and evaluation of policy implementation requires evidence and a paper trail of implementation;
- Time required for IQMS implementation, since increased monitoring for policy compliance and quality control requires time;
- Increased workload, since the previous two unintended consequences will result in an increase in the workload required. In fact all three factors go together will an improvement in policy implementation or more effective monitoring of policy implementation;
- Teachers burnout results from many factors including increased workload and stress;
- Window dressing often takes place as educators become more conversant with policy implementation. They look for short cuts to minimize the workload and the time needed for implementation;

- ❖ Increased low educator morale. This results from numerous factors. A study was conducted by the ELRC in which low educator morale was indicated as a result of poor renumeration, burnout, etc.

Chisholm et al (2005) and Wadwalla (2005) confirm the finding that there is additional paperwork and De Lanser Julnes (2006:229) refers to window dressing as goal displacement.

These unintended consequences are a direct result of policy implementation and are common to many performance management systems. They must be taken seriously or they may both invalidate conclusions on educator performance and negatively influence performance.

6.6 IQMS RECOMMENDATIONS MADE BY EDUCATORS

Recommendations have been made for: IQMS policy improvement or replacement; IQMS policy review, improvement of IQMS policy design; improvement of IQMS implementation and other recommendations.

6.6.1 IQMS POLICY IMPROVEMENT OR REPLACEMENT

Most interviewees believe that policy review is necessary but the survey indicated that almost half the educators are calling for policy replacement. This recommendation is in sharp contrast with another perceptions expressed in which almost two-thirds of the educators agreed that the IQMS should be reviewed and retained.

An explanation for this apparent contradiction may be that although some educators would prefer that the IQMS be replaced, three-quarters of the educators who responded are opposed to an external evaluation system, such

as the previous inspectorate that existed prior to 1994 and which they felt lacked transparency and did not consider contextual factors at all. There is strong agreement on dissatisfaction with the current system and a need for a more realistic system, as called for by both De Clercq (2008) and Weber (2005).

6.6.2 IQMS POLICY REVIEW

An analysis and interpretation of the qualitative interviews reveal that the majority of the interviewees felt that the IQMS policy should be reviewed and restructured. They strongly recommended that contextual factors present in the schooling environment be taken into account. A suggestion was even made for a scientific research project to be undertaken in every possible schooling environment. Clercq (2008) maintains that IQMS needs to change to reflect the local context of where educators and schools are.

In light of the many challenges and unintended consequences of IQMS implementation, which were evident from the qualitative interview findings and which were confirmed by the responses to the IQMS Survey Research, it appears as if there is a need for policy review.

It is evident that most educators believe that the IQMS is not working as it should. There is a need either for an IQMS review or for policy replacement.

6.6.3 IMPROVEMENT OF IQMS POLICY DESIGN

Some recommendations from the mixed research methods are:

6.6.3.1 Schools should be self- managing

In the qualitative research some educators recommended that schools should

become self managing with a performance management system tailored-made to suit the specific schools circumstances. The SMT should conduct evaluation for all educators on the staff, since they are aware of the circumstances and the contextual factors that prevail at the school.

However, only about two-fifths of the educators in the quantitative IQMS Survey agreed with this recommendation and of these educators nearly one fifth strongly disagreed. Once again, this alerts us to the different nature of our schools. In some schools there is a high level of trust in the SMT and in others there is little or no trust, competence or objectivity. There is no conclusive answer. The current context of SA schools is such that some schools have the leadership, capacity and correct school culture to evaluate their staff members while many other schools do not.

6.6.3.2 Schools should be given money for the development of their staff

Linked to the issue of whether or not schools should be self-managing is the question of whether or not a school should be given money in order to develop its staff and improve the school's effectiveness.

This view was strongly supported by the majority, since over ninety percent of the educators agree and over half of these educators strongly agree. An explanation from the qualitative research states that the staff of a school is in the best position to recognise problems and to recommend and organise appropriate training. Concern was however raised that strict controls need to be implemented and that SMT members should undergo training to perform this function. This recommendation may either be linked to self-managing schools or it may be implemented on its own.

6.6.3.3 Educator involvement in policy design

There is an almost unanimous agreement that educators should be involved in policy design in order that they can take ownership of it. Any policy, such as the IQMS, that has an impact on educators, should not be developed top-down and imposed on educators. They regarded the educators' voice as very important and complained of not being consulted. Some of the educators indicated that there was a need for professional organisations to be established to represent the educators' voice.

Furthermore less than half the educators agree that the opinion of Educator Labour Unions reflect the educators' voice in policy formulation and evaluation. The level of uncertainty is very high, since more than a fifth of the educators indicated that they did not know. It appears as if educators are complacent and not aware of educational issues and policy design dynamics that unfold in the ELRC. Since education in SA is highly unionized, this finding requires further research.

6.6.3.4 De-link IQMS processes of Development, PM and WSE

Over half of the educators in the study, recommended that the IQMS processes of development, PM and WSE should be delinked. These processes were stand alone processes before the IQMS policy was negotiated and agreed to. The main aim of linking the three processes was to avoid duplication and unnecessary paperwork and to have one integrated and stream-lined process for the management of performance. This has not happened.

There is no clear view since half the educators agree that the CPTD points as proposed by SACE, should be linked to salary progression, while over a

quarter of educators indicated that they did not know. Many educators are either: not well informed; not involved; or unaware of changes in education that will directly affect them.

6.6.3.5 Classroom Observation by the DSG

Although almost seventy percent of educators agree and a quarter of these educators strongly agree that classroom observation visits should take place at least once a term, of concern is the finding that almost a third of the educators are opposed to additional classroom observation visits. This view is supported by one of the main Education Labour unions. The single classroom for PM is not a true reflection of educator performance, since window dressing can take place and this will jeopardise the authenticity of PM.

6.6.3.6 Peer evaluation

Although a high percentage (70%) of educators are in favour of the DSG being the immediate senior, with the option of choosing a peer of another senior, a fifth of the educators were opposed to this recommendation for policy improvement. The experiences and observation that educators have had with IQMS implementation at their schools, influence their perceptions on the effectiveness of peer evaluation.

6.6.3.7 Review the scoring system and rating guide in IQMS

Another recommendation that was strongly motivated was for the review of the scoring system and the accompanying 52 page rating guide. The reasons given were linked to the recommendation that policy review consider contextual factors and the need for a five point scale was indicated by some educators but opposed by others.

In analysing and interpreting both the qualitative and quantitative research, it is evident that a number of issues have been recommended for the re-design of the IQMS policy.

6.6.4 IMPROVEMENT OF IQMS IMPLEMENTATION

A number of recommendations were made on how the IQMS implementation process could be improved**.**

6.6.4.1 Focused retraining on the IQMS policy and implementation

Educators highlighted the need and recommended focused retraining. Over two-thirds of the educators agree that specific refresher training of the Principal, SMT, SDT, DSG and all educators on IQMS is necessary and urgent. Re-training has to be relevant and provide management with skills to address complex contextual problems found in the schooling environment.

However, about a third of the educators disagree. A possible explanation can be that they know the system well or because from their experience, they know that previous refresher training has been inadequate or poor.

6.6.4.2 Build capacity in schools

During the qualitative interviews, many of the educators elaborated on and recommended that capacity be built at schools, since many of the challenges and unintended consequences emanate from poor leadership and management of schools. In order for smooth and effective policy implementation, it is essential that the SMT, as top management in schools, are equipped with leadership, problem solving, mentoring and coaching skills

and management skills as well as policy knowledge. Cardno & Piggot (1997) concur.

6.6.4.3 Support from District officials.

Educators also recommended that district officials, especially subject advisers and IDSOs provide the necessary support and guidance.

6.6.4.4 Focused training for educators on WSE

WSE has the potential to improve school effectiveness, since it focuses on the school as a whole and can be used to address negative contextual factors in the schooling environment. More than three quarters of the educators agree and a quarter of the educators strongly agree, that focused training, for educators, on WSE is necessary. This is necessary, since it was not done during the initial IQMS training. Later, only SMT members were trained on WSE.

6.6.4.5 Greater recognition of contextual factors

Educators strongly recommended that greater recognition be given to contextual factors that are, not only affecting IQMS implementation at schools, but that are also causing unintended consequences. Government should step in and address contextual factors which the DoE and the school cannot address.

