

https://dspace.org/

The role of leadership in mediating the IQMS at school level : a case study of two GDE schools.

Morake, Mathapelo

2015-05-15
http://hdl.handle.net/10539/17764

Downloaded from a DSpace repository. https://dspace.org/

THE ROLE OF LEADERSHIP IN MEDIATING THE IQMS AT SCHOOL LEVEL: A CASE STUDY OF TWO GDE SCHOOLS

MATHAPELO MORAKE

STUDENT NUMBER 9509912F

SUPERVISOR: DR FRANCINE DE CLERCQ

M.ED RESEARCH REPORT

Submitted in partial fulfilment of the requirements of the degree of Master of Education

AUGUST 2013

ABSTRACT

Integrated Quality Management System is a model used for appraising teachers in South Africa and has been in use post-1994. The study shed light on the historical development that shaped the current model used for appraising teachers, especially after 1994. IQMS as a model for appraisal was introduced as a direct response after the collapse of the inspection system which was autocratic and highly subjective. Using a case study approach, two schools in Soweto were purposefully selected because of the strong leadership and data was collected from eleven teachers and two principals.

The study aims to investigate the role of the school leadership in mediating IQMS at school level. The study employed interviews, questionnaires and document analysis. The research is concerned with the lived experiences of individual teachers in the confines of the environment that they are most comfortable in. This research was taken from the interpretivist position which views the world as constructed by means of multi perspectives. The study argues that the leadership at school level has a prominent role to play in mediating IQMS despite the tensions inherent therein.

KEY WORDS: school leadership; mediation; teacher appraisal

DECLARATION

I declare that this research report is my own unaided work completed under the supervision and guidance of my supervisor, Dr Francine de Clercq. It is being submitted for the degree of Master of Education, at the University of the Witwatersrand. It has not been submitted before for any degree or examination in any other university.

…….....

Mathapelo Abigail Morake

August 2013

ACKNOWLEDGEMENTS

I would firstly like to register my sincere gratitude to the community of Soweto for opening their hearts to me by accommodating me during a remarkably busy time in their schedules. A huge thank you goes to the two schools that granted me permission to undertake the research project. I would also like to extend my gratitude to Gauteng Department of Education for granting me permission to conduct my study in the schools under their jurisdiction.

Secondly, I would like to thank all the teachers who willingly and happily sacrificed their precious time to participate in this study.

Thirdly, my greatest admiration goes to the one and only Dr Francine de Clercq, my supervisor, whose guidance and support is immeasurable. Her invaluable depth of knowledge and commitment was a source of inspiration.

Finally, I would like to thank my family for support and for giving me space to navigate around my studies.

DEDICATION

I dedicate this work to my late parents, Mr Sabata Mokoena and Mrs Dipuo Mokoena. I owe a special debt of gratitude to my parents for cheering me on to the finish line. They planted in me the desire to achieve, and without that I would not have succeeded in my quest.

LIST OF ABBREVIATIONS

ANA	Annual National Assessment
DAS	Development Appraisal System
DET	Department of Education and Training
DoE	Department of Education
DSG	Development Support Group
EEA	Education Employment Act
ELRC	Education Labour Relations Council
GDE	Gauteng Department of Education
HOD	Head of Department
IQMS	Integrated Quality Management System
MOE	Minister of Education
NEHAWU	National Education Health & Allied Workers Union
NZ	New Zealand
PD	Professional Development
PM	Performance Management
PSA	Public Servants Association
SA	South Africa
SADTU	South African Democratic Teacher's Union
SDT	School Development Team
SGB	School Governing Body
SIP	School Improvement Plan
SMT	School Management Team
Soweto	South Western Township
TD	Teachers Development
UK	United Kingdom
WSE	Whole School Evaluation

TABLE OF CONTENTS

ABSTRACT ..... **I**

DECLARATION ..... **II**

ACKNOWLEDGEMENTS ..... **III**

DEDICATION ..... **IV**

LIST OF ABBREVIATIONS ..... **V**

CHAPTER ONE **1**

INTRODUCTION **1**

1.1 BACKGROUND 1
1.2 PROBLEM STATEMENT 3
1.3 AIMS OF THE STUDY 3
1.4 RESEARCH QUESTIONS 3
1.5 RATIONALE 4
1.6 OVERVIEW OF THE STUDY 4

CHAPTER TWO **6**

LITERATURE REVIEW **6**

2.1 INTRODUCTION 6
2.2 TEACHER DEVELOPMENT AND DIFFERENT AGES OF TEACHER PROFESSIONALISM 7
2.2.1 The Pre-Professional Age *8*
2.2.2 The Age of the Autonomous Professional *8*
2.2.3 The Age of the Collegial Professional *9*
2.2.4 The Fourth Age of the Post Professional-Post Modern *9*
2.3 TEACHER ACCOUNTABILITY 11
2.3.1 Bureaucratic Accountability *11*
2.3.2 Professional Accountability *12*
2.3.3 Performance-based Accountability *12*
2.4 INTERNATIONAL STUDIES ON TEACHER APPRAISAL 15
2.5 TEACHER APPRAISAL IN THE SOUTH AFRICAN CONTEXT 21
2.6 ANALYSIS OF POLICY AND POLICY IMPLEMENTATION 27
2.7 POLICY LEADERSHIP AND SCHOOL LEADERSHIP 30
2.7.1 Managerial Leader *31*
2.7.2 Delegating Leader *31*
2.7.3 Transformational Leader *31*
2.7.4 Policy Leadership *31*
2.8 CONCEPTUAL FRAMEWORK 33

CHAPTER THREE **36**

RESEARCH METHODOLOGY **36**

3.1 INTRODUCTION 36
3.2 RESEARCH DESIGN 36
3.3 SAMPLING 37
3.4 DATA COLLECTION INSTRUMENTS 39
3.4.1 Questionnaires *39*
3.4.2 Interviews *41*
3.4.3 Document analysis *42*
3.5 VALIDITY AND RELIABILITY 43

3.5.1 Validity ... *43*
3.5.2 Reliability ... *44*
3.6 DATA ANALYSIS ... 44
3.7 LIMITATIONS OF THE STUDY ... 45
3.8 ETHICAL ISSUES ... 46

CHAPTER FOUR ... **47**

DATA PRESENTATION ... **47**

4.1 INTRODUCTION ... 47
4.2 SCHOOL A PROFILE ... 48
4.3 PROFILE OF SCHOOL A PARTICIPANTS ... 49
4.4 PROFESSIONAL DEVELOPMENT– THE NATURE AND EFFECTIVENESS ... 50
4.5 TEACHER ACCOUNTABILITY ... 52
4.6 POLICY AND SCHOOL LEADERSHIP ... 54
4.7 IQMS, ITS IMPLEMENTATION AND IMPACT ... 57
4.7.1 Understanding the IQMS content ... *57*
4.7.2 Leadership advocacy and mediation of IQMS ... *59*
4.7.3 IQMS implementation process and challenges ... *61*
4.7.4 Leadership role in the IQMS implementation ... *65*
4.7.5 Impact of IQMS on teachers ... *68*
4.8 SCHOOL B PROFILE ... 70
4.9 PROFILE OF SCHOOL B PARTICIPANTS ... 71
4.10 PROFESSIONAL DEVELOPMENT – THE NATURE AND EFFECTIVENESS OF PD ... 72
4.11 TEACHER ACCOUNTABILITY ... 75
4.12 POLICY AND SCHOOL LEADERSHIP ... 76
4.13 IQMS, ITS IMPLEMENTATION AND IMPACT ... 78
4.13.1 Understanding the IQMS content ... *78*
4.13.2 Leadership, advocacy and mediation ... *81*
4.13.3 IQMS implementation process and challenges ... *83*
4.13.4 Leadership role in the IQMS implementation ... *85*
4.13.5 Impact of IQMS on teachers ... *90*
4.14 COMPARISON OF FINDINGS IN THE TWO SCHOOLS ... 92

CHAPTER FIVE ... **95**

ANALYSIS AND INTERPRETATION OF DATA ... **95**

5.1 INTRODUCTION ... 95
5.2 TEACHER DEVELOPMENT AND LEADERSHIP ... 95
5.3 TEACHER ACCOUNTABILITY AND LEADERSHIP ... 99
5.4 POLICY IMPLEMENTATION AND SCHOOL LEADERSHIP ... 100
5.5 UNDERSTANDING OF IQMS AND ROLE OF LEADERSHIP IN IQMS MEDIATION AND IMPLEMENTATION ... 103
5.5.1 IQMS content and leadership ... *103*
5.5.2 IQMS advocacy and leadership mediation ... *105*
5.5.3 IQMS implementation and leadership challenges ... *106*

CHAPTER SIX ... **108**

6.1 SUMMARY OF FINDINGS AND ANSWERS TO RESEARCH QUESTIONS ... **108**

6.2 RECOMMENDATIONS ... **112**

REFERENCES ... **113**

APPENDICES ... **116**

CHAPTER ONE

INTRODUCTION

1.1 BACKGROUND

This research project is concerned with teachers' appraisal in the post-1994 South African context when there was a proliferation of new educational policies being formulated. Most of the policies put in place were trying to address the imbalances of the past. Post-1994, civil society organisations and teachers' unions in particular came to the fore in the Education Labour Relations Council (ELRC) for the formulation of educational policies which, amongst others, included policies for the appraisal of teachers. One of these important new policies relates to teacher appraisal.

During the apartheid regime teachers were evaluated through the inspection system. The inspection system was highly subjective and punitive and was not a teacher orientated or developmental system (Class Act, 2007). The main objective of the inspection system was teacher accountability. As a result of this kind of inspection, teachers rejected the entire process and boycotted the inspection system outright. The new post-1994 government was therefore keen to look for alternative types of teacher evaluation.

Post-1994, the education system underwent major structural policy changes; it was widely overhauled and new education policies were developed. Amongst those were policies on teacher appraisal and teacher evaluation such as the 1998 Development Appraisal System (DAS) which was indicated in the ELRC as a school/teacher appraisal for development.

After DAS, the Department of Education (DOE) developed a new policy in 2001, the Whole School Evaluation (WSE), whose main aim was to promote greater school control and accountability for improvement (de Clercq, 2010). This policy was rejected by teachers and their unions because they were not consulted by the DoE. After several

negotiations between the teacher unions and the DoE, a new evaluation system agreement was finally reached. The ELRC Resolution of 2003 established the Integrated Quality Management System (IQMS) which integrated three systems, each with its own purpose: DAS, WSE and Performance Management (PM) whose purpose was to evaluate individual teachers for salary and grade progression and incentive (Class Act, 2007).

The main purpose of the study is to look at the role of school leadership in mediating the IQMS at school level. In the case of the IQMS, leadership includes those with some authority or the principal, deputy principal, head of departments, School Development Teams (SDT), Development Support Groups (DSG), and educators. The School Development Team (SDT) is responsible for execution and facilitation of IQMS at school level. This is the body tasked with the implementation and mediation of IQMS at school.

The composition of SDT comprises the principal, head of department and democratically elected educators. Every sector at school is equally represented. The Development Support Group (DSG) is also a vital structure in the process of IQMS. The DSG comprises the immediate supervisor and in most cases this role is played by the head of department (HOD), a peer educator and the educator. The main role of the DSG is to offer development and support to the educator before and after evaluation.

The study relies on the analysis of the responses from the respondents from the two schools that participated in the interviews and completed the questionnaires. The study also benefited significantly from the documents from the two schools that were analysed.

The study benefitted significantly from the literature reviewed from other countries with regard to the different forms of teacher appraisal and what these entail. Using the political approach to policy analysis and the interpretive policy approach, the study examines and analyses the responses of educators from two schools in Soweto who participated in the research. These two schools were purposely selected because of their strong leadership, especially in the implementation of IQMS and other educational policies.

The researcher's observation is that most schools around Soweto are reluctant to interact meaningfully, either positively or negatively, with IQMS. This situation positions IQMS as

a big challenge or thread which might limit the growth and development of teacher appraisal.

1.2 PROBLEM STATEMENT

The study investigates aspects of IQMS that are seldom researched, such as examining positive mediation strategies that the school leadership embarks on in the implementation of IQMS. Recent studies (Class Act, 2007) indicated that there is a lack of competent policy agents who are able to translate education policies into action. Implementation is also ineffective because it takes place too quickly and from too many directions without regard for how it impacts on teachers. Implementation may also be problematic because there is limited quality advocacy and training as well as effective administrative skills to manage the process and its documentation. The main problem is that most schools fail to implement IQMS effectively, and only a few schools implement it well but under difficult circumstances. Little is known about how school leadership can positively implement the IQMS.

The study investigates the leadership role of the School Management Team (SMT), the School Development Team (SDT), the Development Support Group (DSG), and key educators in mediating the IQMS at school level.

1.3 AIMS OF THE STUDY

The main purpose is to examine how the influence, strategies and mediation of school leadership impact on the IQMS implementation and to explore how SMTs, SDTs, DSGs and educators experience the IQMS implementation in their contexts and settings. The main focus of the study is to investigate the role of school leadership in mediating IQMS at school level.

1.4 RESEARCH QUESTIONS

The four main research questions to be addressed are:

1. How do school leadership and educators perceive the purpose and content of the IQMS?
2. What are the challenges in implementing the IQMS at school level?
3. How does the leadership address these implementation challenges?
4. What are the experiences of the principal, SDTs, DSGs and educators with regard to IQMS implementation?

1.5 RATIONALE

Many studies (Class Act, 2007) have been conducted in relation to the perceptions of educators about the IQMS, but little is known on the influence and role of school leadership. This study hopes to make a small contribution to redress the knowledge gap and assist different policy communities to address the issue of policy leadership and mediation and to enhance the knowledge of policy mediation by different policy structures and leadership, with particular reference to the role of SMTs, SDTs, DSGs and educators

1.6 OVERVIEW OF THE STUDY

This chapter explains the background to the introduction of IQMS as an instrument used for teacher appraisal. The aim of the study is to examine the influence, strategies and mediation of school leadership and the impact it has on the IQMS implementation.

Chapter 2 is on the literature review which reviews debate around issues pertaining to the IQMS, namely teacher development, teacher appraisal, teacher accountability, policy analysis of policy implementation and lastly, policy leadership and school leadership. It leads to the analytical framework of the study which serves as a lens which focuses and limits the study.

Chapter 3 deals with the research methodology and justifies the interpretative research approach used as well as the political approach to policy analysis. It does this by outlining the research design, sample of two schools which were purposefully chosen because of their reputations of having strong leadership. It proceeds to justify the data collection

instruments, issues of research validity and reliability, data analysis as well as the issues of limitations and ethics.

Chapter 4 presents the findings which are based on interviews with six teachers in each school, as well as analysis of important documents of data. The views and the interpretations of the respondents are outlined under five different categories derived from the conceptual framework of the study.

Chapter 5 on data analysis seeks to identify patterns and trends from the data into specific meaning-making processes around the IQMS which are linked to particular practices. It concludes that the school leadership attempts to make a mark on their staff through the IQMs but cannot totally win their staff given the backdrop of various political and contextual challenges. However, it appears as if the role of leadership at school level is relatively significant in mediating the implementation of IQMS

.

CHAPTER TWO

LITERATURE REVIEW

2.1 INTRODUCTION

This chapter examines the different debates internationally and nationally about professional development, teacher accountability and teacher appraisal. The role of policy leadership and school leadership will be reviewed. This review of the literature will be used as the foundation of the study and will lead to the conceptual framework which will set parameters for the study. Therefore the literature will be confined to the debates on teacher development, accountability and appraisal, both nationally and internationally. Teacher accountability should be seen in relation to professional development so it is imperative to look at the different forms of teacher accountability, their forms and the effect these have on the quality of education. Teacher appraisal is also associated with professional development; its debates internally and nationally will be highly beneficial for the purpose of this study because it will explain the rationale behind the South African teacher appraisal model and its tensions.

Studies and debates around policy leadership and the different forms of school leadership are imperative to understand the influence the leadership has on shaping and directing their schools. Lastly, the literature review will look into the model of teacher appraisal applied in the South African context and its tensions. These debates will assist in mapping a theoretical framework, help in formulating more specific research questions, and suggest possible answers for specific research questions. These debates will also enhance the study with regard to locating the level of teacher development in South Africa and understanding the progression and evolution of PD in the South African context.

2.2 TEACHER DEVELOPMENT AND DIFFERENT AGES OF TEACHER PROFESSIONALISM

Schwille and Dembele (2007) considers professional development as a continuous process that has multiple purposes, one of which is learning to facilitate implementation of policies or educational reforms while another purpose is the improvement of teachers' competences and performance. They also argue that preparation of educators for their functions is vital as it will have a bearing on any kind of school-based learning to meet the school needs and school development as well as the profession's development. Schwille and Dembele (2007) claims that professional development is most effective when working with teachers directly on instruction and over a long period of time. Cochran-Smith and Lytle (2001, cited in Villegas-Reimers, 2003) suggests that professional development is a process of culture-building and not only a process of attaining skills. Dembele (2003) mentions that partnerships and collaboration are vital for professional development. Guskey's (2002) theory of attitude and perceptual change in teachers helps to explain that change in behaviour is of paramount importance and explains that constant practice changes attitude. Professional development has evolved and transformed with time as shall be explained in the next paragraph.

Teacher development has evolved and transformed dramatically. As Hargreaves (2000) explains, teacher professionalism has seen different meanings in and around the world. Hargreaves (2000) indicates in his research that many parts of the world have witnessed several stages of teacher development. The discussion will centre on the evolution of teacher development and the four ages of professionalism and professional learning as conceptualised by Hargreaves (2000). The following literature will illustrate how the present experience of teacher development has made significance gains from the four ages of professionalism and professional learning.

Professional development is imperative for the on-going pedagogical support of teachers. Education is dynamic, hence the development of teachers is essential for the improvement of teaching and learning. Professional development seeks to empower

and support teachers in their complex practice. Teacher professionalism has evolved with time as indicated in the different ages of teacher professionalism.

The literature (Hargreaves, 2000) is appropriate for this study because it sheds light and knowledge about how different teachers' development should be tailor-made to suit the level of development according to the age of teacher professionalism. The researcher will locate the level of teacher professionalism in the South-African context. The professional development of teachers differs according to the level of economic status of a particular country and this has a direct bearing on professional development and teachers' appraisal. The different ages of teacher professionalism informs and directs the level of development of teachers.