6.6.4.6 Paperwork must be reduced

Educators recommended a reduction in paperwork and administration. They proposed that electronic templates and the GDE computer program, SA SAMS, be used to reduce the paperwork and track development.

6.6.4.7 Advocacy and training after IQMS policy review

There was almost total agreement by educators that if any new policy for performance management for educators is introduced, meaningful advocacy should be done, before quality training is conducted Likewise, over ninety percent of educators agreed that if a new policy for performance management for educators is introduced, it must first be piloted and evaluated before it is implemented in schools.

In order to ensure successful implementation of a new policy, it should:

- ❖ Be accompanied by an intensive advocacy campaign to ensure buy-in of stakeholders and participants in policy implementation;
- ❖ Be piloted in different schooling environments and provinces to identify design and implementation problems;
- ❖ Undergo policy evaluation to ensure that policy objectives are achieved and to identify and address unintended consequences of policy implementation and
- ❖ Be properly introduced and training should be conducted by knowledgeable and skilled trainers.

Cardno & Pigott (1997) agree that teachers must be involved and convinced, by working on their values, beliefs, behaviours and attitudes that they and their learners stand to benefit from educator appraisal.

6.6.5 OTHER IQMS RECOMMENDATIONS

A number of other recommendations were made by interviewees in the qualitative research. A few of these have been analysed and interpreted.

6.6.5.1 Improve staff complement

A recommendation was made by educators for additional staff to be employed, especially remedial educators and social workers in township and previously disadvantaged schools, because the limited staff complement at these schools frustrate educators who are confronted by large classes, by learners with social, learning or language barriers and by educators who feel that they cannot cope given the contextual nature of the schooling environment.

An increase in both educator and public service staff at schools for the purpose of decreasing class size, assisting learners with barriers, enhancing educator performance, for better service delivery, school improvement, school effectiveness, learner achievement and for an improvement in the quality of teaching and learning is necessary.

6.6.5.2 Labour Union involvement in education

Labour Unions can play a positive role in education by informing educators about educational issues, providing educators with a united voice; reminding educators about their roles and responsibilities as professional people and offering development to educators. This was recommended by educators.

6.6.5.3 Educational Research

Educators believe that research needs to be conducted on best practices of international models of performance management with the view of tailor-making them to suit SA conditions.

6.7 CONCLUSION

This chapter discussed the broad themes or categories identified in the data gathered from the IQMS interviews conducted in the study on educators' perceptions of the IQMS. There was a difference in the perceptions of educators interviewed based on the specific schools from which they came as well as their experiences and observations of the IQMS implementation at their schools.

This chapter has presented an analysis and interpretation of both the qualitative interviews as well as the IQMS Survey research. The problem statement as well as the research questions presented in chapter one, have been answered as educators have presented their perceptions on the IQMS.

From the interpretations, it is evident that there are many concerns with regard to IQMS policy design, policy implementation as well as the contextual factors that are impacting on educator accountability and the provision of quality education. Furthermore, the interpretation reveals that many unintended consequences of policy implementation have arisen.

In order to address these challenges and in the interest of improving IQMS policy design and implementation, some recommendations, based on the analysis and interpretation of the findings in this chapter, will be presented in chapter seven.

CHAPTER SEVEN: RECOMMENDATIONS, SIGNIFICANCE OF RESEARCH AND CONCLUSION

7.1 INTRODUCTION

In this chapter recommendations for IQMS from educators' perspectives are made. Furthermore, the significance of the research is pointed out before a conclusion of the study is presented.

7.2 RECOMMENDATIONS

A number of recommendations can be made based on both the qualitative interviews and the quantitative IQMS Survey research. These recommendations will be presented under the following headings:

- Educator Accountability and Contextual factors;
- Aims and Objectives of IQMS;
- Successes, challenges and unintended consequences of IQMS implementation and
- Recommendations for IQMS.

7.2.1 EDUCATOR ACCOUNTABILITY AND CONTEXTUAL FACTORS

Some of the recommendations are as follows:

1. The dedication of educators in terms of accountability for their own performance should be encouraged and promoted in order to change mind-sets and to build educator morale so that the quality of teaching can improve;

2. The finding that a large number of educators agree that they should be held responsible and accountable for their learners' performance and achievement as well as the performance of the school, is a positive aspect that should be capitalised on by ensuring that conditions in school are conducive to teaching and learning;
3. Educator rewards in the form of bonuses have been suggested and even negotiated but never implemented. The study indicates that educators want to be rewarded for outstanding service to education;
4. The DoE ought to do more, by engaging government in an effort to eliminate negative contextual factors which are present in many of the previously disadvantaged and township schooling environments. Failure to do this, will result in greater inequality in education;
5. The contextual factors that are present at different schools in SA must be considered in holding educators accountable, hence the IQMS instrument needs to make greater allowances for contextual factors in assessing the performance of educators;
6. WSE should be emphasised to a greater extent since school effectiveness is dependent on it and SGB and LRC should be granted an opportunity to make recommendations for school improvement and
7. "Difficult to teach at schools" should be identified and extra support, guidance and assistance should be provided to those schools so that contextual problems can be eliminated.

7.2.2 AIMS AND OBJECTIVES OF IQMS

A number of recommendations were made by educators in the qualitative research interviews. Some of these recommendations were confirmed in the quantitative IQMS research findings, while others were not confirmed. Some of the most important recommendations for IQMS, with regard to aims and objectives of IQMS, have been summarised and are detailed below.

1. The DoE should ensure that there is common understanding by educators, Labour Unions and the DoE itself as to what the aims and objectives of the IQMS are;
2. Quality education in the SA context ought to be clearly defined by the DoE, to ensure that it is clearly understood by all stakeholders and a comprehensive Quality Management Policy should be developed. This should include the roles and responsibilities of different directorates, the SMT and educators; and
3. The three programmes of IQMS, namely DA, PM and WSE, need to be equally important, linked, monitored and evaluated.

7.2.3 SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES

With regard to successes, challenges and unintended consequences the following is recommended:

1. The limited success that IQMS has had in certain schools needs to be acknowledged by the DoE and Labour Unions;
2. IQMS challenges as explained in the study and which relate to policy design and implementation challenges should be investigated further, acknowledged and should be eliminated in IQMS policy improvement;
3. Although unintended consequences which arose as a result of IQMS policy implementation cannot be eliminated altogether, they should be reduced or eliminated through better policy design, implementation and ongoing evaluation;
4. It will be beneficial for the DoE to capacitate the SMT structures at schools;
5. Development should be further prioritised and monitored, while the impact of development needs to be ascertained and
6. Peer evaluation ought to be reviewed and renegotiated.

7.2.4 RECOMMENDATIONS FOR IQMS

Educators made a number of recommendations for IQMS. These are the most important from the study:

1. The IQMS should be reviewed or replaced bearing in mind the recommendations made by educators in this study;
2. Educators ought to be kept informed by the DoE and the labour Unions about current developments such as the CPTD point system;
3. The educators' voice, should be respected and valued in policy decision-making, design, implementation and evaluation. Although Labour Unions represent educators, the DoE should not reduce the Educators' voice to that of the Labour Unions;
4. The choice of having the DSG as the immediate senior with the option of also choosing a peer or another senior should be investigated as it may assist with the IQMS implementation at disadvantaged schools;
5. Focussed refresher training on IQMS for the SMT, the SDT, the DSG and all educators is necessary;
6. The entire staff should be trained on WSE in order to improve school effectiveness, promote good service delivery and improve the quality of education;
7. Schools should receive money to develop the staff according to the needs of the school. Money for development should be strictly controlled;
8. The idea of self-managing schools should be investigated. Linked to this should be the possibility of the Principal and the SMT doing performance management for educators and determining educators' salary progression and rewards;

9. Prior to the implementation of any new policy for performance management for educators, it must first be piloted and evaluated before it is introduced and implemented in schools;
10. If a new policy for performance management for educators is introduced meaningful advocacy should be done before quality training is conducted for all educators, district officials and stakeholders; and
11. The DoE ought to develop evaluation tools that can remedy and strengthen a number of identified shortcomings and contribute to research-based policy development. (Nielsen & Ejler, 2008:171)

7.3 SUGGESTIONS FOR FURTHER RESEARCH

Performance management of educators is a relatively new concept in SA. It is complex, under researched and it is complicated by the history of separate development or apartheid that existed prior to 1994. Although there is great room for exploration and investigation of this topic, areas that need further study are recommended as follows:

- ❖ Explore the possibility of a tailor made performance management system for each school or for each quintile and
- ❖ Research best practice in performance management of educators in other countries.

7.4 SIGNIFICANCE OF RESEARCH

The study has contributed to: scholarly research and literature; to an improvement of IQMS practice in schools and if the recommendations are implemented by the National DoE, to a more effective performance management policy for educators.

7.4.1 CONTRIBUTION TO SCHOLARLY RESEARCH AND LITERATURE

This study has contributed to the scholarly research and literature on performance management in the public sector, by providing additional perspectives on both the policy and implementation of IQMS with a focus on educators' perceptions of accountability, aims and objectives of IQMS, successes, challenges as well as recommendations for IQMS policy improvement.

Furthermore the research was able to identify both the contextual factors that are hampering educator accountability as well as the unintended consequences that have emerged as a result of policy implementation. The findings of this study can be used as a basis for policy evaluation, review and improvement.

Finally, although this study reflects the perceptions of educators in one district of the GDE, it can be replicated in other districts of the GDE as well as in other provinces.

7.4.2 CONTRIBUTION TO IMPROVE PRACTICE

It has highlighted negative contextual factors that are hampering the provision of quality education, accountability as well as service delivery of quality education. Both IQMS policy designs flaws and well as challenges experienced in the implementation processes have been described. Valuable recommendations have been made by educators on how the IQMS policy can be reviewed and improved. Some innovative and creative ideas, like self-managing schools have also been proposed. Practice should improve if educators' perceptions, as highlighted in this study, are taken into account.

7.4.3 REASONS WHY STUDY WILL IMPROVE POLICY

Many recommendations have been made by educators with regard to reviewing, replacing or improving both the IQMS policy design and methods of implementation. The huge role that contextual factors play in the schooling environment has been highlighted as well as the most observable unintended consequences, that have arisen as a result of IQMS policy implementation. By incorporating these findings into a reviewed IQMS policy, unintended consequences can be overcome and the government can address contextual factors. Alternatively, bearing the findings of this study in mind, an improved policy for the performance management of educators can be designed.

7.5 CONCLUSION

Education is one of the top government priorities in SA. The purpose of this study was to ascertain educators' perceptions of the IQMS, which is a multi-purpose quality and performance management policy.

This integrative study on educators' perceptions of the IQMS has highlighted how educator accountability is hampered by contextual factors in the schooling environment and how the aims and objectives of the IQMS are not totally clear and shared by all stakeholders. IQMS has shown very few successes, but many challenges and unintended consequences have arisen. The most important contextual factors and the most observable unintended consequences have been identified. Many recommendations have been made for IQMS policy review or policy replacement. This study has given educators a voice, in IQMS policy evaluation and it has given them an opportunity to make recommendations for IQMS policy review or policy replacement.

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ANNEXURE A: INTERVIEW SCHEDULE

INTERVIEW SCHEDULE FOR SEMI-STRUCTURED INTERVIEWS
EDUCATORS' PERCEPTIONS ON THE IQMS
INTERVIEW QUESTIONS
QUESTION 1: EDUCATOR PERFORMANCE MANAGEMENT AND ACCOUNTABILITY
Should educators be held accountable for their own performance, their learners' performance and the performance of the school?
Probing questions: To stimulate conversation a) Should the performance of educators be managed ? Why, Why not? How? b) Should educators be held accountable to the department for: i) their own performance ? Why? Why not? ii) their learners' performance ? Why? Why not? iii) Their performance of the school? Why? Why not? c) What role if any should contextual factors play in holding educators' accountable? d) Does the IQMS policy and process promote educator accountability? Yes, No; Why / Why not?
QUESTION 2: AIMS AND OBJECTIVES OF THE IQMS
According to educators' experiences and personal observations during the IQMS implementation process, what are the main and secondary purposes (objectives) of the IQMS policy?
Probing questions: To stimulate conversation a) What is the main purpose of IQMS? Explain your answer b) What are the secondary purposes of IQMS? In what order would you place them? c) Are all the purposes/ objectives given the same time and attention? Why? Why not? d) Do you believe that the department and the educators have the same objectives (purposes) for using the IQMS. Explain e) Should the performance of educators be measured for the purpose of salary progression? Why? Why not? f) Should development be linked to performance measurement? Why ? Why not?
g) Should WSE be part of performance management? Why? Why not? f) Should the processes of development, PM and WSE be de-linked as it was previously?

QUESTION 3: SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES OF THE IQMS
What advantages, challenges and unintended consequences have educators experienced or observed during the implementation of the IQMS policy?
Probing Questions a) Have educators, schools, the DoE, learners derived any benefits from IQMS? If so what? b) Which to you is the greatest challenge facing IQMS? What other challenges are there?
c) How has the IQMS process affected educators, schools, learners? d) Do educators evaluate themselves objectively? e) Does peer evaluation work or should a senior or two seniors do the assessment? f) Is moderation necessary. Suggest a way in which it can be done g) What impact does OBE, NCS have on the IQMS? h) Do you think that schools are dysfunctional because IQMS has not been implemented effectively? i) Paperwork and time are often given as drawbacks of IQMS implementation how can these be improved on? j) How has the IQMS affected educator morale, stress, and staff conflict? k) Is IQMS window dressing? Yes, No, why? l) Is the IQMS process a fair process? Yes /No Why?
QUESTION 4: IQMS RECOMMENDATIONS **Based on educators' experiences and observations of the IQMS policy implementation, what recommendations do educators make for policy improvement?** **Probing questions** a) Is the IQMS process working ? Yes / No? Explain b) Can disadvantages and challenges be overcome? How? Explain c) Should IQMS be retained, reviewed, discarded? d) What suggestions/ recommendations would you like to make for IQMS policy improvement? e) What suggestions/ recommendations would you like to make for IQMS policy implementation? f) What process of evaluation would you recommend / prefer? g) Do you think it necessary that the IQMS policy should be evaluated ? h) Do you think that the educators' voice is important in IQMS evaluation or policy review? Explain i) Do you think that additional IQMS training is necessary? Explain

ANNEXURE B: IQMS SURVEY RESEARCH QUESTIONAIRE

IQMS SURVEY	EDUCATORS' PERCEPTIONS OF THE IQMS

Dear Educator, please be so kind as to complete this survey and return it by the 30 October 2009, either (in an envelop) with the school's post to the GDE, JN District Office, PMS unit in Braamfontein, OR fax the completed survey to 086 594 1781. This research on "Educators' Perceptions (views) on the IQMS" forms part of a Masters' Degree in Public Management and Development and is aimed at policy evaluation, review, improvement or replacement. One educator, per school, in your district, has been randomly chosen, to complete the survey. Completion is totally voluntary, anonymous and confidential. If you are unable to complete the survey, please ask a colleague, ON THE SAME POST LEVEL as you are, to complete and return the survey. DoE has granted permission for this survey to be completed. Analyzed research findings will be presented to the DoE. This is your opportunity to be part of history, as results may influence the future of performance management for Educators. Your assistance will be greatly appreciated. THANK YOU. Diane Buntting.

PLEASE PLACE A CROSS (X) IN THE RELEVANT BLOCK THAT REPRESENTS YOUR ANSWER. ONLY ONE BLOCK MUST BE CHOSEN IN EACH CASE.

SECTION A: GENERAL INFORMATION

1. What type of school do you teach at?

Primary School	Secondary or High School	Combined School	LSEN School

2. How would you describe your school?

Previously disadvantaged School	Ex-model C School

3. What is your post level?

Post level 1 Educator	Post level 2 HoD	Post level 3 Deputy Principal	Post level 4 Principal	Other specify

4. What is your gender?

Male	Female

5. How old are you?

under 20 years	21-30 years	31-40 years	41-50 years	51-60 years	Over 60 years

6. What is the your REQV Level ?

REQV 11 or below	REQV 12	REQV 13	REQV 14	REQV 15	REQV 16 or above

7. How many years teaching experience do you have?

less than a year	2-5 years	6-10 years	11-15 years	16-20 years	More than 20 years

8. In which Quintile does your school fall?

Quintile 1	Quintile 2	Quintile 3	Quintile 4	Quintile 5

SECTION B: ACCOUNTABILITY

9. Teachers must be held responsible and accountable for their performance / work.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

10. The performance of educators should be measured and rewarded.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

11. Educators must be held accountable for learners' performance and achievement.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

12. Educators must be held accountable for the performance of the school.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

13. Contextual factors must be considered in holding educators accountable.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

14. Contextual factors impact on educators' performance. Please rank the following factors that may impact on educator performance, from 1 the most important to 12, the least important..