2.2.1 The Pre-Professional Age

This era was characterised by, *inter alia*, being demanding but technically simple. During this period, teachers learned to be a true teacher through the process of practical apprenticeship and trial and error. Teachers felt that there was little or nothing to learn about their profession or teaching and learning of the subject matter. The teachers in this era achieved poorer results in basic skills. Education in those days was managerially demanding and principles of education were undermined. Teachers were treated like amateurs who only carried out the directives from their superiors (Hargreaves, 2000).Teachers in this era, according to Hargreaves (2000), are enthusiastic who know their subject matter and know how to present it and can maintain discipline of the highest standard in the classroom. Professional development or ongoing professional learning is not of the essence because teachers learnt through trial-and-error and some refinements.

2.2.2 The Age of the Autonomous Professional

In the early 1960s there was a new movement of teachers which afforded teachers greater autonomy in their work and challenged the singularity of teaching and the traditions on which is was based. This age was characterised by pedagogical choice and this movement opened up many alternatives in the occupation of teaching. There was also the spread of pre-service education in universities. Professionalization of

teaching in terms of the quality of work increased and raised the standard of teachers in their communities. This era was characterised by greater autonomy and individualistic nature of teachers (Hargreaves, 2000).

2.2.3 The Age of the Collegial Professional

The early 1980s was characterised by the collegial professional .There was a lot of collaboration and in the process a strong professional culture of working together as teachers was built. A development of a strong sense of teacher efficacy came to the fore (Hargreaves, 2000). This age took over from the Pre-Professional Age because there was a new paradigm shift in professional matters in order to build strong professional cultures of collaboration in order to develop common purpose to cope with uncertain complexity. Collaboration is often encouraged in working conditions that provide teachers with little time to meet each other in the school day. Many teachers in this age are caught up in education reforms and change and are experiencing role expansion and role diffuseness with little sense of where their commitments and responsibilities should end (Hargreaves 2000:166) . The role of a teacher has expanded to embrace consultation and collaborative planning. This era called for teachers to rework their identities and roles as professionals in a more conscious collegial manner.

2.2.4 The Fourth Age of the Post Professional-Post Modern

This era is characterised by economics and communication because there are other driving forces, such as electronic and digital revolution in communications. This age took over from the collegial profession because of the technological advancement and the introduction of marketisation of education. Teachers are forced to work with communities outside the school, including business communities. This era sees a new kind of relationship between the teachers and the parents wherein the teachers must maintain a sense of professional superiority.

With the advent of this era, most governments are making numerous and favourable efforts to improve the image of the teaching profession in order to attract more

prospects into the profession, such as devising schemes to reward advanced skills teachers' as well as committing to higher pay rises than the usual. This age sees teachers confronted with a diverse and complex clientele. There are a lot of strong social groups who have influence in the society at large. These social groups partner with teachers to help them advance their profession. The work-load of teachers has intensified and as a result the teachers are faced with reduced opportunities to learn from colleagues or to advance their profession (Hargreaves, 2000).

Professional Development has evolved and transformed radically .According to the four ages of ages of professional learning as Hargreaves (2000) explains, professional development should be tailor-made to accommodate teachers' work. He also contends that teacher professionalism has witnessed several stages of evolution of the idea of professionalism in teaching and each phase carries distinct and unique characteristics. The four ages of professional learning are instrumental in the development of education policies for different countries because it informs the basic thinking in formulating policies of different countries based on the type of accountability that is best suited for the individual districts, states or even countries.

The literature on the development and evolution of teachers' work is essential to this study because the nature of literature provides a rich source, an in-depth knowledge, and a thorough understanding of the devolution of teacher development. This review will be beneficial to the study because the main aim of the study is to investigate teacher appraisal in the context of South Africa post-1994 in relation to the significant role of school leadership in mediating IQMS at school level.

The literature will locate where South Africa lies in terms of the four ages of professionalism and professional learning. Hargreaves (2000) explains that while the phases of development are not universal but differ from country to country, what is common is that the evolution of teacher development is a dynamic process.

The four ages of teachers' work explains why different types of teachers can never be evaluated with the same universal tool for all as is the case with the evaluation model used in South-Africa, namely the Integrated Quality Management System (IQMS).

The literature review clarifies that there can never be one single approach to teacher development in South Africa or anywhere else in the world. It therefore means that teacher development must be tailored for different teachers in different contexts; alternatively the policy must take into consideration the different ages of development.

One programme for teacher development cannot address the problems of the different ages of teachers' work because, according to Hargreaves (2000), each age of teachers' work has unique problems and solutions.

Beyond teacher development, central to teacher appraisal is also the question of teacher accountability, which is instrumental in shaping the policy on teacher appraisal. This literature helps the study with the insight of where South Africa is at present and will answer some of the research questions in order to understand some of the challenges that emanate from the rationale behind the type of policies such as IQMS. The level and age of PD will definitely have a positive bearing on how the school leadership perceive the purpose and aims of IQMS, a model used in SA for teacher appraisal.

The debates of different forms of teacher accountability globally and nationally, will be discussed in the subsequent section. This literature will make a generous contribution in providing answers and guidelines to the research questions as outlined.

2.3 TEACHER ACCOUNTABILITY

Debates (Grauwe, 2005) suggest that teacher accountability can improve the performance of the learners. There are many assumptions about teacher accountability, depending on the world view of different scholars, but the common factor in the debates regarding teacher accountability is that all the different perspectives agree on the improvement of learners' performance.

2.3.1 Bureaucratic Accountability

This is a top-down system that holds teachers responsible for following standard procedures such as standardised tests and examinations. The districts take control of

the teachers' activities in the classroom through standardised programmes and curriculum. This type of accountability builds on the assumption that teacher accountability will make a significant improvement to the learners' results. This form of accountability subscribes strongly to the principles of top-down and holds schools accountable to the districts for the improved quality of education. Schools that fail to meet the standards set by the districts are severely reprimanded.

2.3.2 Professional Accountability

Professional accountability is mainly teacher focussed and emphasizes teacher preparation, certification, selection and evaluation. This form of accountability holds both the principal and teachers accountable for meeting the standards of teaching and learning. Collaborative and collective responsibilities are key in ensuring student achievement. Intrinsic motivation is imperative to improving teaching practices and student performance. Professional accountability is required in determining and shaping the trajectory of teacher appraisal in any country.

Professional accountability assumes that teachers are professional in their work and are also knowledgeable; it also assumes that teachers are committed in improving the quality of their teaching practice. Any form of teacher accountability, in order to be successful, must take into consideration the teachers' context, their work load, and their effectiveness. This approach assumes that teachers are professional with relative autonomy. This form of evaluation is flexible, dynamic and takes into account the context in which the teachers operate and tries to improve teaching and learning (Hargreaves, 2000).

2.3.3 Performance-based Accountability

This form of accountability is incentive-driven and measures teacher performance against the achieved results. It is employed as a means of improving teaching and learning and is highly goal-orientated. Results are used to hold schools and teachers accountable and the results are intended to foster school change and enhance the student learning. Performance based accountability promotes the use of results to

inform teachers' practice in the classroom. Frequent monitoring of the teachers' activities in the classroom is vital for the improvement of the student performance.

However, there are genuine concerns regarding performance-based accountability, such as putting too much pressure on academic integrity. Some of the concern emanates from the notion that grades and standards of education will be compromised. Professional accountability also establishes incentives based on performance; this creates a lot of institutional pressure and might lead to grade inflation, reduced rigor and lowered requirements and standards of education. This would contribute to the potential loss of credibility in education.

The debates around teacher accountability will be beneficial to the in that it will set the parameters of the study and will inform the analysis of data. Teacher accountability is essential to the study because it is an integral part of teacher appraisal and teacher development. The different types of teacher accountability will be of assistance in identifying the type that informs teacher appraisal in the context of South Africa. Teacher accountability is a key factor in determining the policies of teacher appraisal as has been indicated in the literature review. All the literature that has been reviewed makes reference to teacher accountability.

The different types of teacher accountability equip policy formulators with the insight into what is best suited for the teachers in their specific countries as regards teacher appraisal. The different types of teacher accountability are appropriate for this study because the information will help the study to locate teacher appraisal in the context of South-Africa and the rationale behind it.

The outline of the different forms of teacher accountability will be helpful in understanding the landscape of teacher accountability in the context of the South Africa appraisal system. The literature review on teacher accountability has set trajectories for understanding why the DOE has not opted for IQMS because, as explained in section 2.4, the objective of the new appraisal system is to reverse the negativity of the inspection type of appraisal, such as the top-down evaluation.

According to Biputh and McKenna (2010), historically the method of quality control in South Africa was based on a top-down management style which emphasised control rather than quality assurance. The inspection system put an emphasis on control rather than quality assurance (DoE, 2001:43). The appraisal system before 1994 was autocratic and judgemental, geared towards control and containment of both teachers and learners. The system was 'highly bureaucratised with strict control through standardised procedures, codes and line of responsibility (McClenon, 1974, cited in Smith & Ngoma-Myena, 2003: 352).

Teachers were not comfortable with this type of inspection and therefore lived in fear of this type of control. During the apartheid era teacher accountability, contrary to the education theorists like Williams (2003) was used as a tool for bureaucratic efficiency and social control rather than professional development, particularly in the case of black teachers (Biputh & McKenna, 2010:281).

The main purpose of teacher evaluation is to develop and support teachers and not to exert control and containment of teachers and learners as was the case pre-1994 (Biputh & McKenna, 2010). IQMS emerged as an alternative tool of teacher evaluation in trying to address the imbalances of the past which were autocratic and highly fragmented. IQMS was introduced as a new model of teacher appraisal against the backdrop of an unpopular and dysfunctional type of teacher evaluation. This sheds much light on the nature of the development of the teacher evaluation model, IQMS, and its purpose and rationale.

This literature will be beneficial in the analysis of the collected data because it will uncover the reasons and the rationale behind the landscape, trajectory, the nature and the purpose of IQMS. The literature review will equip the study with the tools and the framework to understand why IQMS is implemented and interpreted in the manner it is at schools.

Lastly, if the leadership and the teachers are in a position to propose strategies to deal with the challenges of mediation and implementation of IQMS in particular, it will be interesting to see from the analysis of the data how leadership structures such as the SDTs and DSGs experience the interaction and the interpretation of the IQMS.

International and national studies will be drawn on for the research into teacher appraisal. The following section will provide a brief overview of the different debates on teacher appraisal.

2.4 INTERNATIONAL STUDIES ON TEACHER APPRAISAL

Teacher appraisal is a world-wide phenomenon and research area. Kelly *et al*. (2007) indicates that the concept has evolved with time and different interpretations and models regarding this phenomenon have come to the fore as this literature review will indicate.

Researchers such as Bartlett (2000) and Kelly *et al*. (2007) have studied teacher appraisal as well as the models used in various countries and have examined different aspects of this phenomenon. Both agree that there are tensions in teacher appraisal. Bartlett (2000) notes the tension which is irreconcilable in teacher appraisal schemes that combine accountability and professional development. Kelly *et al.* (2007) notes that there are many tensions between formative and summative purposes of appraisal. These tensions perpetuate the negative perceptions of teachers towards the appraisal system.

The other notable difference between the two authors is that Kelly *et al*. (2007) states that there was a study conducted on the attitudes and behaviour of Singapore teachers and the effect or impact it has on teacher appraisal. The study took into consideration, amongst other factors, the educational context and the potential influence of cultural and contextual factors. The study was conducted in preparation for the new appraisal instrument that encompasses all teachers in Singapore.

Bartlett (2000) explains the evolution of the development of teacher appraisal in the context of England from the early 1950s. She further explains that throughout the 1980s and the 1990s, the British government wanted to exert greater control over the work of teachers by introducing the appraisal system that would assess teaching and ultimately influence the practice of all teachers. Performance appraisal was seen as an

appropriate way to bring about a better relationship between pay, responsibility and performance (Bartlett, 2000).

Following an industrial action by teachers, there was agreement reached between teachers' unions and the government that teachers should participate in the appraisal processes. New regulations were formulated around the Professional Development Approach on the performance appraisal of teachers. This model saw teacher appraisal as a continuous process with the intention of developing teachers in their professional capacity and also to render assistance in their career pathing by offering in-service training .The ultimate objective of this model was to improve standards in education and in the management of the schools.

In 1991, a new regulation regarding teacher appraisal was introduced in the United Kingdom, namely, school teacher appraisal. The main objective of this new regulation was to ensure that appraisal for every teacher would take place on a two-year cycle. Each teacher would then be subjected to observation and interview which would result in incentivising them. In 1998, the notion of appraisal for assessment was introduced and the government stated clearly that in this model teachers would be appraised annually and this would be linked to pay progression (Bartlett, 2000).

The lessons from the UK teacher appraisal are that the MOE was quick to rectify their mistake of wanting to exert power and greater control over teachers' work by introducing an appraisal system that was linked to pay performance. This was a new paradigm shift that incorporated all the stakeholders in education and the mandate was that all stakeholders must work together to raise the standard of education. The positive response from the MOE was successful because they introduced a new model of appraisal that promoted the culture of collaboration amongst teachers and other stakeholders. The MOE turnaround strategy of retention and promotion and fast-track promotion attracted high calibre graduates and was instrumental in assisting teachers to focus on their work.

Studies conducted by Kelly *et al*. (2007) in 2000 in Singapore primary schools regarding teacher appraisal or teacher evaluation show that teacher appraisal or teacher evaluation is increasingly viewed as a critical process in schools for raising the

competency of teachers and thereby improving the quality of education. Based on their research, Kelly *et al*. (2007) also claim that the performance appraisal system can have a significant impact on the attitudes and the behaviours of teachers.

The adoption of the reward structure allowed huge bonuses to be paid to teachers. Performance bonuses of teachers were increased to three times their monthly salary. These notions of rewarding teachers for good performance help to attract, retain and motivate teachers, according to Kelly *et al*. (2007). The appraisal system in Singapore serves both formative and summative purposes. A formative process means that the individual teacher is developed for career pathing and competencies that might be lacking. Summative processes entail all the information regarding issues of accountability, bonus salary adjustment and promotions. In order to promote the quality of education in Singapore, this model was adopted as an effective tool in attaining the objective of the Minister of Education (MOE) which is quality in education.

The appraisal system has to be viewed by the appraisee to be effective otherwise the entire exercise is futile. Studies in Singapore have shown that teachers are more likely to reject the evaluation procedure if they perceive it to be unfair and unjust. Amongst other obstacles of teacher appraisal in Singapore is that it lacks clear and understandable criteria. In most cases it is difficult to define good performance because the teachers are not clear about the criteria in place, according to Kelly *et al*. (2007).

Bartlett (2000) has also shown that teacher participation is of utmost importance in the development of any teacher appraisal system. However, Kelly *et al*. (2007) bring a new dimension to this phenomenon. They argue that the practice of paternalistic top-down leadership is strong in the Singapore culture and therefore the implication of that culture might mean that teachers in Singapore may not value participation in the development of teacher appraisal development.

Kelly *et al*. (2007) further states that there were tensions between formative and summative purposes of appraisal and that there was a lack of agreement on the appropriate appraisal criteria which caused a lot confusion and resentment from the

teachers. Consensus over validity and reliability of evaluation methods also perpetuated the negative attitude of the teachers towards the processes of appraisal. The MOE was quick to react on the unsuccessful implementation of the old appraisal instrument. This was a one-size-fits-all type of appraisal. It means that from the studies conducted by Kelly *et al* (2007) the old performance appraisal system in Singapore was standardised for all teachers with a focus on evaluating teachers for leadership and management positions.

In response to the failure of the old appraisal instrument, the MOE proposed a new appraisal instrument. The new performance appraisal system was customised on different career tracks, such as teaching, leadership and senior specialists; in essence it meant that both the appraisee and the appraisers need to agree on the appropriateness of the evaluation criteria. Another important aspect is that the appraisers should have adequate training to undertake effective appraisal.

The Singapore experience has provided an example of successful implementation of appraisal instruments for teachers. According to Kelly *et al* (2007) there can never be a standardised appraisal tool for all teachers regardless of their experience, contexts and career paths. It can be deduced that trust is critical in the appraisal system in Singapore and the MOE was relatively successful in the quest to achieve an appraisal instrument that promotes a collegial working environment in schools in Singapore. The word "relative" has relevance because the study of Kelly *et al* (2007) does not prove conclusively that the new appraisal system was a landslide success.

Kelly *et al.* (2007) states that in Thailand, teacher development and teacher appraisal were based on greater accountability and control of schools and teachers' work by the MOE. The desire to control teachers' work and manage teachers' performance led the MOE to regard teachers as technicians who were expected to perform their duties to the best of their abilities or fail to deliver.

One possible deduction about Thailand is that the superintendent model is still in place. However, the MOE continues to attempt to improve the current appraisal system to take cognisance of the internal quality assurance process and local decision-making bodies such as the community to enhance the quality of education in Thailand.

In other words, Thailand is undertaking a paradigm shift from the inspection and accountability type of appraisal to internal quality assurance.

The main aim of teacher appraisal in New Zealand as legislated is that all students in schools experience effective teaching. The functions and roles of teacher appraisal are distributed across the ministry. In New Zealand, teacher reform is tightly linked to learner outcomes. Teacher appraisal combines accountability and improvement of the school. The framework of teacher appraisal here devolves power to the principal, that is, the principal has the delegated authority of managing the teacher appraisal (Sinnema, 2005).

The implementation of teacher appraisal rests with the school boards as well as the principals who must ensure that all the proceedings go according to the criteria set by the legislation. The school boards identify the teachers that have to be appraised. The process of appraisal takes place once a year. The effect of teacher appraisal is dependent on how strong the leadership of the school is (Piggot-Irvine, 2003).

The implementation of teachers' appraisal faced some serious challenges during the implementation process. Many teachers were not clear about the content of the policy framework. The criterion was also ambiguous in that new teachers were concerned. The implementation challenges were significant regarding teacher appraisal in New Zealand. There was a lot of tension and confusion which was brought about by two separate sets of professional standards.