FACTOR	NUMBER	FACTOR	NUMBER	FACTOR	NUMBER
Political factors		Human relationships		Large classes	
Social problems		HIV/AIDS		OBE; NCS training	
Poverty		Unemployment		Youth culture	
Poor training on IQMS		Home language of learners		Others (please specify)	

SECTION C: AIMS OR OBJECTIVES OF THE IQMS

15. The Department of Education, the Labour Unions and the educators have the same Understanding of the aims and/or objectives for the IQMS.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

16. The main aim of the IQMS is making sure that educators provide quality education to all learners.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

17. The main aim of the IQMS is for salary progression.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

18. The main aim of IQMS is development of educators.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

19. The main part of the IQMS are the nine focus areas of the Whole School Evaluation.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

20. All parts of the IQMS are equally important and are given equal attention at school.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

SECTION D: IQMS SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES

21. The IQMS has improved the quality of teaching and learning in schools.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

22. The main challenge is that IQMS is not properly managed by the Principal, SMT and SDT in schools.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

23. IQMS is seen as a once off event for salary purposes and not as a year long developmental process.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

24. Development that educators received has had an impact on their teaching and on the learners' performance.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

25. Peer evaluation should be replaced with SMT evaluation.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

26. The opinion of Educator Labour Unions' reflect the educators' voice in policy formulation and evaluation.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

27. IQMS has had some unintended consequences. Please rank the your main concerns from 1, the most observable, to 12 the least observable based on your experience and observation of IQMS implementation.

FACTOR	NUMBER	FACTOR	NUMBER	FACTOR	NUMBER
Excessive paperwork		Teachers burnout		Staff conflict	
Time consuming		Window dressing		Grievances	
Increased workload		Competition amongst staff members		A chase after monetary rewards	
Increased low educator morale		Development with no impact		Others (please specify)	

SECTION E: IQMS RECOMMENDATIONS

28. Salary Progression should be linked to development or CPTD points as proposed by SACE and which is still being finalized.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

29. Performance Measurement, Development and Whole School Evaluation in the IQMS should be delinked into separate policies.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree	

30. The IQMS should be reviewed and retained.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

31. The IQMS should be discontinued and replaced with another system.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

32. Classroom observation visits should take place at least once a term.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

33. The DSG should be the immediate senior with the option of also choosing a peer or another senior.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

34. Specific refresher training of the Principal, School Management Team (SMT), the Staff Development Team (SDT) the Development Support Group (DSG) and all educators on IQMS is necessary.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

35. The staff should all be trained on Whole School Evaluation.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

36. The schools should receive money to develop the staff according to the contextual needs of the school.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

37. The IQMS should be replaced with an external performance management system (such as the previous inspector system).

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

38. Schools should be self managing with the Principal and the SMT doing performance management for educators and determining educators' salary progression and rewards.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

39. If a new policy for performance Management for educators is introduced, it must first be piloted and evaluated before it is implemented in schools.

Strongly disagree	Disagree	Don't know	Agree	Strongly Agree

40. If a new policy for performance Management for educators is introduced meaningful advocacy should be done before quality training is conducted for all educators, district officials and stakeholders.

	Disagree	Don't know	Agree	Strongly Agree

ANY COMMENT:

THANK YOU FOR PARTICIPATING IN THIS SURVEY. Please remember to return the survey by the 30 October 2009, either with the school's weekly post to the JN district office, PMS unit (in an envelop) or fax the completed survey to 086 594 1781.
Your opinion and input is highly valued and can be of great benefit for policy evaluation, review, improvement or replacement. Results of the survey will be available on request in the 2nd quarter of 2010.
Once more, thank you.
Diane Buntting.

ANNEXURE C:

SUMMARY OF BIOGRAPHICAL DETAILS OF INTERVIEWEES

Educator	**A**	**B**	**C**	**D**	**E**	**F**	**G**	**H**
School Type	Prim	Prim	Sec	Prim	Prim	Prim	Sec	Sec LSEN
School Description	Ex-C	PD	PD	PD	PD	PD	Ex C	Ex C
Post level	3	4	1	2	1	1	4	4
Gender	F	M	M	F	M	F	F	M
Age in years	41-50	51-60	Over 60	31-40	41-50	51-60	51-60	51-60
REQV Level	14	14	13	15	15	12	16 or above	16 or above
Experience in years	16-20	16-20	More than 20	6-10	11-15	More than 20	More than 20	16-20
Quintile	5	2	4	4	2	4	5	5
Interview Date	5/9/ 2009	6/9/ 2009	20/9/ 2009	20/9/ 2009	29/9/ 2009	29/9/ 2009	30/9/ 2009	30/9/ 2009

CODE USED:	**EXPLANATION.**
PRIM	PRIMARY SCHOOL
SEC	SECONDARY SCHOOL
LSEN	LEARNERS WITH SPECIAL EDUCATIONAL NEEDS SCHOOL
EX-C	EX-MODEL C SCHOOL
PD	PREVIOUSLY DISADVANTAGED SCHOOL
F	FEMALE
M	MALE

ANNEXURE D: IQMS SURVEY RESEARCH FINDINGS

TABLE A

SECTION A: GENERAL INFORMATION

1. **Type of school**

School	Primary	Secondary	Combined	LSEN
No. educators	53	15	6	6
Percentage	64.6	18.3	7.3	7.3

Missing cases (f) = 2

2. **Description of school**

School	Previously disadvantaged	Ex-model C	No response
No. educators	48	29	5
Percentage	58.5	35.4	6.1

3. **Post Level (PL)**

	PL 1 Educator	PL 2 HoD	PL 3 Deputy Principal	PL 4 Principal
No. educators	19	28	24	9
Percentage	23.2	34.1	29.3	11.0

Missing cases (f) = 2

4. **Gender**

	Male	**Female**
No. educators	22	59
%	26.8	72.0

Missing cases (f) = 1

5. **Age**

Years	**Under 20**	**21-30**	**31-40**	**41-50**	**51-60**	**Over 60**
No. educators	0	2	15	32	29	3
%	0.0	2.4	18.3	39.0	35.4	3.7

Missing cases (f) = 1

6. **Qualifications in terms of REQV level**

REQV	**11 or below**	**12**	**13**	**14**	**15**	**16 or above**
No. educators	0	1	15	30	21	14
%	0.0	1.2	18.3	36.6	25.6	17.1

Missing cases (f) = 1

7. **Teaching experience**

Years	**Less than 1**	**2 – 5**	**6 – 10**	**11 - 15**	**16 - 20**	**More than 20**
No. educators	0	2	9	9	17	45
%	0.0	2.4	11.0	11.0	20.7	54.9

8. **Quintile**

Quintile	**1**	**2**	**3**	**4**	**5**
No. educators	11	6	18	14	21
%	13.4	7.3	22.0	17.1	25.6

Missing cases (f) = 12

TABLE B

IQMS SURVEY RESEARCH FINDINGS SECTIONS: B - E

SECTION B: ACCOUNTABILITY **QUESTIONS**	**% strongly disagree**	**% disagree**	**% un-decided/ don't know**	**% agree**	**% strongly agree**
9 Teachers must be held responsible and accountable for their performance / work	1.2	4.9	1.2	25.6	64.6
10 The performance of educators should be measured and rewarded	0.0	3.7	0.0	32.9	63.4
11 Educators must be held accountable for learners' performance and achievement.	1.2	13.4	2.4	57.3	25.6
12 Educators must be held accountable for the schools' performance.	2.4	11.0	2.4	63.4	20.7
13 Contextual factors must be considered in holding educators accountable	1.2	1.2	0.0	57.3	39.0
SECTION C: AIMS AND OBJECTIVES OF IQMS	**% strongly disagree**	**% disagree**	**% un-decided/ don't know**	**% agree**	**% strongly agree**
15 The Department of Education, the Labour Unions and the educators have the same understanding of the aims and/or objectives for the IQMS.	11.0	29.3	12.2	40.2	6.1
16 The main aim of the IQMS is making sure that educators provide quality education to all learners.	0.0	7.3	9.8	53.7	28.0