The lessons learnt from Piggot-Irvine (2003) in New Zealand schools are that effective appraisal overlaps with ongoing educative relationships. The MOE was relentless in achieving the effective appraisal system. The study conducted by Piggot-Irvine (2003) indicated that effective appraisal overlaps with ongoing educational relationships. All the values, such as fairness, honesty, openness, transparency, respect, trust and non-defensiveness, that are underpinned in the features of effectiveness are modelled from the top down. In essence it means that all these attributes are cascaded from top officials down to schools.

There is no empirical evidence showing that the quality of teaching and learning is consistent with implementation of teacher appraisal in New Zealand. There are too many bodies controlling teacher appraisal such as the unions, professional bodies, school boards, parents and educators. This means that there is a lot of contestation which is why there is a lack of coherence in the policy. There are many interests groups with different agendas. The other notable factor is lack of capacity building initiatives before implementation.

The outlined review indicates that teacher appraisal is a dynamic and ongoing process with a lot of contestation from education officials and the unions which have a vested interest in the control of education and whose values will be reflected in the policies. There is a power struggle from the formulation process down to the implementation; school leadership must therefore possess the qualities to mediate these policies at school level.

Teacher appraisal must be tailor-made for all teachers in their different contexts and at different levels of development as well as different purposes. From the literature review, it is clear that teacher accountability and teacher development can never be combined into one model of teacher appraisal because of the different purposes.

Firstly, there is bound to be a lot of tension because the purposes of teacher development and teacher accountability are different and diverse. Research (Bartlett, 2000; Kelly *et al*., 2007) have shown that there is a lot of tension between formative and summative evaluation due to the purpose and discourse of processes trying to achieve different objectives using a singular tool and which therefore cannot be infused in one measuring tool. Research (Bartlett, 2000; Kelly *et al*., 2007) also shows that it is disastrous to combine teacher accountability and teacher development to bring about a teacher appraisal tool or model.

One can learn from the research in New Zealand regarding teacher appraisal that policy intentions differ drastically from what happens on the ground. It also explains the phenomenon of policy gap. The policy formulators and policy implementers must plan adequately financially and in terms of human and physical resources. This means

that if policy formulation is flawed, it is unlikely that policy implementation will succeed.

Literature review will assist to locate the trajectory of the model of the teacher appraisal model that is applied in South Africa. It is therefore imperative in the next section to look closely at the model of teacher appraisal used in post-1994 South Africa and the rationale behind the development and implementation of IQMS and its tensions.

2.5 TEACHER APPRAISAL IN THE SOUTH AFRICAN CONTEXT

The historical development of IQMS and its tensions and the reasons leading to its implementation are crucial in understanding how teachers interpret and contextualise it. A description of what constitutes IQMS and its composition will be provided.

Let us turn to a brief description of the composition of the appraisal model used in South African schools. An agreement was reached in the ELRC (Resolution 8 of 2003) to integrate three existing programmes on teacher appraisal and evaluation in order to improve the quality of education in South African schools (ELRC Resolution 8 of 2003). The existing programmes were the Development Appraisal System (DAS) that came into being on the 28 July 1998 (Resolution 4 of 1998); as mentioned above, the purpose of this programme was to appraise individual teachers.

The Performance Measurement System that was agreed to on 10 April 2003 (Resolution 1 of 2003) was aimed at evaluating individual teachers for salary progression, grade progression, affirmation of appointments and incentives (Class Act, 2007).The Whole School Evaluation (WSE) in the meantime was introduced precisely for evaluating the overall effectiveness of the schools. The Integrated Quality Management System (IQMS) is informed by Schedule 1 of the Employment of Educators Act, No. 76 of 1998 where the minister is required to determine performance standards for educators in terms of which their performance is to be evaluated (ELRC Resolution 8 of 2003:1).

This model of teacher evaluation is driven by two purposes: professional development and accountability. The IQMS model pays attention to teacher context in the policy document and to quality which is defined as a universal set of model practices (Class Act, 2007:43). However, IQMS does not accommodate effectively the contextual factors of teachers and assumes that there is enough departmental capacity to support educators and the school management team. IQMS documents state categorically that accountability and professional development are afforded equal status in this model.

However, IQMS is underpinned by strong principles such as objectivity, fairness, consistency and transparency. These principles add value to the IQMS as an educational policy that allows teachers to participate in their own appraisal by becoming a member of the Development Support Group (DSG). The DSG is selected by the teacher who has to be appraised and one of the members of the DSG has to be the teacher's peer while the other has to be the immediate senior of the teacher.

The DSG is responsible for evaluating, assisting, supporting and mentoring the teacher for the purpose of appraisal. A teacher can serve on the DSG if selected by his/her peer. Peer coaching between teachers has, according to research (Hargreaves, 2000), shown that it has greatly increased value for the successful implementation of new educational policies and teaching strategies. Mutual support is of paramount importance as well as collaborative working together as teachers because it builds a strong level of trust.

The School Development Team is the body responsible for the facilitation and mediation of IQMS at school level. The teachers' participation in this body is of paramount importance because the policy and the entire process of IQMS will be seen to be fair and just. The composition of this body is highly significant because of the leadership role that it plays in the mediation and implementation of IQMS at school level.

The SDT in schools according to IQMS document (ELRC 8 of 2003) is composed of the principal, the IQMS co-ordinator, a democratically elected member of the school management team and a democratically elected post-level one teacher. This is the highest body at school that deals with all matters relating to the processes and

procedures of IQMS and ultimately oversees the process of teacher evaluation and appraisal. On-site evaluation by the senior management at school level at times works out better than external evaluation/supervision because research (Hargreaves, 2000) shows that teachers learn best in their own professional learning communities.

It is important to consider the different debates and discussions around the analysis of IQMS and its tensions in South Africa.

It is also necessary to understand the development and historical factors behind the IQMS as the model of teacher appraisal used in South Africa. As explained earlier (section 2.4), IQMS replaces the autocratic and highly fragmented policy of school inspection which were very subjective. Historical factors have shaped the present model of teacher appraisal in South Africa and the way it has been interpreted and implemented (Biputh & McKenna, 2010).

It is important to understand that the purpose of old teacher appraisal was based on control rather than quality assurance (DOE, 2001). During this era, teacher appraisal was not in any way developmental and supportive but was perpetuating and pushing for control of teachers. School inspection and teacher appraisal lost meaning and direction because the inspectors and subject advisors lost direction and wanted to pursue political gains perpetuating the Nationalist Party policy of Apartheid by subjecting black teachers to inhumane working conditions and of instilling fear in the teachers instead of focusing on educational gains. Due to these inconsistencies, there was a total collapse of any form of evaluation and assessment from any DOE official. All those officials who represented the DET (Department of Education and Training) were chased away from schools, especially in the townships, so there was a breakdown in teaching and learning.

With the advent of the new dispensation, there was a flurry of new educational policies to regain and recapture education and to restore it to the status that it deserves. It is against the backdrop of this background that IQMS, amongst other educational policies, was introduced. The philosophy underpinning IQMS is based on the fundamental belief that the sole purpose of the new measure is to determine competence, assess strengths and areas of development, practice support and

opportunities for development to assure continuous growth. Amongst other things, IQMS must promote accountability and monitor the overall effectiveness of the institution (ELRC, 2003:4).

Because of the past history, trade unions were very active in the process of drawing up the new teacher appraisal policy because they wanted to protect their members from the ills of the past. The unions negotiated for a more developmental approach that would also look into the question of peer review. As Biputh and McKenna (2010) explain, the unions led the discussions of teacher appraisal and pushed for the developmental kind of teacher appraisal which included self-evaluation and contextual factors, amongst other principles.

By 1998, a new model of teacher appraisal was agreed at the ELRC by the unions and DOE for the purpose of reinstating the culture of teaching and learning, amongst others. However, in the quest for redressing the imbalances of the past, this model IQMS, contrary to the empirical research (Bartlett, 2000; Kelly *et al*. 2007) that teacher development and teacher accountability cannot be infused into one instrument of teacher appraisal, did not take that principle into consideration.

This resulted in tension because the discourse, the rationale and the purposes of the two principles are widely different and will definitely have opposing goals. This means that in one model there are constructing principles and that assumes that all teachers can be evaluated in one standardised instrument which by its nature is very complex.

It therefore means that the content of IQMS is confusing because it tries to achieve a lot using a single instrument to achieve both accountability and development. The literature that has been reviewed in this study has indicated that one standardised instrument cannot be applied to teachers of different contexts and at different stages and ages of development.

Therefore, there can never be a one-size-fits-all kind of policy to address different learning contexts, and obviously the appraisal strategies employed should differ according to the level of teacher development. It means there should be diverse and

customised evaluation programmes which are tailor-made for different contexts and different teachers. There should be a progression type of evaluation which accommodates different types of teachers and their different levels of development.

The discourse used in IQMS tends to emphasize accountability and control of the teachers' work and their performance. IQMS processes are seen as a bureaucratic exercise designed to control the work of teachers in the classroom by expecting a lot of administrative paper work. This would ensure that the teachers would be controlled strictly by the districts rather than the whole procedure being developmental and supportive to the teachers. Bureaucratic accountability subscribes to the notion of top-down and makes schools accountable to districts for the expected accountability of teachers' work in schools.

The other tension caused by IQMS is that it promotes two different models of accountability such as developmental and bureaucratic accountability which are collapsed into one appraisal model. The two processes which are bureaucratic and developmental are different, and so are the purposes. The appraisal instruments employed should be different for both the processes because the two would yield different outcomes.

The same instrument can never be used to measure different outcomes; the literature that has been reviewed has shown that there can never be a one-size-fits-all type of policy for teacher appraisal because of the different ages of development and different contexts. One standardised policy will never accommodate the diversity of the nature of teachers around South Africa. This actually means that the educational policies, in particular IQMS (teacher appraisal), should be tailor-made or be customised according to the developmental needs of different teachers and the different ages of development. The literature review indicates that the learning environments are vastly different and therefore that means different contexts seek different strategies, hence the different appraisal instruments for different teachers.

The IQMS, like any policy, is very complex and its content problematic as it adopts some flawed assumptions about teachers, their status, work and what could be done to improve their teaching (de Clercq, 2010). IQMS assumes that educators are

professionals with autonomous power and this causes a lot of tension in schools because most educators still regard themselves as not being recognised as professionals.

The content of IQMS is also flawed because it makes problematic assumptions that educators receive on-going development support and this is not happening on the ground. This causes a lot of tension in schools because of lack of capacity to implement and interpret IQMS according to policy and this defeats the very intention and purpose of IQMS which is improvement of quality in teaching and learning.

The other notable factor that causes irreconcilable tension in IQMS is the integration of three appraisal systems into one model of teacher appraisal. This is problematic and brings a lot of tension because all three programmes have a distinct focus and purpose and collapsing them into one programme is confusing and chaotic. In most cases the content of IQMS is not clear, leaving room for reinterpretation at the implementation level which causes a lot of confusion and tension amongst teachers. The fact that there was no implementation plan in terms of allocation of resources causes a lot of tension between schools and the districts.

The literature review shed some light on why educators experience the IQMS as contradictory or confusing. The tensions in the IQMS are also brought to the fore in the literature review which provides some insight on the different types of policy analysis which will best influence the study in the quest to provide answers for specific research questions that have been asked in this project, especially the questions that are related to the challenges involving the implementation of IQMS.

Literature review on policy analysis and policy implementation was essential to the study because it provided different perspectives and viewpoints of policy analysis to policy implementation. The different approaches to policy analysis and policy implementation illustrate different conceptual approaches and their viewpoints. Each approach subscribes to a particular framework informed by a set of assumptions. The conceptual framework serves to draw a trajectory wherein a particular viewpoint that subscribes or influences the study should be drawn from.

The next section concentrates on the different approaches of policy analysis and policy implementation and the rationale behind subscribing to a particular viewpoint to policy analysis.

2.6 ANALYSIS OF POLICY AND POLICY IMPLEMENTATION

Taylor *et al*. (1997) shows that policy and policy implementation problems are difficult to research or resolve in a systematic, controlled and calculated manner as the policy development process is ongoing, dynamic and continuously changing. Scholars of policies, such as Barrett (2004), have shown that policy and policy analysis can rely on at least three conceptual approaches, namely:

1. The liberal pluralist approach;
2. The interpretive policy analysis approach;
3. The political approach to policy analysis.

The liberal pluralist approach to policy and policy analysis sees policy as rational, prescriptive, and structured, and assumes that line function systems are hierarchal and policy is expected to be implemented according to the structures. Top level managers make sure that the policy is implemented and regulated accordingly (Moulton, 2003). The rational way of policy analysis is not concerned about the people in the structure nor about the societal and political issues. It is based on the assumption that there is a hierarchical relation between policy making and implementation.

This approach is interested in the rational nature and coherence of policies that rely on a normative conception of policy that views policy making as a separate activity from policy administration (de Clercq, 2010: 101). The top-down model is central to this approach and it emphasises the separation of politics from administrative issues. Policies must be made at the top and must be executed by the agents (implementers) who need to be compliant with the policy objectives. The main purpose of these implementation studies was to identify the main causes of implementation failure. The factors which contributed to the gap between policy intentions and policy outcomes and what actually happens on the ground, according to de Clercq (2011), were as follows:

1. Implementers' inadequate skills;
2. Lack of competencies and resources;
3. Poor communication and co-ordination;
4. Poor administrative control;
5. Implementers with semi-autonomous discretion.

The interpretative, or sense-making, policy analysis approach takes account of how implementing agents make sense of the policies in place. Policy messages are dynamic and not static, and ideas that are transmitted or unaltered into local actors' minds are rejected, mediated and/or modified to fit local needs and conditions. Policy agents must first notice, then frame, interpret and construct meaning for policy messages (Spillane *et al*., 2002:392). In this approach, agents are understood to give meaning to the introduced policies. These policies are communicated to the implementers who then have to make sense of them. The policy analysts who subscribe to this approach focus mainly on social understanding, interaction and mediation of the policies (de Clercq, 2010).

Spillane *et al*. (2002) advocates for a cognitive framework for policy analysis and policy implementation, arguing that implementing agents (teachers) have to know and understand their practice in order for them to change their attitudes and believe in the process of implementing the policy. They argue that the influence of role-players plays a vital role in social interaction in the implementation process and that social interaction can also shape the sense-making in the process of implementing the policy.

Spillane *et al*. (2002) contends that studies of the mediating role of teachers' professional communities in the teachers' construction of policy messages about their practice from policy and other resources underscore the importance of socially mediated sense-making in the implementation process (Spillane *et al*., 2002:406). The enactment zone is explained by Spillane *et al*. (2002) as the space where the world of policy meets the world of practice. The enactment space plays a powerful role in mediating policy between the policy makers and the teachers in their practice. This is achieved by providing the implementing agents with ample opportunities to deliberate issues concerning the policy to be implemented.

The political approach to policy analysis assumes that policies effect change and that implementation studies can assist in obtaining maximum benefits of the desired outcome from the policy if they unveil the power relations behind the policy development process. Taylor *et al*. (1997), as proponents of a political analysis of policy, argues that policy processes are political in nature and that it involves a lot of compromise, trade-offs and settlements. The political approach puts emphasis on the political nature of policies and further states that power and control are central in the policy process. It argues that there are always tensions and contestations of power in the policy process and the end result is at times a compromise.

Thus, arguing that policies are exercises of power, it also believes that policies are interpreted, negotiated and contested as there is an element of power relations between different policy agents or role-players. The analysts who subscribe to this approach believe that understanding the negotiation and mediation process of implementation in all its political aspects is essential for capacity building. Political analysts believe that policy as discourse and text frames the dynamics and the interests of the policy. De Clercq (2010) states that, "discourse frames policy and also acts as a structure that creates possibilities and impossibilities". She further explains that, "text creates circumstances within which agents mediate, accept, reject or contest policy".

The political analysis was a framework used in answering the research questions regarding implementation challenges emanating from the political nature of IQMS and whether the school leadership had the competencies and skills to develop the strategies to address the challenges central to the implementation of IQMS.

The political approach is essential to the analysis of this study because of the nature of the research topic, which is by nature embedded in political context. IQMS is an educational policy and by its nature is subjected to the power balances between the different policy agents who are always contesting for power. The political approach emphasises the political nature of policies such as IQMS and further states that power and control are central in the policy process. This approach is central in analysing and interpreting the data collected, and will influence the study because it is rooted in the view that society consists of competing groups with different values and access to

power, and in relation to IQMS as an educational policy, this approach encompasses the political nature of policy as a compromise between competing groups.

If implementation agents have a major role to play, then school leadership has to be adequately skilled and knowledgeable in policy leadership issues in order to facilitate the process of implementing all DOE policies. It is vital for the research to look into the different studies of school and policy leadership.

2.7 POLICY LEADERSHIP AND SCHOOL LEADERSHIP

There are many studies on school leadership which investigate different forms, styles and roles of school leadership. There are different viewpoints regarding leadership in general and policy leadership in particular.

The traditional view of leadership assumes that people are powerless and that they lack the personal vision and the inability to master change. The leaders in this approach are very individualistic (Senge, 2009).

Another perspective of leadership is the socio-historical approach which takes into consideration the context, the values and the economy of schooling. From this perspective, school leadership is a cultural and historical subject and not a technical one (Ruper, 1995). This framework analysis is based on class and hierarchy, which are dependent on power and authority. The socio-political analysis focuses on the greater autonomy given to the principal as a school leader.

This approach emphasizes the professionalism of the principal. Strong and efficient school leadership is vital for any institution to run productively. Political scientists consider leadership from the point of view of the power held by leading persons within the society (Gardner, 1995). Psychology examines the personality traits of leaders and those who are being led. The cognitive approach views leadership as a transaction that occurs between the minds of leaders and followers.

Some scholars (Rupert, 1994) define leadership as providing direction and exercising influence and mobilising others to achieve shared goals. Northouse (2007) defines

leadership as a process by which a person influences others to accomplish an objective and directs the organisation in a coherent and cohesive manner. A leader also strives to achieve common goals by influencing a group of individuals. A strong leader will display strong attributes of skills, knowledge and competence.

2.7.1 Managerial Leader

A manager must possess the quality to guide and direct his/her subordinates .A managerial leader is one who provides proper leadership to his /her subordinates by driving them to attain the common goals of the institution. A good leader will always guide and motivate his/her staff and will promote interest in their staff's work.

2.7.2 Delegating Leader

This type of leadership promotes the emergence of other leaders and creates a web of leaders; it draws from the contours of expertise from their followers who are highly independent and capacitated. This type of leader identifies the problem or issues but responsibility for carrying out the response is given to the followers. This type of leadership maintains a high level of competence and maturity of people who know what to do and are highly motivated. Principles such as delegation, transparency and communication are vital in determining the culture of the school.

2.7.3 Transformational Leader

This type of a leader is visionary and appeals to the hearts of the people and raises the level of awareness and the degree of consciousness about the significance and value of designated outcomes and the ways of reaching them. This type of leader is seen as a change agent by his/her followers.

2.7.4 Policy Leadership

Policy leadership requires leaders that are strong and can make strategic decisions which might have an impact in turning an institution around in crisis situations. Policy leadership requires leaders who are creative and who can transform the institution if a

need arises. These are the leaders that are able to interpret, interrogate and analyse policy discourse and policy text. Policy leadership means the kind of leadership that has the capabilities of recognising the different world views of policy. Policy leadership is essential for the growth and development of schools in particular because leaders in the schools lead beyond boundaries. A strong policy leadership needs vision, knowledge of various enabling and constraining policy aspects, and understanding of the main policy tensions, and the school needs to make strategic decisions that exploit the opportunities created by such policies (de Clercq, 2010).

According to the literature review, there can never be a typical textbook type of leader. Different contexts call for different types of leaders and leadership styles and there is a fine line between the different styles of leadership. Leaders are shaped by their viewpoints and this has a major effect on the outcome of their leadership styles. Therefore the main research questions will have different outcomes depending on the type of leadership style in question.

This research will be informed by the leadership that has been defined by the research questions. There is a definite trajectory to follow in the types of leadership that will have explanatory powers to explain and to contextualise the leadership styles exemplified in the research project. The research will benefit from the viewpoints espoused by a delegating type of leadership because it will assist in providing answers to some of the research questions. Policy leadership will also be paramount to enhance the quality of the study because it will provide an understanding of what expertise, competencies and skills are expected from the leadership.

The data collected will inform whether the school leadership has the ability to influence or mediate the implementation of new educational policies post-1994, including IQMS. It will be important to establish whether the leadership and teachers have made a significant change in their perceptions and attitudes towards new educational policies like IQMS.

The different viewpoints also provide a framework for analysing policy issues and policies in general. This research project is also set to analyse data through a particular

lens or a particular conceptual framework which will be discussed in the subsequent paragraphs.

2.8 CONCEPTUAL FRAMEWORK

The literature review has led the researcher to believe in the strengths of both the interpretative approach and the political approach to policy analysis. This will enable the researcher to explain the important process of policy mediation and the roles played by policy implementers, notwithstanding their context, power relationships and negotiations.

The research learns from the political approach to policy analysis that policies effect change and power relationships between policy communities, and that implementation studies can assist in improving policy implementation if they reveal the power relations behind the policy development process. Taylor *et al*. (1997), as proponents of a political analysis of policy, argue that policy processes are political and involve compromises, trade-offs and settlements. The political approach influences this research into the political conflicts and bargaining between different groups over the IQMS policy text (de Clercq, 2010).

The study also relies on the interpretative approach to policy and policy analysis when analysing the data collected, because schools are social settings where educators are continually making meaning of the world around them within their context. Schools are also located in different communities and are faced with ongoing external and internal political factors which influence their meaning-making interpretation.

Given that it is the school responses to the IQMS policy which are under investigation, it is imperative to first analyse the school context which exists in relation to issues of professional development, accountability and general attitudes to government policy, with specific reference to the role of the school leadership. These contextual conditions will assist in understanding how the teachers' appraisal system was received and implemented in schools.

Hargreaves (2000) argues that there are different ages of professionalism and that the development and support in each age is unique. In essence what it means is that the professional development must be tailored to the needs of teachers at a particular age and level and that professional development cannot be standardised. The purpose of professional development is to improve the quality of education by supporting teachers according to their professional developmental needs. The model of teacher accountability should be coherent and in line with the model of professional development, as both should be tailored according to the teachers' work status and needs.

Teacher accountability and development should be managed by different authorities because the purpose and the rationale are different and if collapsed into one model of teacher appraisal there are bound to be tensions and problems. An appraisal system relies on a socially constructed and not a rational objective instrument and should therefore be understood in the context and within power relations existing in the education system.

The role of leadership is also imperative for the study because it is interested in how leadership mediates the IQMS policy. It is therefore important to shed light on the type and attributes needed by this leadership. It has to have the capacity to influence the school to undertake a particular culture of working through things. Ideally, the type of leader should be a distributive leader who believes in collaborative working together with the entire staff in order to shape the school towards a culture of mutual support and of doing things as a collective. A distributive leader as an agent of change understands that he has to draw from the different expertise of staff members because each member has different knowledge and expertise. This leadership style is shared and distributed according to the expertise of staff members because the leadership has empowered them to take on leadership roles to move as a collective.

Policy leadership is vital to understand in order to assess the strengths and competencies of the school leadership in IQMS implementation matters and more specifically in framing interpretations of the IQMS policy text (Taylor *et al*, 1997). Policy leadership needs the knowledge, skills and competencies to understand that policy is political by nature and that there are a lot of competing groups with different

interests in education. Policy leadership has to be aware of the complexities and dynamics of policy implementation and that there are always compromises, trade-offs and settlements to be undertaken in the implementation process as there are a lot of negotiations with the different groups with different interests in the education policy. Policy leadership requires a thorough knowledge of the policy content and possible strategies to mediate the challenges and tensions embedded in the implementation of policies that they have to implement.

CHAPTER THREE

RESEARCH METHODOLOGY

3.1 INTRODUCTION

This chapter describes the research design and methodology used and how the data was collected and analysed. It sets the trajectory of the research by outlining amongst other aspects the data collection instruments and the rationale behind the research design. This chapter also explains all the participants who contributed to the research process.

3.2 RESEARCH DESIGN

This is a qualitative study. Qualitative research is interested in exploring and describing phenomena of interest. McMillan and Schumacher (2006:20) describes research design as a procedure for conducting the study, including when, from whom, and under what conditions the data will be obtained. The research design, as explained by McMillan and Schumacher (2006), is the general outline or plan of how the research is going to be set up, the subjects of the research and what methods are going to be used for data collection. The main purpose of research design is to ensure that it will enable the researcher to draw the most valid, credible conclusion from the research being undertaken.

Qualitative research uses a naturalistic approach that seeks to understand phenomena in the context of a specific setting, such as the real world where the researcher does not attempt to manipulate the phenomenon of interest (Patton, 2001:39). Qualitative research is defined as a type of research that produces results which cannot be quantified as the findings come from the real world settings where the phenomena of interest unfold naturally (Patton, 2001:39).

This qualitative research relies on the case study approach. Case study is a generic term for the investigation of an individual, group or phenomenon. While the technique used in the investigation may be varied, and may include both qualitative and quantitative approaches, the distinguishing feature of case study is the belief that human systems develop a characteristic wholeness or integrity and are not simply a loose collection of traits. As a consequence of this belief, case study researchers hold that to understand a case study to explain why things happen as they do, and to generalise or predict from a single example requires an in-depth investigation of the interdependence of parts of the patterns that emerge (Stuurman, 1994:61). Such research which tends to rely on the interpretative approach mostly gathers data using questionnaires (Jonathan, *et al*., 2011) and instruments like interviews as is the case in this research project.

Qualitative method is suited to this type of research because of the topic to be researched. This approach examines in detail the participants' life world in relation to one policy and it also seeks to unfold their individual perceptions. The research topic in this case is the Integrated Quality Management System (IQMS) which is a complex phenomenon taking place in schools. It involves a group of people making sense of and interacting in their real world to implement this policy. The participants have to interpret and interrogate the issues of IQMS as a complex phenomenon in their natural school settings.

3.3 SAMPLING

Case study is based on an in-depth investigation of a single individual group (Wikipedia). Case study, like any instrument of gathering data, has strengths and limitations as noted in Simons (1996), who explains that one benefit of using a case study is its uniqueness and the capacity to understand complexity in particular contexts. A strong proponent of case study research, Adelman, *et al.* (1980**)** explains that the strengths of case study include:

- Case study data is strong in reality but difficult to organise;
- Case study allows for generalisation based on the patterns and instances emanating from the case;

- Case study recognises the complexity and embeddedness of social truths;
- Case studies are a step up to action;
- They begin in a world of action and contribute to it.

Some critics of case study like Yin (1994) state the following regarding the disadvantages and limitations:

- Lack of rigor;
- Little basis for scientific generalisation;
- The case study takes too long to complete;
- Case studies result in massive, unreadable documents (Yin 1994:11);
- Most case study investigators have allowed biased views to influence the direction of the findings and conclusions.

The interpretivist is founded on the theoretical belief that reality is socially constructed and fluid. What we know is always negotiated with cultures, social settings and relationships (Robert Wood Johnson Foundation). The interpretivist position was chosen for this research as the most appropriate because of the researcher's belief that reality is socially constructed and fluid. What we know is always negotiated between people within social settings, culture and relationships. This explains that a case study was conducted in two schools of different socio-historical backgrounds, norms and cultural values, but chosen because of the good reputation they have as far as their leadership is concerned.

In qualitative studies, the group of subjects or participants from whom the data are collected is referred to sampling (McMillan & Schumacher, 2006:129). In a case study, sampling is generally located at two levels ─ the selection of a case study and the selection of the people who will participate in the study (Merriam, 2001). The study conducts a case study as a method of gathering data and as a means of empirical investigation of the phenomenon within its real-life context. The sample of schools is a purposeful one in that it will select schools which are rich in the information that this study wants to examine and assess. The schools selected are known for their leadership in policy implementation.

The respondents who took part in the research project are Schools A and B. In School A a total of six respondents were interviewed .The principal was the first to be interviewed because she had some important errands to run so she was afforded the opportunity to be interviewed first. The rest of the educators were interviewed in accordance with the school time table. In total, five respondents participated in the interview. The original plan was to interview six respondents but on arrival on the day scheduled for the interview, the principal explained that the deputy principal withdrew her participation..

In school B, six educators were interviewed starting with the principal because the respondents felt it would be procedural to be interviewed according to their ranks. The interviews followed that hierarchical order. After the principal was interviewed, the deputy principal followed and the rest of the educators in their respective order and ranks. In total eleven educators were interviewed in two different schools in Soweto.

The two schools afforded the study an opportunity to investigate the IQMS as a social phenomenon from two different social settings which are known to have a strong leadership in the implementation of educational policies and also have diverse historical backgrounds, norms and cultural values.

3.4 DATA COLLECTION INSTRUMENTS

Case study employs different techniques and instruments of collecting data such as the questionnaires and interviews. In most cases the researcher is interested in determining the extent to which respondents hold a particular view or perspective regarding issues raised through these techniques as a means of gathering data.

3.4.1 Questionnaires

A structured questionnaire was employed as a means of gathering data. This method ensures an adequate dialogue between the researcher and those they interact with in order to collaboratively construct a meaningful reality through the analysis and interpretation of the data gathered.

- **3.4.1.1 Advantages of Questionnaires**

- The responses are generated in a standardised way.
- The responses are likely to be objective
- It is generally quick to collect information using questionnaires
- It is potentially likely that information can be collected from a large portion of a group.

3.4.1.2 Disadvantages of Questionnaires

- Questionnaires usually occur after the event so in most cases the participants may forget the important issues.
- The questions are standardised so at times it is not possible to explain the situation the way the respondent would like to.
- Open-ended questions can generate large amounts of data that can take long to process.
- Respondents may answer superficially if the question is too long.

The questionnaire was sub-divided according to different headings such as the respondents profile, teacher accountability, views on the implementation of IQMS, the role of SDT/DSG, and the role of school leadership in mediating IQMS. The sub-heading will be beneficial in the interpretation of the data collected and will enhance the question of reliability.

The total number of two schools in Soweto participated in completing the questionnaire. In school A, five educators completed the questionnaires. In school B, six educators completed the questionnaire, making a total of eleven.

The questionnaires are likely to provide the researcher with the answers responding to the rationale. Therefore, the structured questionnaires will be appropriate for this study because of the anticipated rich data collected from the two schools.

3.4.2 Interviews

A case study seeks to probe deeply into a research setting in order to obtain a general understanding about the way things are, why they are that way, and how the participants in that context experience, perceive and make sense of it. One of the most effective techniques used in a case study to collect data through direct verbal interaction between individuals participating in a research is through an interview. The theoretical framework defines the research problem and the specific interview questions follow the trajectory and boundaries set by the theoretical framework.

The study employed interviews as a means of gathering data. The interview is a conversation between the interviewer and the respondent wherein the researcher seeks to have in-depth information about the subject in question, and questions are asked in relation to IQMS. Face-to-face and semi-structured interviews allow the respondents freedom to talk about issues which might highlight unexpected insights on the subject. The interviews were conducted on site and the researcher was in the position to collect the responses personally or by tape recording, which afforded the researcher an opportunity of verifying what had been written.

3.4.2.1 Advantages of interviews

- The main task of the interview is to understand the meaning of the interviewee.
- The interview seeks to cover both factual and meaning level.
- The interview is particularly useful for getting the story behind the participants' experiences. The interviewer can pursue in-depth information around the topic.
- It is useful for further investigation (McNamara, 1999).

3.4.2.2 Disadvantages of interviews

- There is no brainstorming therefore there is less creativity in the responses.
- It is expensive to administer and it is time consuming.
- It is expensive to analyse many transcripts and tapes.

- The responses at times are overly rationalised and do not properly reflect the emotions.

The interviews were structured around the issue of the role of leadership in mediating IQMS at school level, that is, how the leadership at school level engages with challenges emanating from all the facets of policy mediation and the dynamics that unfold with the interpretation of such policies such as IQMS in particular. The interviews were guided by the theoretical framework in its analysis of how educators construct IQMS, that is, how they perceive it, how they talk about its rationale and its implementation, and how they understand it in their different contexts.

3.4.3 Document analysis

Document analysis refers to the process of using any kind of document such as memoranda, minutes of meetings, working papers, and drafts of proposals. These documents describe functions and values and how various people define the organisation (McMillan & Schumacher, 2010). Documentary analysis can be used as a singular method of research or as a supplementary form of inquiry.

In this research it is used as a form of supplementary inquiry. The main purpose of documentary analysis is to increase knowledge and understanding of a particular setting. The researcher had access to all the minutes of the meetings wherein all IQMS processes and procedures were discussed. However, reliability and validity are central concerns in documentary analysis.

3.4.3.1 Advantages of document analysis

- The data never alters and can be subject to the analysis.
- Document analysis is unobtrusive.
- Events can be compared over time and cultures.
- In most cases, it gives an expert understanding.
- It is cheap to administer. There are few costs involved.
- Document analysis does not depend on the availability of participants.

3.4.3.2 Disadvantages of document analysis

- It is suitable to evaluate users opinions needs.
- Some documents may not be available due to sensitive issues contained in them which may be classified.
- At times documents are not current and the evidence may be out of date.
- The subject is open to bias and subjectivity.
- The documents may not be accurately recorded.
- Availability of documents may be limited.
- The process can be laborious, tiring and time-consuming.

Documentary analysis is used to review all the relevant documents in relation to the processes and procedures of IQMS in these schools. This method brings a different dimension in data collection because it offers a comprehensive yet concise method of gathering data that can explain some hidden aspects of the subject. However, at times it involves a lot of written materials intended to be objective statements and facts. Records of staff meetings will be requested from the two schools as well as records of staff development conducted by both the SDTs and the DSGs, as well as meetings between the DSGs and the rest of the teachers.

3.5 VALIDITY AND RELIABILITY

3.5.1 Validity

Validity is mostly concerned with the study's success at measuring what the researcher sets out to measure, while reliability on the other hand is concerned with the accuracy of the measuring instrument or procedure (Cohen, *et al*, 2007).

Validity is a judgement of appropriateness of a measure. It is important to have validity in relation to instruments used to collect and analyse data (McMillan & Schumacher, 2006:234). Validity tests what the researcher intends to test from the

study. Validity is achieved if the appropriate research instruments and the appropriate research methods are used.

To maximise and ensure validity of the data collection, a pilot study was conducted in one of the schools in Soweto. From this pilot study, the researcher gained significant understanding of the length and content of the interview and questionnaire schedules. This exercise shaped and harnessed the way relevant and valid research questions are formulated.

3.5.2 Reliability

Reliability is a measure of consistency which is the extent to which the results are similar over different forms of the same instruments or occasion of data collection (McMillan & Schumacher, 2006:183). The level of reliability ensures a high degree of accuracy is ensured when consistency can be found throughout the study, and between the respondents when information is verified. The consistency and accuracy help demonstrate a high level of reliability (Shank, 2006).

To enhance and maximise reliability of the study, data collection instruments such as interviews, questionnaires and document analysis were employed. The findings of this research are not meant to be generalised in any way.

3.6 DATA ANALYSIS

Data analysis in a case study is a process of making sense out of the data; this process involves consolidating, organising and interpreting what people have said and what the researcher has seen and read. When analysing data, it is of paramount importance that the researcher conveys an understanding of the case.

Since descriptive exploratory case studies allow the data to emerge and speak for itself, a chronological narrative analysis of the data was first attempted where relationships that connect statements and events within a context were recognized and brought together in a coherent whole (Maxwell, 1996). In this, frequency of something is not an issue but the importance attached to it is. Where possible responses to

informal interviews were coded into categories based on themes that were emerging from the data in relation to the research question and literature review. As Braun and Clarke (2006) argue, data are not coded in an epistemological vacuum; hence researchers cannot free themselves from their theoretical and epistemological commitments.

The themes that emerged from the data provided the researcher with frames to work with and questions to ask, helping to select the literature to use in interpreting it. This inductive data analysis afforded the opportunity to provide a more in-depth analysis of aspects of the data that formed patterns and trends and were considered important and relevant to the study. Not all the collected data was used, since some lay outside the focus of the research. The interpretation of the data then followed to make meaning of the themes emerging, in accordance with the study's theoretical framework and other relevant literature.

3.7 LIMITATIONS OF THE STUDY

The study is limited to two schools in Soweto and to a limited number of teachers and leaders, so it will not be justifiable to make generalisations based on the findings of this limited research. The study is limited also to the issues of leadership and mediation of IQMS at school level. Other aspects related to IQMS have been investigated by other interested researchers.