QUESTIONS	% strongly disagree	% disagree	% un-decided don't know	% agree	% strongly agree
17 The main aim of the IQMS is for salary progression.	12.2	39.0	9.8	34.1	2.4
18 The main aim of IQMS is development of educators.	0.0	9.8	4.9	47.6	36.6
19 The main part of the IQMS are the nine focus areas of the Whole School Evaluation.	2.4	24.4	8.5	45.1	15.9
20 All parts of the IQMS are equally important and are given equal attention at school.	6.1	36.6	4.9	47.6	3.7
SECTION D: IQMS successes, challenges and unintended consequences	**% strongly disagree**	**% disagree**	**% don't know**	**% agree**	**% strongly agree**
21 The IQMS has improved the quality of teaching and learning in schools.	3.7	48.8	12.2	32.9	1.2
22 The main challenge is that IQMS is not properly managed by the Principal, SMT and SDT in schools	4.9	41.5	11.0	34.1	7.3
23 IQMS is seen as a once off event for salary purposes and not as a year long developmental process.	7.3	39.0	6.1	43.9	2.4
24 Development that educators received has had an impact on their teaching and on the learners' performance.	0.0	22.0	11.0	61.0	6.1
25 Peer evaluation should be replaced with SMT evaluation.	3.7	46.3	11.0	30.5	8.5
QUESTIONS	**%**	**%**	**% un-**	**%**	**%**

	strongly disagree	disagree	decided/ don't know	agree	strongly agree
26 The opinion of Educator Labour Unions' reflect the educators' voice in policy formulation and evaluation.	7.3	20.7	23.2	41.5	7.3
SECTION E: IQMS RECOMMENDATIONS	**% strongly disagree**	**% disagree**	**% un-decided/ don't know**	**% agree**	**% strongly agree**
28 Salary Progression should be linked to development or CPTD points as proposed by SACE and which is still being finalized	7.3	9.8	28.0	36.6	14.6
29 Performance Measurement, Development and Whole School Evaluation in the IQMS should be delinked into separate policies.	3.7	26.8	9.8	45.1	12.2
30 The IQMS should be reviewed and retained.	13.4	20.7	2.4	45.1	15.9
31 The IQMS should be discontinued and replaced with another system	7.3	28.0	13.4	29.3	19.5
Q32 Classroom observation visits should take place at least once a term	2.4	28.0	0.0	43.9	24.4
Q33 The DSG should be the immediate senior with the option of also choosing a peer or another senior.	1.2	19.5	8.5	59.8	9.8
Q34 Specific refresher training of the Principal, SMT, the SDT the DSG and all educators on IQMS is necessary.	4.9	24.4	4.9	39.0	24.4

QUESTIONS	% strongly disagree	% disagree	% don't know	% agree	% strongly agree
35 The staff should all be trained on Whole School Evaluation.	1.2	13.4	6.1	52.4	25.6
36 The schools should receive money to develop the staff according to the contextual needs of the school.	1.2	0.0	3.7	40.2	53.7
37 The IQMS should be replaced with an external performance management system (such as the previous inspector system).	25.6	37.8	9.8	17.1	8.5
38 Schools should be self managing with the Principal and the SMT doing performance management for educators and determining educators' salary progression and rewards.	17.1	32.9	6.1	34.1	8.5
39 If a new policy for performance Management for educators is introduced, it must first be piloted and evaluated before it is implemented in schools.	0.0	2.4	0.0	35.4	61.0
40 If a new policy for performance Management for educators is introduced meaningful advocacy should be done before quality training is conducted for all educators, district officials and stakeholders.	0.0	1.2	0.0	42.7	56.1

TABLE C

MOST IMPORTANT CONTEXTUAL FACTORS: GROUP A:

Rank most important contextual factors from 1 to 12.

Questions	Political factors	Human relationships	Large classes	Social problems	HIV/AIDS	OBE; NCS training	Poverty	Unemployment	Youth culture	Poor training on IQMS	Home language of learners	Others
no. of 1's	1	2	15	4	2	9	1	1	0	2	2	4
no. of 2's	1	6	5	6	2	3	4	0	2	3	10	1
no. of 3's	0	2	10	9	2	2	6	4	2	0	7	0
no. of 4's	5	3	2	7	2	7	8	3	1	3	1	0
no. of 5's	3	5	2	4	3	2	4	7	0	2	10	1
no. of 6's	0	3	1	10	4	3	7	3	5	4	3	0
Totals	**10**	**21**	**35**	**40**	**15**	**26**	**30**	**18**	**10**	**14**	**33**	**6**
% no 1-6's	**24**	**50**	**83**	**95**	**36**	**62**	**71**	**43**	**24**	**33**	**79**	**14**
no. of 7's	2	5	2	1	6	3	5	8	4	2	1	1
no. of 8's	5	4	3	0	8	3	4	5	3	2	2	1
no. of 9's	8	7	0	0	2	2	2	7	6	6	1	0
no. of 10's	8	2	1	0	5	4	1	1	8	5	4	2
no. of 11's	7	3	0	1	2	4	0	3	10	8	1	4
no. of 12's	2	0	1	0	4	0	0	0	1	5	0	28

According to the ranking above, educators considered the SIX most important contextual factors as social problems (95%); large classes (83%); home language of learners (79%); poverty (71%): OBE, NCS training (62%) and human relationships (50%).

Contextual factors ranked of less important by educators are: unemployment, HIV/AIDS, poor training on IQMS, youth culture, political factors and other unspecified contextual factors.

TABLE D

MOST IMPORTANT CONTEXTUAL FACTORS: GROUP B

Rank individually from 1 to 12 where 1 is the most important contextual factors

Questions	Political factors	Human relationships	Large classes	Social problems	HIV/AIDS	OBE; NCS training	Poverty	Unemployment	Youth culture	Poor training on IQMS	Home language of learners	Others
no. of 1's	2	1	11	5	2	7	3	3	2	1	6	8
no. of 2's	3	7	8	4	8	5	3	0	4	5	7	2
no. of 3's	1	5	8	6	3	5	4	7	2	2	4	0
no. of 4's	4	4	1	5	3	9	7	2	2	3	2	2
no. of 5's	4	4	3	3	3	1	4	4	1	4	8	1
no. of 6's	0	4	0	9	2	2	6	1	6	2	3	0
Totals	**14**	**25**	**31**	**32**	**21**	**29**	**27**	**17**	**17**	**16**	**30**	**13**
% no 1-6's	**37**	**64**	**84**	**89**	**53**	**74**	**71**	**45**	**45**	**42**	**77**	**37**
no. of 7's	2	4	2	1	4	2	5	8	1	2	2	1
no. of 8's	5	4	1	0	5	1	4	6	3	2	1	1
no. of 9's	6	3	0	1	2	2	2	4	5	4	0	0
no. of 10's	6	0	2	1	5	4	0	0	6	3	5	0
no. of 11's	4	3	0	1	2	1	0	3	5	7	1	1
no. of 12's	1	0	1	0	1	0	0	0	1	4	0	19

According to the ranking above, educators considered the SIX most important contextual factors as social problems (89%); large classes (84%); home language of learners (77%); OBE, NCS training (74%); poverty (71%): and human relationships (64%).

Contextual factors ranked of less important by educators are: HIV/AIDS; unemployment, youth culture, poor training on IQMS; political factors and other unspecified contextual factors. Of interest is that the four most important contextual factors from both groups are the same.