Time constraints presented a challenge. Data collection was very difficult because some teachers had to make alternative arrangements with their colleagues to look after their classes in order to accommodate the process of data collection. Some principals only granted permission to conduct interviews after school and this posed a major problem because teachers are conscious of their time.

The lack of commitment on the part of some of the teachers was very unsettling to the researcher. Some teachers withdrew as the process of data collection was just about to commence, citing personal reasons. This could not be addressed as participation was voluntary.

3.8 ETHICAL ISSUES

The researcher was granted permission by the Department of Education in Gauteng to access the selected schools in their jurisdiction to conduct the research. The Ethics Committee from the University of the Witwatersrand (Ethics number: 2011ECE114C) also gave the researcher permission to conduct the research within the strict framework and standards set out.

The study was conducted strictly according to the standards set by the Ethics Committee. All respondents were guaranteed that all names were to be confidential and dealt with anonymously. They were also assured that their participation was voluntary and that participation could be withdrawn any time without any prejudice.

All the participants were assured that all data collected was for the research requirement of a Master of Education degree. Letters to that effect were given to all the participants. The participants were also guaranteed that their contributions would be used for research purposes only and that the documents would be safely kept in a well-secured place and would be destroyed after some time.

CHAPTER FOUR

DATA PRESENTATION

4.1 INTRODUCTION

This chapter relays the views and perceptions of respondents from two schools about their understanding of and responses to the IQMS and the way it is mediated in their schools. It presents a picture of how the IQMS is introduced and implemented at school level, and more specifically of the policy role played by the school leadership in the IQMS implementation.

The research sub-questions inform the research towards a particular kind of data collection, analysis and interpretation. These four sub-questions, aimed at establishing key issues around the IQMS implementation and mediation, are as follows:

1. How does the school leadership and educators perceive the purpose/aims and content of the IQMS?
2. What are the challenges in implementing the IQMS at school level?
3. How does the IQMS leadership address the implementation challenges of the IQMS?
4. What are the experiences of the principal, SDTS, DSGS and educators with the IQMS implementation?

The views, experience and interpretation of the two schools' respondents are presented under five different categories, partly derived from the conceptual framework around issues of teacher development, teacher accountability and appraisal, as well as policy analysis and implementation, namely:

- Professional Development - forms and role;
- Teacher Accountability - forms and role;

- Policy and policy leadership at school;
- IQMS implementation and impact;
- Role of leadership in the implementation process.

By policy leadership, the researcher refers to the type of leadership that understands the dynamics and the nature of policies. Policy leadership must, as De Clercq (2010) argues, understand the tensions that are embedded in the policies like IQMS, where the contestation is high between the unions like SADTU and the GDE. Policy leadership also has to develop with strategies to diffuse the tensions between the teachers' unions and the GDE. The leadership must have a strong base and thorough knowledge of policy and policy leadership skills, assets and resources that will equip them as policy leadership in taking strong and strategic decisions to curtail political interference from the unions in order to achieve a balance of power between the educational and political expectations from all the teachers in particular.

4.2 SCHOOL A PROFILE

School A is a primary school situated in a township in SOWETO, which is highly political in nature. This school is known to be political and SADTU has a strong presence there.
The school has about 1500 learners and about 30 teachers ─ a teacher/learner ratio of 1/50. The school is well maintained and generally clean. The administration block is in a good state and leads to the principal's office. The school serves learners from impoverished backgrounds and many parents are unemployed. The school falls within the 'no fee' zone or quintile 5, and most, if not all, learners do not pay school fees.

The school is known for its strong leadership in and around the vicinity. The responses from the principal and the interviewed teachers show that there is a strong leadership with some political and educational knowledge and the ability to develop strategies that promote good education practices. The culture of the school is based on principles of strong communication and transparency, as was evident from the respondents. The environment is welcoming and tranquil and the staff generally friendly. Unfortunately, the status of the current ANA results was not made available to the researcher.

4.3 PROFILE OF SCHOOL A PARTICIPANTS

Table 1: Profile of Participants

Respondents	**IQMS Experience**	**Evaluator / Evaluee**	**Age Range**	**Qualifications**	**Teaching Experience**
Respondent A (P)	SDT	Evaluator & Evaluated (SDT)	40+	2 diplomas +B.A.	21years
Respondent B (HOD1)	DSG	Evaluator & Evaluated (DSG)	30+	Diploma + B.A.	7 years
Respondent C (HOD2)	DSG	Evaluator & Evaluated (DSG)	25+	ACE +Diploma	3 years
Respondent D T1	SDT IQMS coordinator	Evaluator & Evaluated (SDT/DSG)	40+	3x Diploma	15 years
Respondent E T2	Educator	Evaluated	40+	Diploma + Hons	8 years

Table 1 above shows the profile of five respondents in School A. The initial plan was to interview six teachers but on the day of the scheduled interview the Deputy Principal had withdrawn her participation due to personal reasons. The table indicates that respondents are adequately qualified and well experienced for the posts they occupy and their experience stretches from three to fifteen years.

The principal, as the head of the institution, is an ex-officio member of the SDT; the IQMS co-ordinator, T1, was democratically elected by teachers with the mandate to

facilitate all activities related to IQMS. The IQMS co-ordinator works closely with the principal as a member of the SDT with matters relating to IQMS, and is tasked with the facilitation of all activities related to IQMS. The DSGs are selected by teachers either as a supervisor or a peer. The HODs as members of the DSG in most cases play a dual role of being a supervisor for teachers and a peer to other HODs.

The first line of enquiry was to assess the nature and the role of professional development and how it is experienced by or affects teachers. This was seen as important to understand before asking teachers how they feel and experience the IQMS as this was likely to have some bearing on how the school and its teachers react to the IQMS.

4.4 PROFESSIONAL DEVELOPMENT– THE NATURE AND EFFECTIVENESS

This section looks at professional development and how teachers understand, experience and contextualise it as well as how they were affected by it. The more experienced teachers, P and T2, with 10+ years of teaching experience, explained that professional development is an ongoing process at the school and that it takes place mostly internally. All respondents mentioned that professional development improves the quality of their teaching and coping strategies, especially when the development takes place at the school premises. The most common PD revolved around issues of changing curriculum and the SMT usually conducts such workshops. Some of the workshops conducted internally by mostly SDT members are developmental in matters related to policy issues emanating from the school, districts and unions (interview, 29/09/2010).

P and T2 (interview, 27/09/2011) said that these were highly effective, especially because professional development equips and prepares them well to handle and adapt to the constantly changing curriculum and its discourse.

HoD1 and HoD2, who have just entered into the system and are less experienced, were impressed by the commitment shown by the SMT and co-ordinators on developmental issues. They said that mentoring is an integral part of professional development,

especially when conducted with the aim of assisting the upcoming educators to reach their maximum potential with the help of more experienced educators. The SMT and co-ordinators select the mentor and the mentee based on the expertise of the mentor and the areas that need development of the mentee. The process of PD has tended to be objective and efficient because it is based purely on the developmental needs of the inexperienced teachers (interview, 27/09/2011).

HoD1 and HoD2 said that there is no real external development taking place when the district conducts such workshops, as the number of teachers attending is too high and there is no individual attention offered to any teachers. There is no differentiation of any kind. Mostly, it is a standardised type of development which does not accommodate the fact that teachers are at different levels of development and needs. Most district facilitators are not knowledgeable about the issue that they try to impart to teachers.

Professional development can contribute positively to the improvement of the quality of education if the issues are addressed adequately and efficiently and teachers are developed in the areas of their weaknesses (interview with principal, 27/09/2011). These respondents, HoD 1 and HoD 2, indicate that they would rather have internal development because they feel it would be more beneficial and more individualised.

The principal and some interviewed teachers (HoD 1 and 2) agree that professional development from the district is ineffective as it uses a ‘one-size-fits-all’ approach and is rare. The district fails to deliver on their mandate of professional development for teachers. All teachers agree that the district has shown ineffective support towards them and does not manage to make follow-ups on any teacher development matters (interview with HoD1, 27/09/2011). They expressed disappointment with the lack of professional development from the district.

Thus, it appears that on-site internal professional development on basic functionality, curriculum and assessment of learners is a continuous process in the school and enhances the confidence and competence of teachers to improve their teaching practices. It is clear that teachers in this school need development internally and externally, especially from the district. The responses from all interviewed teachers,

including the principal, indicate that the district has failed to offer professional development in this school and that teachers need different kinds of development in order to enhance their pedagogical and professional needs which are at different levels of development as indicated by Table 1 above. In essence it means that a standardised approach to development is bound to fail. It therefore means that there should be different development approaches for different types of teachers because of the different levels and stages of development. Elementary teachers would need a different type of development from mature and experienced teachers.

4.5 TEACHER ACCOUNTABILITY

This section looks into how teachers understand and experience the question of accountability at their school. It also examines the relationship between teacher accountability and teacher evaluation.

All respondents have a general understanding of teacher accountability and what it entails. The school seems to be subscribing to two different types of teacher accountability: the bureaucratic and professional, as expressed by the respondents.
HoD 2 emphasized the importance of bureaucratic accountability (interview, 27/09/2011):

We are accountable first to the principal of the school and the school management team.

The principal pointed out that, as a school, they have first to adhere to the district's rules and regulations because the school is under its jurisdiction. HoD 1 and 2 explain that the district holds the principal and the teachers accountable for meeting the standards of teaching and learning as set by the districts, so it is the responsibility of the principal to ensure that all the teachers perform according to the expected standard as set by the district. The principal criticized the district office for exerting a lot of pressure on teachers to bring about expected results in terms of teaching and learning (interview, 27/09/2011).

These sentiments were echoed by T1 and T2 who went further and said that the school is accountable to all stakeholders, meaning the district, parents, learners, the community and the SMT. T2 argued slightly differently that teachers feel firstly accountable to parents and learners and then to the district because they have to deliver on their mandate of teaching and assessing learners and this will yield the desired outcomes in terms of learners' results (interview, 27/09/20). T1 elaborated that all stakeholders expect teachers to perform to the best of their abilities to produce better and improved results. T1 and T2 further said that the district puts a lot of pressure on teachers to yield the expected results and that there is a lot of paperwork done during teacher evaluation.

The principal and all teachers interviewed concur that teacher accountability is key in determining and shaping teacher evaluation. The school management argues that teacher evaluation is expected to improve the performance of the teachers in the classroom so that the learners' results in turn can be improved (interview with the principal, 27/09/2011). The principal explained:

All teachers try to perform to the best of their abilities notwithstanding contextual factors. Teacher accountability has definitely impacted positively on the performance of the teachers and has improved the quality of education .Teachers know and understand that if they fail to achieve the minimum standard set in terms of learner achievements by the authorities, they are accountable for failure on their part and reports have to be forwarded to the districts.

HoD1, HoD2, T1 and T2 agreed that teacher evaluation makes teachers accountable to the principal, SMT, as well as to parents, learners and the district (interview, 27/09/2011). HoD1 and T1 explained that teacher evaluation has definitely made a huge difference in the performance of teachers who decided to put in the extra effort in their teaching because they did not want to be undermined by their peers during assessment (interview, 27/09/2011). Teacher evaluation seems to make teachers more accountable for their work and everyone feels responsible (interview with T1, 27/09/2011).

In this school, teachers were under great pressure to improve their performance to meet the minimum norms and standards set by the district which ensured that there were negative repercussions for not performing to these norms. Teachers accepted that their poor results made the district put them under a special support programme but resented the district assessment of their practices through standardized tests and examinations as this intervention undermined them and created an embarrassing situation.

This explains T2‘s disgruntlement:

We work under a lot of pressure because there are deadlines internally and externally to be met. The principal as the accounting officer expects the best performance from all the teachers to meet the set standards as determined by the GDE. The underperforming schools are put under a lot of pressure by the education officials so the principal and the teachers are constantly trying to do their best to achieve the desired outcome as per the determination of both the school and the districts to avoid the embarrassment of failing to achieve the minimum standard set by the GDE. I think as teachers we are also accountable to the parents, the learners and the entire community. SGB members and the entire parents are welcome any time to peruse the learners' books through proper structures and channels.

It is clear the respondents think that at this school, teacher accountability had a relative influence on teacher evaluation. There is mainly a bureaucratic type of accountability taking place in this school because all the programmes and the norms and standards are determined at the district level. All the interviewed teachers said there is too much paperwork involved in the entire process and seemingly the district wants to control their every move in the classroom during summative evaluation; this is seen as an indication that the district is too controlling and does not consider them as professionals.

4.6 POLICY AND SCHOOL LEADERSHIP

This study was influenced by the attributes of distribution type of leadership. Distribution type of leadership relies on the expertise of all staff members and

leadership is distributed according to the expertise. The culture of the school is created to be an equal opportunity for all staff members and as a result of that culture a web of leaders are produced. The principal as a powerful corporate agent empowers others to take the leadership role to emergence as powerful social and corporate agents as well. This type of leadership leads by example, mentors, guides and develops others along the way. Distributive leaders believe in group and shared vision and are mostly guided by the democratic principles, such as delegation of power and authority amongst others. They also subscribe to the principles of transparency and open communication as well as accountability.

This section deals with the issue of policy and policy leadership and how respondents understand the role of school leadership and how it affects them. It then examines the impact the school leadership has in its role of facilitating and implementing the policies of GDE. It is vital that policy leadership shows solid signs of the knowledge of the policy in order to achieve the intentions of the policy in school implementation.

The principal said the school relies on the competencies and the knowledge of the IQMS co-ordinator and some teachers who are knowledgeable in their specific fields. The principal was proud to mention that some SDT members have strong policy leadership as their knowledge of policy content and context serves as a powerful tool in providing positive strategies in mediating most educational policies, and in particular with the IQMS.

Policy is communicated to all teachers for implementation to be smooth (interview with the principal, 27/09/2011). T2 explained that the school management team monitors and controls the implementation of departmental policies (T1 interview, 7/09/2011). T1 and T2 (interview, 27/09/2011) pointed out that the principal delegates a lot of power and responsibilities to different committees which have co-ordinators who are in charge and run independently. These committees ensure staff understand, engage with, and implement policies well (interview with the principal, 27/09/2011).

HoD1 and T1 pointed out that the school management is knowledgeable on current education policies (interview HoD1, 27/09/2011, interview HoD 2 & interview T1, 27/09/2011). All respondents, except for the principal, acknowledged that the principal

and the school management team are very supportive in implementing departmental policies.

HoD1 and T2 (interview, 27/09/2011) mention that there are a lot of strategies put in place to motivate staff with regard to the policies and their implementation. Some involve frequent meetings, workshops, taking inputs from teachers and responding to them to ensure they take ownership of the implementation process.

HoD2, however, mentioned that, despite the existence of such transparent policy implementation structures and processes, there was no tight SMT follow-up or monitoring with regard to some implemented policies, such as the language and discipline policies.

If there is a new policy from the GDE to be implemented, the task will be given to the relevant committee to run with it. That is acceptable because of what has been set at school, such as transparency and communication that every committee runs independently and has a co-ordinator. However, it is my view that the SMT, as the executive structure at school, has to carry its mandate to control and monitor all the policies that have been implemented, irrespective of whether there is a co-ordinator or not. It is the duty of the SMT to monitor and control all the policies by liaising with the relevant co-ordinators to guide and give direction and not to leave everything to the committee co-ordinators to do as they wish (interview, 27/09/2011).

According to HoD2, the SMT does not evaluate the success rate of policy implementation, or does not monitor if particular desired outcomes were achieved and, if so, how that particular policy has changed or impacted on the school. They do not acknowledge the flaws which need to be addressed so that positive changes can be effected if these policies were improved in their implementation (interview with HoD2, 27/09/2011).

As mentioned earlier by HoD1 and T1, it is vital for the school leadership to be strong, that is, to have the knowledge of the content and context of policy to facilitate all aspects of policy implementation as is the case in their school.

Communication is vital at all the stages of policy implementation and the school leadership has to embrace it at all costs. Leadership in this school, according to HoD1 and T1, has the thorough knowledge of political and educational content and is abreast of current educational policies to effect the desired outcome of these policies in question.

4.7 IQMS, ITS IMPLEMENTATION AND IMPACT

This section reports the evidence on the IQMS, the way it is introduced and implemented and its impact on teachers. The issue is to understand how teachers construct meaning and contextualise it. It is also about finding out if teachers know and understand the purpose and dynamics involved in teacher evaluation and IQMS, and how they experience, react and interact with it.

4.7.1 Understanding the IQMS content

This sub-section focuses on the understanding of IQMS content, its problems and tensions. All respondents have a similar understanding of the purpose of the IQMS. According to the principal, the purpose of IQMS is developmental (interview with T1, 27/09/2011). HoD2 and T2 said that their understanding of IQMS is that it aims at improving the quality of education and eradicating the problem of poor quality of education (interview with T3, 27/09/2011; interview with T2, 27/09/2011).

However, there are problems noted in the IQMS content. HoD1 criticized the evaluation tool as being static, as it is a standardised document utilised for evaluating all teachers, irrespective of age, experience, and qualification. The same tool is used during baseline and summative evaluation, regardless of the number of years of experience of the teacher. The evaluation tool is ineffective because it has not changed as it has been used since the inception of IQMS to this date. HoD1 also mentioned that the evaluation tool has not been revised or even reviewed to address genuinely the teachers' current developmental needs. She complained that the same tool is used for experienced and also upcoming teachers and she believes that there should be different evaluation tools for different teachers, because the professional development needs of

teachers differ vastly in terms of age, experience and their different urban versus rural environments:

Teachers in rural areas don't have the same professional needs as me in Soweto and the same goes for teachers in former model C schools. So, one assessment (evaluation) tool for all teachers does not do any justice to all of us, teachers across the spectrum. So in essence, it means the awarding of scores to teachers during summative evaluation comes with a lot of problems and causes a lot of tensions. Teachers know each other's potential and in most cases are not happy when some colleagues are awarded scores that do not reflect their worth. Remember, this process also comes with some incentives and where money is concerned there is definitely anxiety and tensions (interview, 27/09/2011).

The IQMS co-ordinator, T1, was also vocal about the ambiguity of the language used in the evaluation tool or instrument of IQMS. She explained that the language is not user friendly and is therefore open to different interpretations of the policy. She also pointed out that the rating system is highly problematic because the language used is too limited and teachers are forced to use the words contained in the document only (interview, 27/09/2011).

T1 and HoD lamented:

IQMS is time-consuming; there is a lot of paper-work and a lot of administration which we really don't have time to fill. Teachers are also not comfortable to display their weaknesses in front of the supervisor (interview, 27/09/2011).

HoD1 agreed that:

There is a lot of paper work involved in the IQMS process. There is absolutely no monitoring from the districts. The IQMS process is time-consuming and clashes with the normal running of the school activities, such as internal and external examinations. Summative evaluation and common examinations take place towards the end of the year and this causes a lot of disruptions on the daily activities of the school (interview, 27/09/2011).

HoD2, T1 and T2 agreed that the IQMS is not genuinely implemented in the school because they feel that teachers do not have the competence of evaluating each other as they are not trained evaluators and do not have the authority of making informed professional judgement of the IQMS appraisal. Thus, the various interpretations of IQMS depend largely on the level of understanding of individual teachers on the DSGs.

The principal concluded by explaining that the IQMS is no different from other educational policies as it is highly complex and contradictory in the sense that the policy states that it is developmental but the development is minimal in reality as no professional development takes place. IQMS is a highly contested policy and that there is a lot of power struggle between the two main interest groups, the unions and GDE representatives in this school. The IQMS is therefore constantly contested by various interest groups (SATDU and GDE) in terms of whose voice is going to be heard or be influential enough to influence the policy to benefit their particular interest.

Both schools have all the relevant structures to facilitate the implementation of the different GDE policies and teachers' IQMS files are displayed in a cabinet corner where they are easily visible.

4.7.2 Leadership advocacy and mediation of IQMS

On the role of school leadership in advocating and mediating the IQMS content to staff, the school leadership had a definite working plan. This plan was carried out effectively at the beginning of the year so as to be in alignment with the GDE IQMS schedule. All these meetings and training sessions were incorporated in the year plan which was displayed in the foyer leading to the principal's office.

According to the principal and the IQMS co-ordinator, at the beginning of each year, all the schools receive an IQMS programme from the GDE outlining all IQMS activities and the time-frames thereof. The first three weeks on the programme is allocated to IQMS advocacy and training. The advocacy and training of teachers is the

sole responsibility of the principal and the SDT. The election of the SDT is conducted democratically at the start of the new term of office. The term of office takes two to three years; however, the composition and selection of the DSG is conducted annually and differs for individual teachers.

The principal and the SDT ran a lot of meetings at the beginning of the year for the purpose of educating teachers about the processes and procedures of IQMS and why it is mandatory to do it. These sessions also explained the different roles of stakeholders in education with emphasis on the role of unions and the GDE. The SDT and the principal also explained that it was of utmost importance to explain the balance of power between the GDE and the unions so that the teachers know and understand what their employer and their union expect of them in relation to the IQMS. This training is vital because it set and established the trajectory of the year ahead and also formed a basis for healthy relations between the school leadership and the staff over the IQMS (interview with the principal, 29/09/2011).

On the induction into the IQMS, the principal and T1 explained that there is a lot of mentoring and that new teachers undergo induction into IQMS and other policies. The SMT ensures that newly appointed teachers are supported through induction because the IQMS has a lot of processes and procedures which are new and challenging, especially to new teachers.

The principal, supported by HoD1, HoD2 and T2, mentioned that there is a formidable School Management Team (SMT) and School Development Team (SDT) which are leading the IQMS process. Most respondents pointed out that they hold open meetings and discuss different ways in which they can implement IQMS. There is a lot of communication with matters relating to the IQMS and information flows well through the relevant structures. The SDT conducted many workshops to offer support to those who need it (interview, 27/09/2011).

HoD1 and HoD2 share the same sentiments with the principal, as they explained:

There is a lot of internal development taking place at school. These trainings are mostly conducted by the SDT and the more experienced and knowledgeable teachers

on any topic that the school as a collective agrees on. It can be on any issue that will benefit the school community in any matter related to education but mostly the SDT conducts training on IQMS principles and procedures (interview, 27/09/2011).

4.7.3 IQMS implementation process and challenges

The study investigated how IQMS was implemented and how the leadership played its role. The study also looked at the problems or challenges emanating from the IQMS implementation, such as the problem of insufficient planning from the district and school to incorporate all these activities in a school plan, the lack of evaluation capacity, manipulation of scores, and lack of objectivity in appraisal.

There is no budget set aside at either district or school level for proper training of IQMS. Teachers only underwent three-hour training six years ago so the rest was left with the school leadership to come up with positive implementation strategies.

The education officials that are supposed to train teachers about IQMS are not very conversant with the policy, so the end product of such trainings is often of poor quality and standard and teachers are often left to interpret the IQMS according to their context, which in many cases is not the objective of the policy. The other challenge was that the language used in the policy document, especially the evaluation tool, was too ambiguous and in some cases not relevant to the classroom or teachers' practice; this led to a lot of different interpretations which was not always in line with the policy.

The IQMS co-ordinator, like other teachers, mentioned that the district's poor IQMS planning also posed a major challenge. The IQMS management plan from the district in most cases ran parallel with internal and external examinations at school level and that meant that, in the planning, the district did not incorporate the major activities of the schools that they are supposed to be managing. As a result, the school had to make a lot of adjustments in their end-of-year activities and this caused tensions and instability because teachers had to be moved out of their normal classrooms and timetables to attend to the changes (interview, 27/09/2011).

The principal cited that another implementation challenge is the time constraints. According to the GDE, the IQMS schedule summative evaluation takes place towards the end of the year and it runs simultaneously with the internal and external examinations. As a result, teachers are extremely busy and exhausted at this time of the year so the level of concentration is highly compromised (interview, 27/09/2011).

The principal gave a brief background about the roles and responsibilities of the SDT as it is the structure responsible for the implementation of IQMS. The SDT has to ensure that there is smooth running and implementation of teacher evaluation. One of the core duties is to help teachers set up their DSG. The DSG is composed of the immediate supervisor of the teacher, a peer and the teacher. The core duty of the DSG is to develop and support teachers in the areas of their weaknesses and offer them support or to build the teacher capacity if such a need arises (interview, 27/09/2011).

T1 (interview, 27/09/2011) pointed out that the principal, as a member of the SDT, is very supportive and influential and so is the IQMS co-ordinator who takes the leading role in planning and drawing up the IQMS management plan and schedules at school level. The IQMS co-ordinator ensured that she collected data regarding observation dates from all teachers and made sure that all activities related to IQMS were incorporated in the school's year plan. The IQMS activities included, amongst others, the dates from individual teachers regarding the identified dates for their professional development plans which were also incorporated in the School Improvement Plan (SIP). The co-ordinator ensured that all these processes were carried out meticulously and on time.

Most interviewed teachers are part of a DSG (see Table 1 above) and only the principal and the IQMS co-ordinator, T1, have had the opportunity to be part of the SDT. Regarding the process of being evaluated, the principal indicated that the process was good but tense initially. However, after the concepts were clarified, the process became more manageable (interview, 27/09/2011). All respondents, except T2, said that being an evaluator was not an easy task to perform but with time it was getting easier. All interviewed teachers agreed that the DSGs were becoming more effective in performing their role of developing and supporting teachers in their areas where they lack skills, competence and pedagogical knowledge. T2 explained that:

The SDT and DSG offer a lot of mentorship and support to teachers .They are very effective in conducting these internal workshops which equip the teachers in matters which are IQMS related (interview, 27/09/2011).

The principal argued that there was a lot of internal development with the advent of IQMS, not as an event but as a continuous process (interview with the principal, 27/09/2011). The principal also explained that the DSGs are encouraged to mentor those they evaluate (interview, 27/09/2011).

However, the principal and IQMS co-ordinator stated that there are a few implementation challenges, such as lack of financial and human resources. The principal was rather vocal about the tension caused by the lack of control of the SMT over the selection of DSGs, citing that the composition is not always rigorous and therefore not developmental as the policy intends. She also mentioned that allocation of scores during summative evaluation was a big challenge because it did not reflect the true performance of teachers and she does not have any say over the marks allocated to teachers during their summative evaluation (observation) because this power lies with the DSGs. This has caused a lot of tension because as the principal she had to authenticate and authorise through her signature the scores that she often felt were awarded unfairly to some of the teachers. Teachers, she felt, manipulated their scores to benefit their friends and this defeated the entire process (interview, 27/09/2011).

The principal said about these challenges:

Collective Agreement 8 of 2003 explains clearly that the DSG is the only body that has the right and power to alter the scores during summative evaluation. This in essence means that the principal has no say whatsoever in the final scores awarded to the teachers. It really infuriates and frustrates me as the principal not to have a say in this process and I feel the policy is trying to take power away from us (principals) (interview, 29/09/2011).

The principal and T1 said that their experience showed that, because the process can be reduced to friendship and because friendship overrides the principles, the purpose of IQMS is often defeated. T1 feels there is no real appraisal, no objectivity (interview, 27/09/2011) and is worried that the peer rigor during teacher evaluation is not working well and is therefore fruitless.

Another problem mentioned by T1 as the IQMS co-ordinator was that the rating was too standardised and did not reflect the genuine performance of individual teachers (interview, 29/09/2011). She also explained that the process of summative evaluation is rather confusing and contrasting. She elaborated in this way:

IQMS brings a lot of tension between and amongst teachers because the policy demands that our colleagues or peers evaluate us during the summative evaluation, with the aim that the process will improve teachers' practice. What brings about the contradiction is that, during summative evaluation, teachers are forced to undergo the process of evaluation by their peers and the same peers are subjected to resume a different role of ensuring that teachers comply with all the requirements of IQMS as contained in the document. It simply means that we are supposed to be professionals and also play the role of district officials by filling in so many different types of document and ensuring that the entire process runs as per requirements (interview, 29/09/2011).

All respondents share similar sentiments on this, as HoD1 explained:

The friendly or peer composition of the DSG poses a lot of problems because of the lack of objectivity in the process (interview, 27/09/2011).

HoD1 and HoD2, who are less experienced, hold a different view. They said that teacher evaluation is an integral part of professional development but professional evaluation and development was not objectively done at the school because some DSG members were chosen on the basis of friendships and therefore the development was highly subjective and did not always yield the desired outcome.

HoD1 and HoD2 said that there was no real development taking place with teacher evaluation because it did not reflect the genuine weaknesses and strengths of teachers. Teacher evaluation can contribute positively to professional development if the issues are addressed and teachers are developed in the areas of their weaknesses (interview with the principal, 27/09/2011). HoD1 and HoD2 indicated that they would rather have external professional development from the district because they feel it would be more objective and better directed and done.

T2 was also highly concerned about the lack of genuine development. Asked to elaborate on her fears, she explained:

To tell the honest fact, during summative evaluation, most of the teachers are tired and extremely busy because of the internal and external examinations, so, most of the teachers just award the scores based on their past observations and experience and not on the lesson observation as the policy requires. In most cases, the DSG rewards their friends with the marks that they actually don't deserve. The scores are manipulated and inflated purposely because teachers feel that everyone deserves to receive the incentive. This manipulation of scores poses a threat to the development of teachers because it does not reflect the true worth of teachers; it is just window dressing to do away with the process. The manipulation of scores has the potential of breaking the morale of the teachers who genuinely undertake the process and it can also hamper the professional development of teachers (interview, 29/09/2011).

School A had all the relevant structures to facilitate the implementation of the different GDE policies and teachers' IQMS files are displayed in a cabinet corner where they are easily visible.

4.7.4 Leadership role in the IQMS implementation

The question of leadership in the IQMS implementation at school A is significant and the researcher attempted to gain an insight into the qualities of this school leadership in implementing the IQMS. School leadership had to be resourceful and knowledgeable in policy matters and secure a buy-in from teachers. This sub-section explores how the school leadership engages with the implementation challenges, and if

they developed positive strategies to address or minimise the implementation challenges.

The principal explained that one of the biggest challenges was from unions and SADTU in particular which poses a big threat to her school:

SADTU has a huge presence in the school so there is always contestation of power between myself as the principal and the union (SADTU). This brings a lot of tension and disharmony at school because SADTU does not want to go by the rules and regulations of the GDE in terms of the norms and standards of IQMS and it has a strong hold and influence over the teachers. Teachers in most cases are more inclined to follow the instruction and direction from SADTU rather than what is required by law from them by the district and unfortunately I represent the GDE and as head of the institution and I am charged with the responsibility of implementing IQMS. There is a constant tug of war between SADTU and myself as the principal over whose voice is heard in as far as teachers are concerned. There are definitely two competing power groups with different values and access to power. SADTU holds a political power over the teachers and I also hold a different type of professional power over the teachers. So, there is a constant compromise between the school management/ SDT and the teachers with matters related to IQMS (interview, 29/09/2011).

The principal reiterated that the GDE IQMS schedule informs the IQMS management plan at school level and the year plan encompasses all these activities, including internal and external examinations. She lamented that there were too many activities towards the end of the year and this posed a big challenge. On the challenges coming out of the summative evaluation, the principal mentioned:

As the staff, we come together to make internal arrangements when it is time for summative evaluation and this, in spite of the unions (SADTU) bickering. Teamwork is very important especially in schools where there is a high union presence. Implementation of IQMS like any policy requires a lot of discussions in order to reach a compromise between the SDT/SMT and the teachers to effectively put it in practice. This is not an easy process because it involves a lot of sacrifice and trying to put the teachers in a position to make them understand where their loyalties lie in terms of

professional expectations by the districts and their political expectations by the unions (SADTU) and try to push them to a level of reaching a settlement between balancing the expectations from the two power houses, namely, SADTU and GDE. As SDT and especially myself as the principal, I have the obligation of ensuring that there are healthy but sensitive discussions and consensus and compromise with regard to the balance of power between the SMT/SDT and SADTU through its active members .This process is ongoing and it covers all the implementation stages of IQMS (interview, 27/09/2011).

The SDT and the principal are effective together as is revealed by HoD1, HoD2, T1 and T2 who mentioned strategies put in place by the principal and the SMT to address IQMS implementation challenges. HoD1 pointed out that the SDT had to reschedule most of the activities to fit in with the IQMS management plan in terms of summative evaluation and that the principal had to reshuffle a lot of activities in the year plan in order to slot in all the activities (interview, 27/09/2011).

HoD2 expressed a strong opinion regarding the monitoring and control of the IQMS:

Just like the success rate of IQMS, as the management of the school as well as the leadership of IQMS, we have not yet measured the success or failure rate of IQMS. The school leadership owes to the stakeholders to know where the school is at in terms of whether the desired goals were achieved or not. This is critical because it will inform us going forward with the planning whether the school is progressing or not and what other strategies if any can be put in place in order to achieve the expected or desirable outcome.

T2 echoed the sentiments of the principal and explained that, due to the lack of capacity during summative evaluation, the principal was right to turn to the School Governing Body for assistance with the supervision of learners to ease the pressure (interview, 27/09/2011).

Thus, the school leadership did influence somewhat the implementation of the IQMS. A competent and knowledgeable leadership in school A was able to build healthy relations with various major stakeholders to mediate a relatively positive compliance

with the IQMS implementation. This school leadership was solid in its understanding of the policy and understood the dynamics around the policy and the contestation of power between different interests groups. This assisted in yielding positive results in implementing policies. However, the leadership did not manage to avoid teachers' and DSGs' manipulation of teacher scores when it came to summative evaluation, as teachers were too keen to qualify for their bonus.

4.7.5 Impact of IQMS on teachers

This sub-section explores the impact of the IQMS on teachers. The school leadership is vital in changing teachers' perceptions of any policy and the IQMS in particular. The enthusiasm, competencies, knowledge and attitude of the leadership definitely had a bearing on influencing teachers. It is of utmost important that the school leadership develops a strong understanding of policy as well as policy leadership skills in mediating it.

The principal was the first to admit that, since the advent of IQMS, there is more commitment from teachers and everyone tries to improve on their weaknesses and build on their strengths. Even absenteeism has declined dramatically which shows that commitment has gone up. The confidence of teachers is slowly being restored. The impact of IQMS may thus have led to some improvement in the quality of teaching. The work ethic is better now because for the past three years the school managed to perform within the expected norms and standards set by the GDE (interview with the principal, 27/09/2011).

The principal, T1 and T2 hold a more positive view by pointing out that IQMS has changed the perception and practices of some teachers. The principal said that there was more internal development taking place since the IQMS (interview, 27/09/2011). As a result, there are some shifts in the presentation of some lessons in the classroom.

On the impact and effectiveness of IQMS, the co-ordinator, T1 and T2, said of T1:

She will always go to individual teachers to remind us of the upcoming events as per the year plan and IQMS schedule. In most cases, the SDT conducts open discussions

which the teachers interviewed understand as meetings where every teacher is asked to participate and share their views on any matters related to IQMS and these kinds of meetings have had a positive impact on the entire staff. Teachers are keen to fulfil their IQMS obligations, such as compiling minutes after every professional development (principal, HoD1, HoD2 and T2 interview, 27/09/2011).

The role of the IQMS co-ordinator appears rather effective as she is said to have a lot of competencies. The co-ordinator is definitely the one with the knowledge and the competencies of IQMS is concerned, as noted by HoD1:

The co-ordinator is highly competent on matters relating to IQMS but the principal gives her a lot of leeway. She is highly knowledgeable in matters related to IQMS because she is conversant with current issues of teacher appraisal and she attends workshops conducted on IQMS related issues. She conducts refresher workshops which are very fruitful and developmental and her positive attitude towards IQMS has impacted positively in the school and that factor has changed the perception of most of the teachers in relation to IQMS in spite of the problems encountered (interview, 27/09/2011).

T3 also expressed her appreciation as follows:

The enthusiasm displayed by the co-ordinator and her positive attitude towards the IQMS has benefitted the entire school. The quality of education has improved relatively.

In conclusion, it appears as if the IQMS leadership of this school has gone further than required. They have embraced their worst challenges by ensuring good relations with the union representatives and including them in the decision-making body at the school. This proactive and bold move has yielded positive results and means that the mediation and implementation of the IQMS is relatively effective, even if some teachers continue to manipulate their scores, something difficult to control, especially with the promise of a pay bonus. Thus, the IQMS is definitely complied with and seemed to have had some impact on some teachers.