TABLE E

MOST OBSERVABLE UNINTENDED CONSEQUENCES GROUP C

Rank most observable unintended consequences from 1 to 12

Contextual factors	Excessive paperwork	Teachers burnout	Staff conflict	Time consuming	Window dressing	Grievances	Increased workload	Competition amongst staff members	A chase after monetary rewards	Increased low educator morale	Development with no impact	Others
no. of 1's	17	0	1	6	5	0	2	1	4	1	2	1
no. of 2's	10	4	0	10	4	1	4	0	2	2	2	1
no. of 3's	5	2	1	11	0	1	15	1	2	1	1	0
no. of 4's	2	6	3	5	7	0	7	1	0	6	3	0
no. of 5's	2	10	4	1	8	1	3	2	0	6	3	0
no. of 6's	3	3	3	1	5	5	1	4	5	8	2	0
TOTALS	**39**	**25**	**12**	**34**	**29**	**8**	**32**	**9**	**13**	**24**	**13**	**2**
% no1-6s	**98**	**63**	**30**	**85**	**73**	**20**	**80**	**23**	**33**	**60**	**33**	**5**
no. of 7's	0	3	7	3	4	1	3	8	3	1	7	0
no. of 8's	0	4	1	0	3	2	3	6	5	4	12	0
no. of 9's	1	0	6	0	2	8	2	7	2	7	5	0
no. of 10's	0	3	9	2	1	12	0	4	4	3	1	0
no. of 11's	0	5	4	1	0	9	0	4	12	1	2	2
no. of 12's	0	0	1	0	1	0	0	2	1	0	0	36

According to the ranking above, educators considered the SIX most observable unintended consequences as excessive paperwork (98%);time consuming (85%); increased workload (80%); window dressing (73%); teacher burnout (63%) and increased low educator morale (60%).

Less observable unintended consequences perceived by educators are: development with no impact; a chase after monetary rewards; staff conflict; competition amongst staff members; grievances and other unspecified factors.

TABLE F

MOST OBSERVABLE UNINTENDED CONSEQUENCES GROUP D

Unintended consequences ranked individually from 1 to 12 where 1 is the most observable unintended consequence

Contextual factors	Excessive paperwork	Teachers burnout	Staff conflict	Time consuming	Window dressing	Grievances	Increased workload	Competition amongst staff members	A chase after monetary rewards	Increased low educator morale	Development with no impact	Others
no. of 1's	11	0	5	6	4	4	3	4	3	4	4	3
no. of 2's	9	4	0	8	3	2	3	2	4	2	5	1
no. of 3's	3	5	3	8	1	0	11	1	2	2	3	0
no. of 4's	1	7	4	3	7	0	7	3	2	2	1	0
no. of 5's	3	4	1	2	7	2	3	1	2	4	4	0
no. of 6's	2	3	3	1	4	4	0	3	2	8	0	0
Totals	**29**	**23**	**16**	**28**	**26**	**12**	**27**	**14**	**15**	**22**	**17**	**4**
% no 1-6's	**97**	**70**	**46**	**85**	**76**	**36**	**84**	**40**	**44**	**63**	**49**	**15**
no. of 7's	0	2	6	2	3	0	3	5	2	2	5	0
no. of 8's	0	3	1	0	2	3	1	4	3	4	7	0
no. of 9's	0	0	6	0	1	6	1	3	1	6	2	0
no. of 10's	1	4	3	1	1	6	0	4	4	1	1	0
no. of 11's	0	1	2	2	0	5	0	4	7	0	2	2
no. of 12's	0	0	1	0	1	1	0	1	2	0	1	20

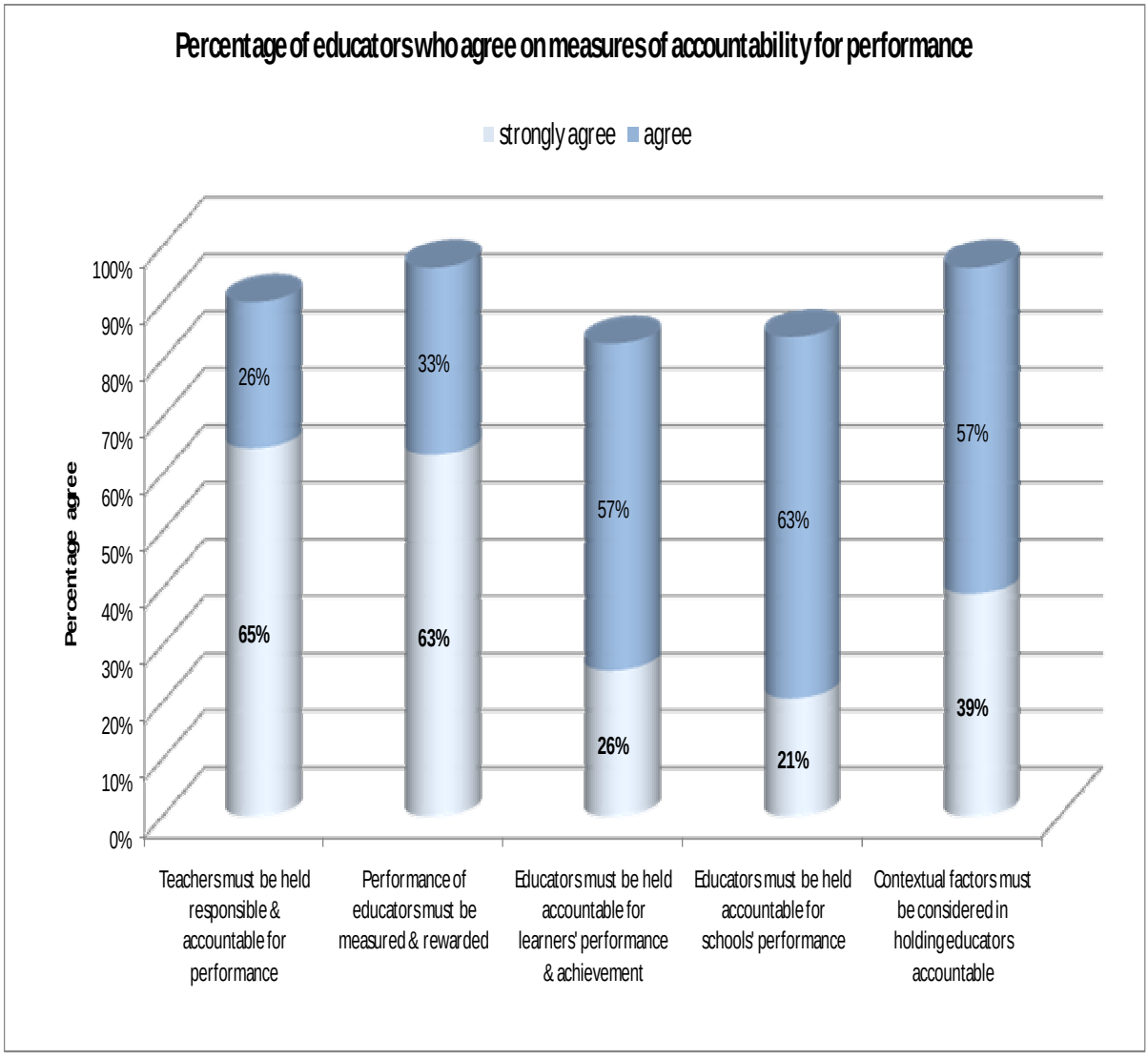
According to the ranking above, educators considered the SIX most observable unintended consequences as excessive paperwork (97%); time consuming (85%); increased workload (84%); window dressing (76%); teacher burnout (70%) and increased low educator morale (63%). Less observable unintended consequences perceived by educators are: development with no impact; staff conflict; a chase after monetary rewards; competition amongst staff members; grievances and other unspecified factors. Of interest is that the six most observable unintended consequences of IQMS implementation in schools for both groups are the same.