4.8 SCHOOL B PROFILE

School B which is situated on the periphery of Soweto is surrounded by an informal settlement. The school has 260 learners because it is a special school for learners who are intellectually challenged. The entire staff numbers 50 and teachers, including the principal and the deputy, are 15, with the rest being non-teaching staff. The teacher/learner ratio is 1:17. In spite of a small number of teachers, the school is quite large and immaculately clean. The environment is well kept and one feels a sense of welcome and the staff seems to be friendly at face value.

The school caters largely for learners whose parents depend on the social grant for a living because, as the school management said, about 80% of the parent body is intellectually disabled like their children because mental retardation is often genetic. Most of the learners are therefore under the care of legal guardians and foster parents.

This area is not politically active but there is also an active presence of the Public Service Association (PSA) in this school.

The school is also known in the district as one of the few schools which uses positive strategies for the implementation of IQMS. The IQMS files are well covered and placed in a corner where they are visible in case one enquires about them. They are neatly put in alphabetical order so it is easy to determine the number of teachers in the school by the number of files displayed.

4.9 PROFILE OF SCHOOL B PARTICIPANTS

Table 2: Profile of Participants

Participants	**IQMS Experience**	**Evaluator/ Evaluee**	**Age Range**	**Qualifications**	**Teaching Experience**
Respondent A: Principal	SDT	Evaluator & Evaluee SDT	60+	B.A.+ Bed	40 years
Respondent B: (Deputy Principal and IQMS co-ordinator)	SDT & co-ordinator	Evaluator & Evaluee SDT & DSG member	50+	B.A,.Bed + Med	31 years
Respondent C: HOD	SDT	Evaluator & Evaluee SDT & DSG member	40+	ACE + B.A.	20 years
Respondent D: Teacher 1	DSG	Evaluator & Evaluee DSG member	50+	Diploma + Bed	34 years
Respondent E: Teacher 2	Educator	Evaluee Does not constitute either SDT or DSG	50+	Diploma	27 years
Respondent F: Teacher 3	DSG	Evaluator & Evaluee DSG member	40+	Diploma + B.A.	19 years

Table 2 above indicates that the interviewed teachers at school B are well experienced and well educated and their experience stretches from27 years to 40 years. Most of the interviewed teachers have a university degree and that indicates the fact that most of them are well read and qualified. All targeted respondents arrived for the interview as scheduled.

Table 2 shows the different roles of the respondents in the IQMS process. The document (ELRC 8 of 2003) clearly stipulates that the principal is a mandatory ex-officio member of the SDT. The IQMS co-ordinator has to be democratically elected by the teachers and serves in that portfolio for a stipulated period. The co-ordinator automatically becomes the SDT member and is tasked by the teachers with the duty of electing one additional member from the HODs. The main function of the SDT is to facilitate all the IQMS processes and that means the successful implementation rests on the capability of the SDT.

The data presented is based on the experiences and perceptions of the respondents regarding IQMS, how they interact and deal with this phenomenon in their own environment and settings. In presenting data from school B, the same five categories or themes used for school A are used.

4.10 PROFESSIONAL DEVELOPMENT – THE NATURE AND EFFECTIVENESS OF PD

The main aim is to explore the different scenarios and understand how respondents perceive, react and interact with it in their context. It is vital for the researcher to have a solid knowledge and a sense of what PD means and entails to better understand the perspectives of the respondents.

T3 said regarding professional development:

Teacher development is vital because it endeavours to improve the teachers practice and also helps the teachers to be effective in the classroom. Professional development is important because teachers learn on a continuous basis about new ideas, methods and knowledge (interview, 08/09/2011).

When asked about the role of the district in professional development, the principal and the interviewed teachers (deputy principal, HoD, T3, T4 and T5) pointed out that the district office does not offer any support and assistance in as far as teacher development is concerned (interview, 08/09/2011). The principal, the IQMS co-ordinator and the HOD explained that most district officials are not informed that the institution is different from the mainstream schools and yet they are supposed to offer the school professional development in the area of different types of disabilities (interview, 08/09/2011).

When asked to elaborate, the principal and the HOD explained that:

Some of the district officials would come in and ask the principal to submit documents which are irrelevant for this type of an institution. These documents would either be examinations time-tables or examinations schedules which do not apply in this kind of institution (interview, 08/09/2011).

T5 was not happy about the district's poor record in PD and explained her frustrations:

The district office does not offer any type of professional development, whatsoever. During the course of the year the school has to pull some of their best human resources with expertise to run workshops on matters that have been identified by the school as lacking or needs some reinforcement. The leadership outlines the weaknesses of the school and how best can the school remedy the situation. Mostly the district office organises generic workshops which in my opinion are not effective because of limited time and the large number of teachers who have been invited to these workshops. Our expectations of any kind of development from the district have not been realised at all (interview, 08/09/2011).

However, the deputy principal who is also the IQMS co-ordinator, explained that:

There are a lot of workshops taking place; Whole School Evaluation (WSE) workshops are conducted by different WSE co-ordinators on different dates as per the year plan. There is a lot of internal development taking place; it is not a once-off thing it is a

continuous process and it also reflects on the year plan displayed in the main office (interview, 08/09/2011).

The HOD had some positive experience of professional development:

My best experience was the induction workshop I attended which was organised by the district specifically for the newly appointed HODS. It was highly informative and enriching. The facilitator was outstanding in matters relating to leadership and management of schools (interview, 08/09/2011).

The HoD and T3 (interview, 08/09/2011) agreed that there is a lot of internal development taking place mostly on education policies, such as different topics under curriculum policies and Whole School Evaluation (WSE) which covers nine focal areas of the core issues of running the school. The main focus of these development programmes centred on issues such as subject matter, pedagogical and policy issues. Professional Development is effective because it raised teachers' confidence and, as T3 relates, professional development presents an opportunity for individual teachers to reflect on their weaknesses and strengths (interview, 08/09/2011). The principal felt that professional development is most effective when conducted at school premises because teachers are comfortable and relaxed within their own environment and as colleagues they know what to expect from each other (interview, 08/09/2011).

The HoD, T4 and T5 explain that there is professional development taking place at school level with a focus on pedagogical matters as well as policy and curriculum issues. A lot of formal and informal meetings are conducted as per the year plan on issues, such as curriculum and pedagogical matters as a means to enhancing the development of teachers; this has led to fortifying teachers' confidence (interview, 08/09/2011).

The data collected from respondents indicates that professional development is regarded as a continuous process in this school and that it should be tailored to different teachers at different levels of their development and experience. Teachers with a lot of experience are given an opportunity to facilitate most internal workshops in the areas of their particular expertise.

4.11 TEACHER ACCOUNTABILITY

This sub-section deals with teacher accountability and the way teachers understand and experience it and examines the impact teacher accountability has on teachers and whether it has any positive bearing on teachers' practices in the classroom. Research has shown that it is vital to have a robust and dynamic tool for evaluating teachers so that professional development should improve the teachers practice in the classroom. Teacher evaluation is used as a tool to make teachers accountable for their performance in the classroom in order to improve the quality of education.

The principal was clear that the school is accountable to the district and other stakeholders like the SGB and other bodies with an interest in education. She mentioned in relation to accountability:

The school is definitely accountable to the district especially with regards to the performance of the teachers in the classroom. The teachers are expected to perform at a particular standard and if the standards are not met then there are serious consequences taken by the district to remedy the situation The district is very hard to take action against schools that do not deliver according to the set norms and standards (interview, 08/09/2011).

The HoD also mentioned that the district is very controlling, especially regarding the quality and the quantity of work teachers do in the classroom. The district ensures that it provides the schools with strict guidelines to follow in the delivery of the curriculum with the hope of making teachers accountable for their practice.

She further explained:

It is difficult these days to go according to the expectations of the district because the reality is that we are expected to perform according to set standard in spite of all odds. If the school does not deliver as expected by the district, the school is placed under strict programmes by the district to assist them in the delivery of the minimum outcomes. These programmes are not at all friendly and they are designed to push the

teachers to the limit. The principals are also pressurised because no-one wants to be placed under these crude and cruel programmes (interview, 08/09/2011).

T4 also mentioned that the school is accountable to the principal as the accounting officer. She further explained that the principal accounts to the district and the teachers account to the principal, parents and other stakeholders who are interested in education.

T4 and T5 brought a different dimension by saying that teachers are also accountable to the learners because they owe it to them to perform at the best of their abilities each time they step in the classroom. T4 and T5 reiterated that learners' results and performance is a way to hold teachers accountable for their actions in the classroom because the results reflect on teachers' hard work and commitment. Every teacher works hard according to the guidelines prescribed by the district. According to T4 and T5, this approach has significantly improved the standard of education and the commitment of teachers towards their work with a more effective culture of teaching and learning.

It is evident from the data collected that it was felt that teacher accountability has a positive bearing on teacher evaluation to improve the quality and standard of education. All interviewed teachers affirmed that teachers' accountability is of paramount importance in any school in order to improve the quality of education.

4.12 POLICY AND SCHOOL LEADERSHIP

The leadership style that has influenced this study is the distributive type of leadership. The main objective of this type of leadership is to shape the institution's identity in terms of its values, beliefs, attitudes, norms and practices. This type of leadership exemplifies strong principles like accountability, delegation of power, transparency and communication. Distributive leadership takes a leading role in any type of change that needs to be effected in the institution. This kind of leadership strives a lot under collaborative culture and sustains a culture of teamwork. These are leaders who have skills, competencies and strategies to shape and direct their institutions to achieve their

desired goals or the set objectives of the institutions. These types of leaders take a leading role in achieving a conducive atmosphere under difficult circumstances.

This sub-section explores the question of policy and school policy leadership. It is important that the school leadership has competencies and thorough policy knowledge and policy leadership skills to be able to positively mediate and implement all GDE policies and policies that are generated by the school. It is imperative for the school leadership to understand and to know that all school policies should be drawn up within the legislative framework of the GDE. The main purpose of school policy and policy leadership is to create opportunities for different co-ordinators to run matters pertaining to their sub-committees independently and objectively.

It is imperative for school leadership to have knowledge of policy and policy leadership skills that will identify the contents of the policy that have the potential to cause tensions within the school. This kind of leadership must have the ability to propose strategies to mediate positive implementation and also be in the position to have commitment from the teachers.

The SMT and the SDT showed a lot of competence and knowledge about policy and were in the forefront in running workshops to equip teachers in policy-related matters. The principal and most interviewed teachers (T2, T3, T4, T5 and T6, interview, 08/09/2011) agreed that there was a lot of communication in all issues pertaining to policies. The joint co-ordinator and the SDT conducted informative workshops where a lot of development in policy issues took place. The joint co-ordinator, with the support of the SDT, organised fruitful 'Bosberaads' as well to afford the teachers the opportunity to acquire thorough knowledge and skills in matters related to policies that had a positive impact on teachers' attitudes (interview, 08/09/2011).

The interaction and the experiences of the school leadership and all interviewed teachers with the IQMS help the study to make a determination of whether the leadership possesses the knowledge and competence that is required for policy and policy leadership.

4.13 IQMS, ITS IMPLEMENTATION AND IMPACT

This sub-section explores the views of respondents on the IQMS and how they constructed their own meaning, and how they contextualised, experienced and interacted with the IQMS implementation in their daily activities.

4.13.1 Understanding the IQMS content

The study seeks to explore how teachers understand IQMS, its content and some of the problems associated with it. The principal gave a brief historical background to the development of IQMS:

Prior to 1994, the inspection system was used as a means of evaluating teachers performance in the classroom and this kind of appraisal or evaluation was highly autocratic not developmental in any way. This kind of inspection was carried out in a top down approach which emphasised control rather than teachers' development or any kind of support. These inspections were carried out by the inspectors and subject advisors and teachers especially black teachers in the townships lived in fear of this kind of inspection because it was highly subjective and punitive in some instances. As a result of these atrocities, the teachers revolted against the system and with the advent of a democratic state in South Africa, the education system came up with a new model of appraisal to restore the appraisal system. Post-1994, the new appraisal system known as IQMS was implemented and that is the current system used for teacher evaluation and this process holds teachers accountable for their performance and they (teachers) understand that they are accountable to various stakeholders, such as districts, SMT, SDT, DSG, SGB and the entire parent body (interview, 08/09/2011*).*

The principal said that IQMS seeks to develop teachers professionally and to incentivize them according to their performance. The main purpose of IQMS is to improve the performance of the teacher in the classroom (interview, 08/09/2011).

On the issue of IQMS schedule, the principal and T6 explained that performance standards 1-4 of the evaluation tool is relevant to the teaching practice while performance standards 5-7 concentrates on the professional development of the

teachers and performance standards 8-12 deal with management and leadership issues (interview, 08/09/2011).

With regard to IQMS content, the principal expressed her frustrations:

I find it strange that during training we were made to believe that IQMS is developmental and supportive but what infuriates me as an old teacher is that the same tool for the development is used even for the teachers who are entering the system. Surely, experience wise and age wise, we are at different levels of development and different professional needs should be applied because our professional needs are so different and varied. I find the development to be too standardised it does not accommodate the different ages of teachers' development and their different contexts. There should be different development for different teachers in order to genuinely address the teachers' specific professional needs. Different teachers need different types of development at different contexts .The development should be tailor-made to fit in with the professional needs of teachers and should not be a one size fits all type of development as this current type of development does not genuinely address the needs of teachers. Instead it causes a lot of tensions as old teachers like myself feel that we are being devalued by the education system and some of us feel that our experience is not taken into cognisance and therefore counts for nothing (interview, 08/09/2011).

On the understanding of the IQMS content, some of the interviewed teachers (T2, T3, T4 and T6) agreed that IQMS schedule addresses important aspects of teachers work. Most interviewed teachers felt that the IQMS schedule adequately addresses most important aspects of teaching and learning and T3 explains that the quality of teaching has significantly improved due to the fact that the IQMS schedule addresses issues relating to teaching and learning (interview, 08/09/2011).

Other respondents held a different view, as exemplified by the comments made by T5 who said IQMS is too administrative, time-consuming and has too much paper work (interview, 08/09/2011). T3, a SDT and DSG member, mentioned that, in as much as the SDT tries hard to facilitate the process of IQMS, it is difficult to come with terms with the language used in the evaluation tool as the language is not user friendly and is

too restrictive and channelling. "*How are we as teachers expected to grow if we are not allowed to express our views regarding observation*". However, she said that most teachers understand the IQMS as a good practice which improves the quality of teaching and learning but went on to say that the process is flawed because based on friendship and that takes away the principle of objectivity (interview, 08/09/2011).

The IQMS co-ordinator, the HoD and T4, T5 and T6 felt that teachers were in the position to identify genuinely their areas in need of development (interview, 08-09-2011). T3, who is also a DSG member, pointed out that:

Teachers can easily identify their weaknesses based on the assessment criteria for teacher evaluation as prescribed by the observation tool outlined in the ELRC document 8 of 2003. If for some reason, there is a lack of continuous assessment, then the process of identifying areas in need of development will be difficult and will not bear the desired results (interview, 08/09/2011).

However, the HOD, who is a SDT member, expressed a different viewpoint that some teachers struggled to identify their weaknesses because they are defensive and do not want to acknowledge their areas in need of development. The principal also echoed the same sentiment and said that the process was not an easy one, and this regardless of the number of teaching experience (interview, 08/09/2011).

The IQMS co-ordinator laments about the confusing roles he has to play in the processes of IQMS:

I battle to reconcile the dual responsibilities of being the one who makes my colleagues account to me on matters related to evaluation and in the same breath I also account to my fellow colleagues during my evaluation. I find that position strange because I assume different roles and this is confusing, tiring because there is a lot of paper work involved. Lastly, this situation brings a lot of unwarranted tensions amongst teachers because most of the teachers resume different roles of being accounting officers and in the same breath one is expected to be a humble professional teacher and act like a proper professional (interview, 08/09/2011).

T3 also mentioned:

The teachers are first and foremost accountable to their evaluators (DSGs) as their immediate support base. Teachers in most cases would want to show their DSGs that they have improved on their performance and that hopefully would yield positive results .Teachers want to impress the district by delivering on their mandate and delivering the expected outcome (T3 interview, 08-09-2011).

T3, T4 and T5 indicated that teacher evaluation can assist teachers to improve their teaching practice if it is carried out in an objective manner. A lot of introspection and self-reflection is needed to improve the quality of teaching and learning. Self-evaluation is critical for enhancing the performance of the teacher in the classroom (interview, 08/09/2011).

The senior teachers, T4 and T5, agreed that self-reflection /evaluation and introspection are critical before and during evaluation. When asked to elaborate, they said that teachers must learn to be open to constructive criticism by their HODs and DSGs as their immediate supervisors. It is sometimes difficult for the DSGs and HODs to fulfil that mandate because some teachers take criticisms rather personally, thereby hampering professional growth and leading to tensions (interview, 08/09/2011).

4.13.2 Leadership, advocacy and mediation

This sub-section explores the role of leadership in introducing, advocating for, and training of, the IQMS as well as the contribution the school leadership plays in winning over staff.

The principal pointed out that the co-ordinator and the SDT are well versed in current issues relating to IQMS and ensured that this knowledge filtered down to the entire staff. The principal also said there was a lot of communication and this view was shared by most interviewed teachers. All respondents indicated that they understood the IQMS fairly well (T3, T4 and T5 interview, 08/09/2011).

T6, a DSG member, said:

The co-ordinator and the SDT constantly remind teachers through regular meetings and memoranda about matters and activities relating to IQMS .The co-ordinator has passion for IQMS and this influences the entire staff positively and most teachers are conversant with IQMS as a result of that (interview, 08/09/2011).

The principal explained that every year the GDE sends them the IQMS schedule for the whole year and that information is forwarded to the IQMS co-ordinator. The co-ordinator then convenes a meeting with the entire SDT to map the school's IQMS schedule, based on the framework provide by the GDE. After consulting with the SDT, the co-ordinator then invites every teacher to a meeting where the GDE and school's IQMS schedules are handed over (interview, 08/09/2011).

The IQMS co-ordinator elaborated on the role and responsibilities of the SDT which is mandated to start training, especially for the newly appointed teachers. The SDT is also tasked with facilitating the selection of DSGs. After the necessary IQMS structures are in place, the SDT resumes its core duty and mandate of training. The training runs parallel to the GDE IQMS schedule (interview, 08/09/2011).