ANNEXURE E: IQMS SURVEY RESEARCH FINDINGS GRAPHICAL PRESENTATIONS

SECTION B: ACCOUNTABILITY

FIGURE 3

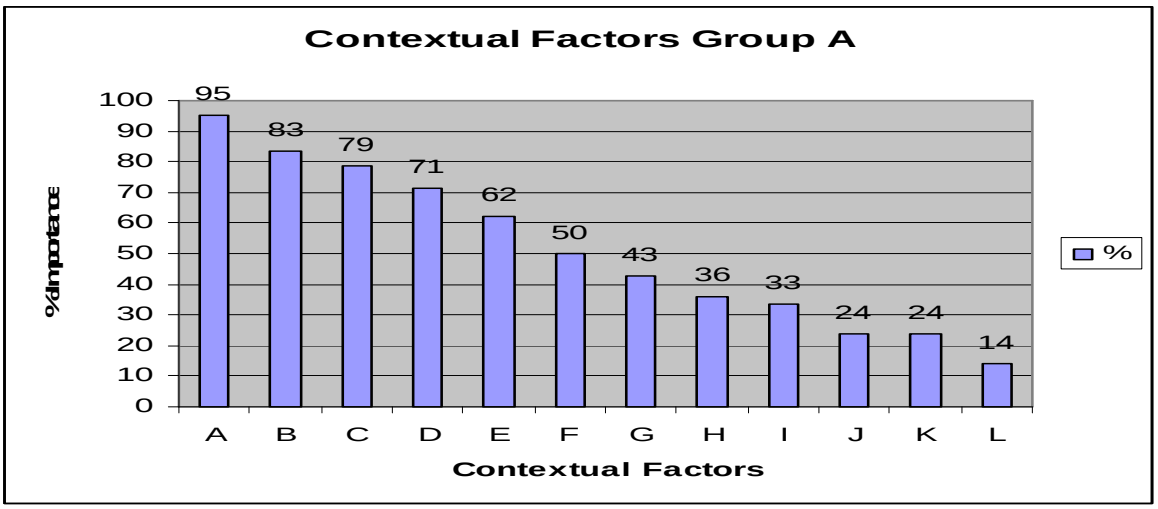
EDUCATORS WHO AGREE WITH THE MEASURES OF ACCOUNTABILITY OF THE IQMS



SECTION B: CONTEXTUAL FACTORS

FIGURE 4: QUESTION 27

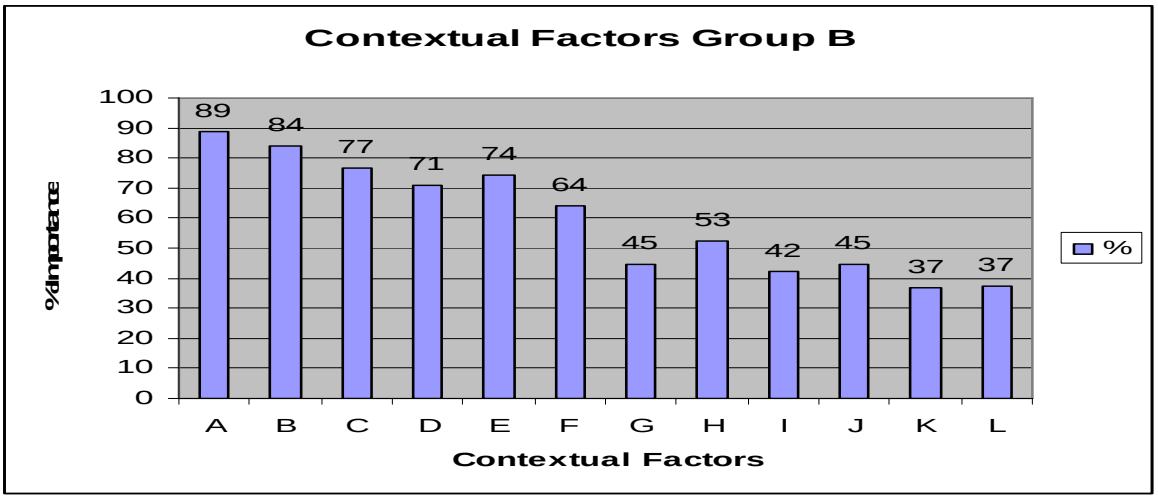
CONTEXTUAL FACTORS RANKED BY EDUCATORS GROUP A



CODE FOR CONTEXTUAL FACTORS

A	**Social Problems**	**G**	**Unemployment**
B	**Large classes**	**H**	**HIV/AIDS**
C	**Home language of learners**	**I**	**Poor training on IQMS**
D	**Poverty**	**J**	**Youth Culture**
E	**OBE, NCS training**	**K**	**Political Factors**
F	**Human Relationships**	**L**	**Other unspecified factors**

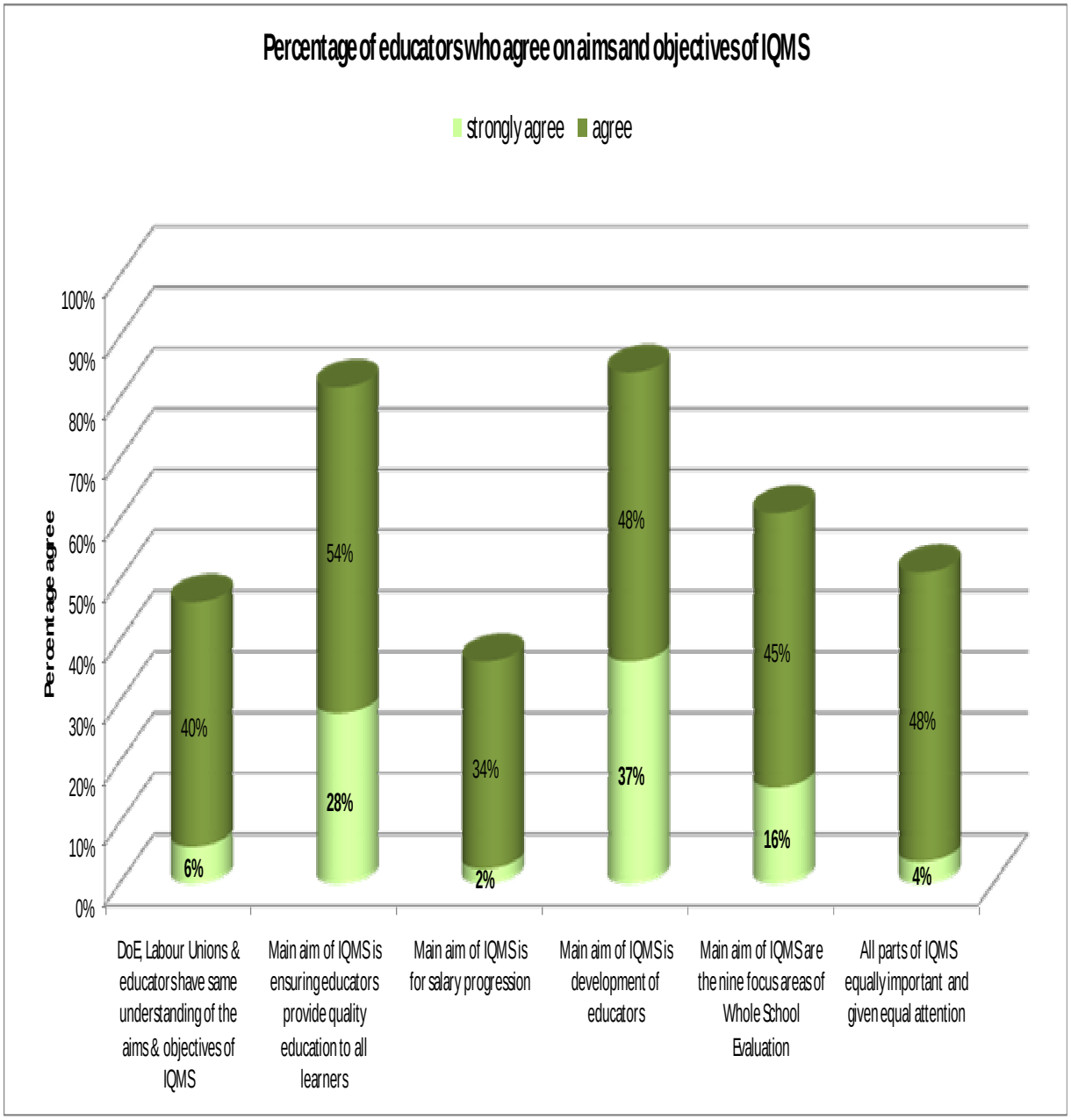
CONTEXTUAL FACTORS RANKED BY EDUCATORS GROUP B



SECTION C: AIMS AND OBJECTIVES OF IQMS

FIGURE 5

EDUCATORS WHO AGREE WITH THE AIMS AND OBJECTIVES OF THE IQMS POLICY

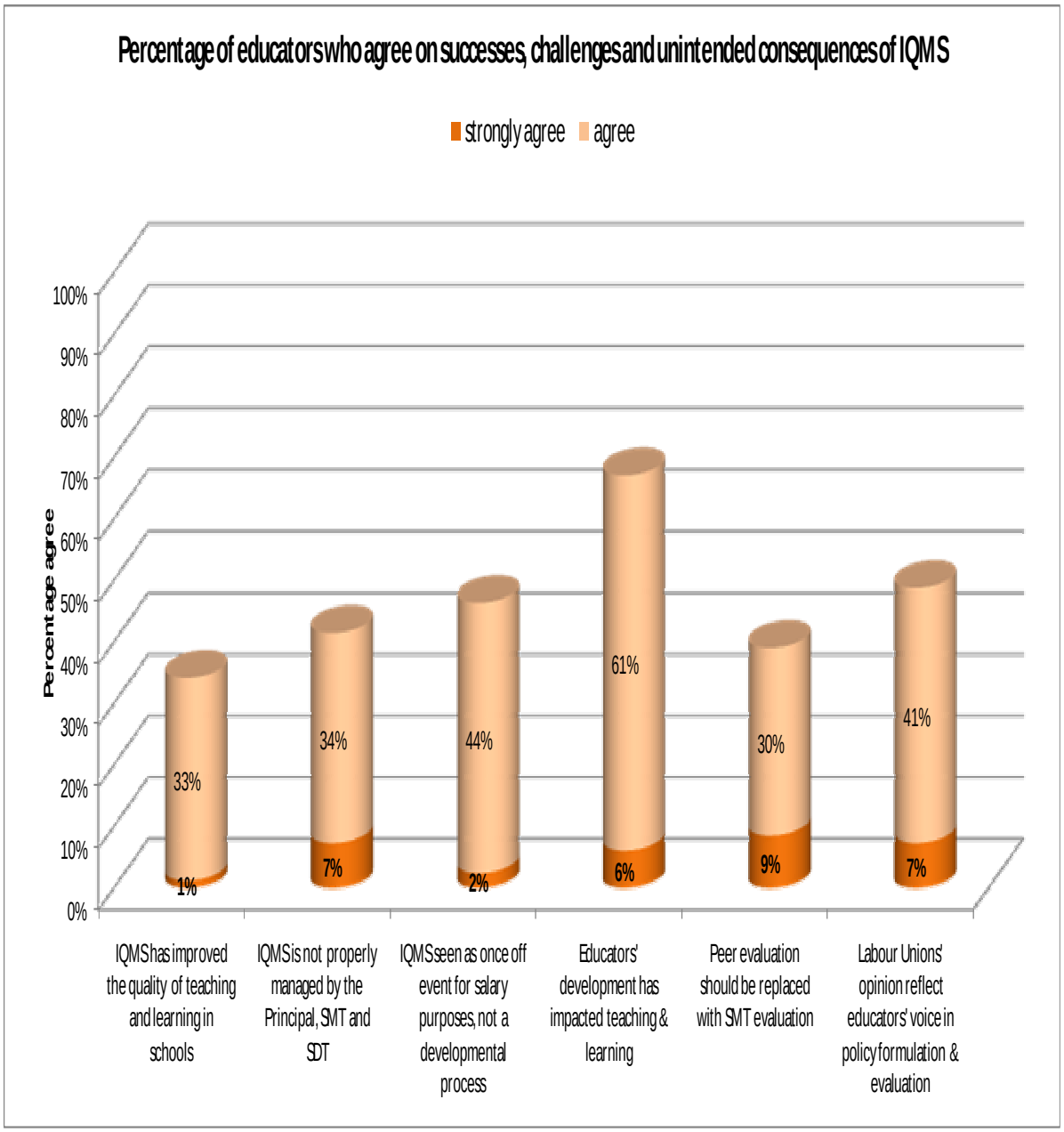


dd

SECTION D: IQMS SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES

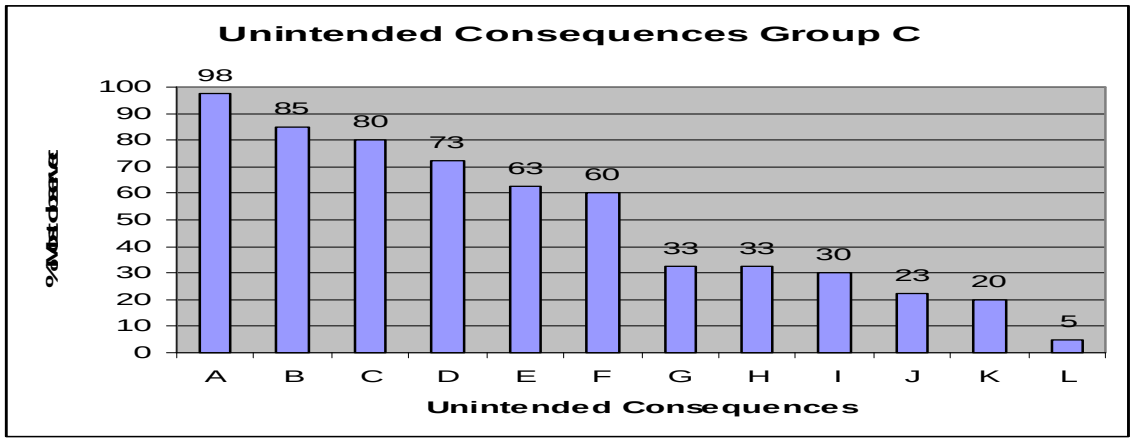
FIGURE 6

EDUCATORS WHO AGREE WITH THE SUCCESSES, CHALLENGES AND UNINTENDED CONSEQUENCES OF IQMS



SECTION D: UNINTENDED CONSEQUENCES
FIGURE 7

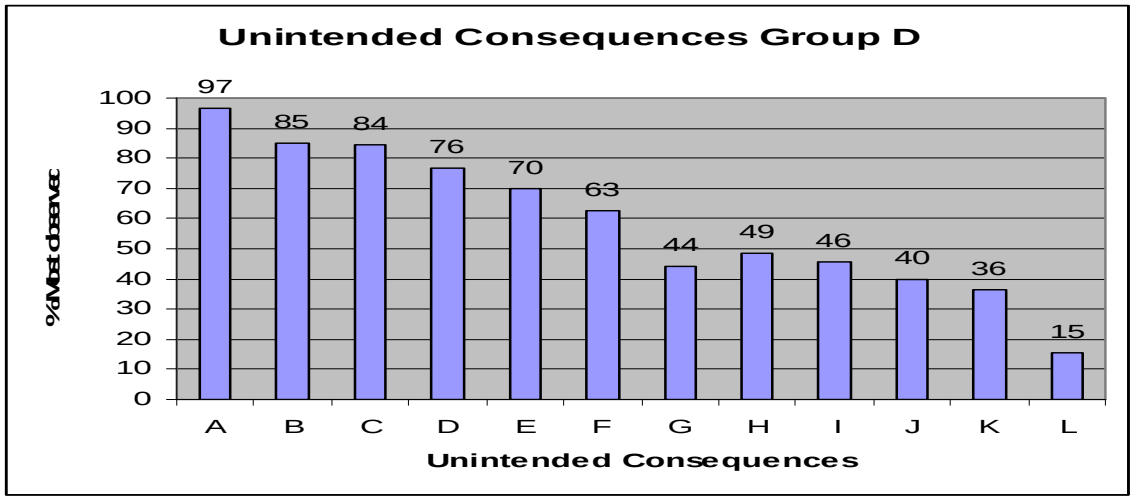
UNINTENDED CONSEQUENCES RANKED BY EDUCATORS GROUP A



CODE FOR UNINTENDED CONSEQUENCES

A	**Excessive Paperwork**	**G**	**A chase after monetary rewards**
B	**Time consuming**	**H**	**Development with no impact**
C	**Increased workload**	**I**	**Staff conflict**
D	**Window dressing**	**J**	**Competition amongst staff members**
E	**Teacher burnout**	**K**	**Grievances**
F	**Increased low educator morale**	**L**	**Other unspecified factors**

UNINTENDED CONSEQUENCES RANKED BY EDUCATORS GROUP B



SECTION E: IQMS RECOMMENDATIONS

FIGURE 8

EDUCATORS WHO AGREE WITH THE RECOMMENDATIONS FOR IQMS