The HOD highlighted the importance of advocating for IQMS as it is vital that the SDT reminds all teachers across the spectrum of the importance of IQMS and why they must participate earnestly. It is during this advocacy period that the SDT takes the opportunity to educate staff about their contractual obligations to the employer, namely, the GDE and respect their affiliation to the union of their choice. Once critical issues have been dealt with and clarified, especially the issue of belonging to the unions and also of performing one's duties according to the set standards and norms of the GDE, then the main obstacles have been overcome. The SDT then moves as one with the entire staff (interview, 08/09/2011).

T5 and T6 explained:

During the period of advocacy, it is very interesting. The SDT conducts itself professionally and makes us feel comfortable to ask questions of any nature without

fear of being prejudiced. There is a lot of interaction between the SDT and the entire staff during this period. The SDT explains thoroughly some of the policies that bind us especially IQMS and others of interest such as the ELRC and EEA (interview, 08/09/2011).

The principal created a healthy working relationship for all teachers by conducting open and transparent meetings. These sentiments are echoed by the HOD, Deputy Principal and the IQMS co-ordinator, who mentioned that the principal is a very driven and visionary leader. The school leadership is dynamic and highly adaptable given the difficult environment that the school is faced with.

4.13.3 IQMS implementation process and challenges

The implementation of IQMS comprises different tasks, such as putting structures in place to facilitate the IQMS process and how the school leadership manages it. The main IQMS implementation problems consisted of the poor evaluation capacity, the confusion that comes along with it and the manipulation of scores.

The principal and all interviewed teachers expressed some discontent regarding the process of teacher evaluation because there was a lot of paperwork involved in the IQMS, which suggests to them that the district is trying to have greater control over the schools and classrooms, especially during summative evaluation (interview, 08/09/2011).

The IQMS co-ordinator was concerned about the confusing multi-dimensional roles of the teachers during the summative evaluation:

My main problem is that teachers are expected to play two totally different roles. Teachers are expected to be accounting officers and act like professionals in the same process and it really brings a lot of disharmony and unwarranted tensions between the teachers. Some teachers are confused with these different roles especially because they were not prepared or even trained for this situation. They take criticism personally and are unable to differentiate between professional and personal matters (T2 interview, 08/09/2011).

Regarding the poor evaluation capacity in school, the principal expressed her frustration with the process:

During IQMS training by the GDE, no special training was set aside for teachers especially during summative evaluation. The most surprising factor is that the same teachers who were not trained to conduct summative evaluation are tasked with the most critical aspect of IQMS which is evaluation and allocation of scores during the process. The most disgusting thing is that the principals are not allowed to make adjustments of scores without consulting the DSGs. This principle is frustrating because some of the allocated scores do not reflect the true worth of the teacher and ultimately of the school. I find IQMS to be highly contradictory because the documents state that it is objective but I think the composition of the SDGs is highly flawed because most of the DSGs is based mainly on friendship and unfortunately, there is nothing the principal nor the co-ordinator can do about it. That factor (composition of the DSG) negates the objectivity of IQMS (interview, 08/09/2011).

The HoD, supported by T4 and T5, were also frustrated that the district office did not offer any kind of assistance or guidance for the observations of teachers. This is an issue of great concern because the process of teacher observation for the purpose of scoring has lost its objective. T6 agreed that the entire process of teacher observation is not objective because evaluators at times do not do justice to the process and award scores that do not reflect the true potential of teachers.

With regard to the scoring of marks during summative evaluation, the principal was disappointed, and had to admit to the intentional sabotage or manipulation of scores:

The scoring in the summative evaluation does not always reflect the worth of teachers and of the school in totality because some of the scores are ridiculously high and unfortunately there is absolutely nothing I can do because according to the ELRC 8 of 2003, no-one except the DSG is allowed to alter the score sheet. So, in most cases, teachers are unfairly awarded scores which they don't deserve and this causes a lot of tensions between teachers and their supervisors. At times, the DSG is intentionally

subjective towards their peers (or friends) because they want to spite the SMT and this does not go down well with me as head of the institution (interview, 08/09/2011).

T3 was also concerned with the manipulation of marks during summative evaluation and wished the district played a more prominent role. She said that the situation would be enhanced if evaluators were objective because the marks awarded would then be a true reflection of what teachers deserve. Presently, what is taking place is 'pathetic'. In some instances, there is no observation and teachers pretend to be conducting evaluations and only award scores based on their friendship (interview, 08/09/2011).

Finally, T5 was not happy about the district's lack of involvement in PD as she explained:

The district office does not offer any type of professional development, whatsoever. During the process of completing the Personal Growth Plan (PGP), the IQMS policy clearly specifies that the district officials will intervene by making follow ups wherein the teachers' weaknesses have been outlined but it has never happened in our school. Mostly the district office organises generic workshops which in my opinion are not effective because of limited time and the large number of teachers who have been invited to these workshops. Our expectations of any kind of development from the district have not been realised at all (interview, 08/09/2012).

4.13.4 Leadership role in the IQMS implementation

This sub-section explains how the school leadership understood the IQMS implementation challenges or problems and how it developed positive strategies to address or minimize these problems.

The principal explained that she delegated power and authority to the IQMS co-ordinator because she feels that she has enough responsibility and accountability in running the school. One of the strategies in facilitating IQMS is allowing the co-ordinator together with the SDT to run with the IQMS process although they consulted her on the various issues emanating from this IQMS implementation (interview, 08/09/2011). The principal pointed out that the IQMS co-ordinator has shown a lot of

competency and solid leadership as a reliable captain of the ship by steering the SDT in the right direction. This sentiment is supported by all respondents (T2, T3, T4, T5 and T6) who assert that teamwork is of vital importance and exists in the SDT leadership.

The HoD highlighted that one core task of the policy leadership is to set up the structures to facilitate the implementation of IQMS, such as the SDT and DSG. The SDT is mandated by the staff to run with the entire process of IQMS including implementation (interview, 08/09/2011). The IQMS co-ordinator highlighted that planning is done towards the end of the current year in preparation for the upcoming year so all the activities of the school and IQMS related activities are collected and infused into the year programme. She explained it was important to go to different teachers to collect all the dates of all activities related to IQMS, such as, PGPs, pre-evaluation and observation. Planning has significantly improved with the advent of IQMS and the school is enjoying the benefits that come along with this IQMS planning (interview, 08/09/2011).

The principal explained that the situation regarding the IQMS implementation has forced leaders at the school to work as a collective. This is why she supported all endeavours of the IQMS co-ordinator and the SDT in their efforts to develop proactive and positive strategies to ensure that the policy achieves its optimum objectives.

In this school, the SDT has a lot of competencies and knowledge of policy and are in the forefront in running workshops to equip teachers in policy-related matters. It is knowledgeable about the dynamics involved in the balance of power as the IQMS policy implementation is highly contested with the GDE, PSA and SADTU.

T3 and T4 elaborated on the following:

It is a fact that the IQMS co-ordinator is the most influential person behind the implementation of IQMS; however, the SDT works as a powerful and a formidable team. The SDT is very up to date with current issues that are IQMS related. The IQMS leadership has solid knowledge and expertise when it comes to policy issues and policy leadership especially IQMS. This is the quality leadership that we need as a

school because it has helped us implement IQMS the best way we can in spite of the huge challenges that the school is faced with, such as, the constant interruptions and intimidations of the two most powerful unions in Soweto, namely, SADTU and PSA (interview, 08-09-2011).

T5 reiterated the sentiments of her colleagues that the IQMS co-ordinator was given power by the principal to run with most, if not all, activities related to IQMS because of the strong knowledge he displayed in matters related to the IQMS:

The IQMS co-ordinator is the true captain of the ship, he really steers the ship in the right direction and he has the ability to take the school to achieve the desired goals as prescribed by the contents of the policy. He is a real all-rounder in matters of leadership and policy (interview, 08/09/2011).

The principal highlighted that the school is constantly caught between the contesting of power between GDE, SADTU, PSA and SMT. There are challenges posed by the high presence of the Public Service Association (PSA) in the school. The principal explained that, due to the high number of non-teaching staff, about 98% of the staff is affiliated to PSA, giving it a high presence in the school. Some teachers have a dual membership of SADTU and PSA.

The school leadership has successfully reduced the power struggle between the SMT and union representatives (from SADTU and PSA) (interview, 08/09/2011). This is a delicate situation but a winning strategy for the school leadership was to incorporate union representatives in their meetings, strike a balance between these power groups and ask them to come up with positive strategies and workable solutions that will facilitate the implementation of IQMS. It is the leadership's duty to create a healthy and balanced environment for all staff members irrespective of their affiliation to the unions of their choice (interview, 08/09/2011).

This strategy has improved relations between the school leadership and union representatives because they all come up with strategies and solutions from different perspectives that benefit the whole school. As the principal mentioned:

The contestation of power between GDE and the unions, such as, SADTU and PSA is problematic because the schools are caught up in the middle .The GDE expects the schools to implement the policy as expected - in the meantime the unions (SADTU and PSA) are competing with the GDE over whose voice will be heard and over what values will be reflected in the policy. We are therefore compelled to come up with strategies wherein compromises must be made, such as sacrificing the position of the SMT by incorporating the union reps in some of the SMT meetings in order to reach some consensus on matters that otherwise would retard the implementation progress. As a school, we have come up with these proactive strategies to help ease the tension that is caused by these competing groups, GDE and the unions namely, SADTU and PSA, in order to achieve the optimal benefits from IQMS (interview, 08/09/2011).

The HoD also said that it was not easy to gain the buy-in from union representatives but, because the school leadership was determined to improve this relationship, it became flexible. As a result, the tensions between school management, teachers and the union representative were minimized and all decisions bind all parties in the implementation of the IQMS, and this despite the adversarial position adopted by the mother bodies of SADTU and PSA.

The interviewed teachers agreed that the SDT has worked hard to educate teachers through workshops to foster good communication, and commitment. Eventually teachers become passionate about their work and understand that the objective of IQMS is to improve teachers' performance in the classroom and hopefully the quality of education (interview, 08/09/2011). T5 was vocal about improved standards of communication since the introduction of the IQMS. There are a lot of meetings and workshops which are informative regarding IQMS and WSE.

The principal and the co-ordinators only remind the staff about the upcoming events otherwise the year plans are displayed in the classrooms. Tuesdays and Thursdays are set aside for the workshops of different WSE committees and the school leadership expects all staff members to attend. Announcements are made whenever there is a need to do so and circulars are circulated freely and are distributed timeously.

T3 and T4 have praise for the positive attitude displayed by the co-ordinator:

The co-ordinator and the SDT excel in matters relating to IQMS and constantly remind teachers through regular meetings and memoranda about matters and activities relating to IQMS .The co-ordinator has an outstanding passion for IQMS and this influences the entire staff positively and most teachers are conversant with IQMS as a result of that positivity (T3 and T4 interview, 08-09-2011).

As a result, most teachers felt they were at ease with the IQMS processes and procedures because the leadership was excellent and there was a lot of teamwork between the SDT members and communication flowed well (T4, T5 and T6 interview, 08/09/2011).

The principal mentioned another positive strategy to facilitate IQMS activities:

The SDT ensures that consistency and fairness is maintained during the observation. The SDT makes sure there is appropriate planning, such as drawing of the IQMS schedule a year ahead and each teacher is provided with his/her own IQMS management plan which is in alignment with the GDE IQMS plan. As a team, the SDT ensures that all records and relevant documentation on IQMS are kept in a safe in the principal's office. The co-ordinator calls constant briefings with the teachers on matters.

However, on a less positive note, the HoD, also a member of the SDT (T3) registered her unhappiness with regard to the nature of the lack of monitoring carried out by the SDT/HOD/DSG. When asked to explain, she mentioned that effective monitoring largely takes place during summative evaluation and that this is wrong since monitoring should always be in place all the time (interview, 08/09/2011). But she did not want to take anything away from the joint co-ordinator and the SDT, as they are a great team:

The co-ordinator and the SDT excel in matters relating to IQMS and constantly remind teachers through regular meetings and memoranda about matters and activities relating to IQMS .The co-ordinator has an outstanding passion for IQMS

and this influences the entire staff positively and most teachers' are conversant with IQMS as a result of that positivity (T3 interview, 08/09/2011).

It is evident from the data that the school leadership in school B was instrumental in the effective implementation of IQMS by making some adjustments that have benefitted the whole school and brought a positive climate to the working relations in their school. The school leadership was paramount in contributing to the IQMS implementation because of its ability and the competence in navigating around obstacles and developing enabling strategies for the policy to achieve its objectives.

However, despite ensuring that the IQMS was implemented, the school leadership could not convince teachers that the aim was to develop them as professionals. On the contrary, teachers remained suspicious of the intentions of the IQMS and ensured that they manipulated the evaluation scores to qualify for a bonus.

4.13.5 Impact of IQMS on teachers

The principal felt that there were some positive changes that came with the IQMS implementation. She said that there was some devolution of power which meant more people came to the fore with leadership skills, knowledge and strategies. She indicated she had now extra capacity to assist her in the running of the school. Not only all the necessary structures are set up and active but it also simplified the running of the school. She only deals with the co-ordinators when there is a matter that needs her attention (interview, 08/09/2011).

The HoD emphasised that record keeping and filing skills of the teachers have improved as a direct result of the IQMS. All documents are filed under different headings as each activity, regardless of how small it was, has to be documented and filed (interview, 08/09/2011).

The principal said that experienced teachers stand to benefit maximally from teacher evaluation because it offers them an opportunity to enhance and refresh their teaching methods and their teaching practice because the DSGs offer them continuous support

on current teaching methods. A few respondents mentioned that the IQMS led to improved teacher performance.

Almost all interviewed teachers (T2, T3, T4, T5 and T6) agreed that there was some improvement in the quality of teaching and learning with the advent of IQMS. However, from the responses, it is evident that teacher development is vital to enhance teachers' practice but it should be the right kind of development in order to be effective and efficient.

T6 explained that she has observed a lot of commitment from the school leadership and teachers regarding their work. She said teachers take pride in what they do in the classroom because they do not want to be reprimanded by their DSGs, SDT and the SMT.

She alluded to the fact that there is a lot of control and discipline in the classroom since the introduction of IQMS:

As teachers, we want to prove to the DSG and SDT that we are capable of improving on our weaknesses. We try by all means to improve on our teaching practice by incorporating new approaches and skills so that during summative evaluation my DSG can identify new approach and techniques in my teaching practice. This constant urge to improve on ones' practice in the classroom will definitely improve the standard of teaching and learning and ultimately have a positive outlook in improving the quality of education in general. The school leadership has managed to foster control and discipline (interview, 08-09-2011).

T2, who is an IQMS co-ordinator as well as a member of the SDT, commenting on the impact of the teacher evaluation on teachers:

Teacher evaluation assists teachers to improve their teaching practice because interpersonal relations are enhanced by the fact that observation is conducted internally by colleagues who understand that the process is developmental and not punitive. The mindset of teachers' has changed drastically; they know that they are

accountable to the districts and most importantly to the SMT, SDT, SGB and the entire parent body (interview, 08/09/2011).

In conclusion, the school leadership in school B went beyond policy expectations by fostering relatively good relations with the union representatives. The leadership took a gamble by incorporating the union representatives in some of the executive meetings in order to achieve a relatively strong working relationship between themselves (school leadership) and the entire component of the school like staff members. The outcome of this endeavour has yielded relatively healthy working relations. In addition, there was commitment from the different leadership of the IQMS to communicate well and win teachers over to the IQMS. As a result, there was some degree of efficiency in the mediation and implementation of IQMS, notwithstanding the manipulation of scores by the teachers and the SDGs because all the teachers want to qualify for a bonus by whatever means.

4.14 COMPARISON OF FINDINGS IN THE TWO SCHOOLS

Before moving on to the next chapter on data analysis, it is useful to compare the findings of the two schools to identify the characteristics and conditions which explain why there were slightly different strategies and experiences with the IQMS implementation.

The findings reveal similarities in the style of leadership of the two schools. The leadership is disciplined and visionary while understanding the need to delegate power and authority as opposed to holding on to the power and authority. The collective leadership works through substantial consultation and effective communication with all stakeholders around issues of mutual interest. Together, the leadership of both schools possesses a lot of knowledge, understanding and competence in the way they navigate through various challenges.

The findings indicate that, in school A, a lack of proper planning that incorporates all the school's activities from the school leadership hampers the mediation and implementation of IQMS. Despite the lack of well-co-ordinated planning, the school leadership has managed to maintain and run IQMS mediation and implementation

according to plan as prescribed by the district and in accordance with the school's year plan. The major challenge of the entire process of IQMS is the manipulation of teacher scores in the summative evaluation by the DSGs which the leadership has no power whatsoever to correct or stop.

In school B, the findings indicate that, unlike school A, the school leadership has managed to co-ordinate a relatively well planned IQMS mediation and implementation as prescribed by the district plan that incorporates all the school's activities including WSE. School B, like school A, also experienced a major implementation challenge in the manipulation of scores by teachers and the DSGs during summative evaluation. As previously explained, there is absolutely nothing the school leadership can do to change or influence those scores.

The mediation of the IQMS came with serious challenges but the leadership showed it could rise above many obstacles by being proactive. For example, in the face of union objections to the IQMS and classroom observation, the school leadership decided strategically to include the union representatives in their meetings. This proved to be a winning strategy because it minimised many challenges.

The difference of leadership could be said to come from the different contextual realities of the two schools.

The School A roll is rather large and impacted negatively on the smooth running of the school with big classes to manage effectively and not enough resources because of non-payment of school fees.

In addition, the leadership of this school lacks planning competencies and, as a result, planning was not as effective with the multiple activities, such as internal and external examinations and summative evaluation being scheduled at the same time in the school, overwhelming the staff.

School A is in a highly political area and there is constant pressure for the leadership to develop various strategies to balance the power between themselves and SADTU.

In school B there are also some challenges as the leadership is constantly under pressure from the two unions, PSA and SADTU. The leadership must always anticipate and encourage PSA and SADTU to come up with positive strategies to balance the power between them and the unions to ensure that no stalemate develops and retards the school's or IQMS progress.

Another advantage of school B, whose roll is rather small, is that it has more time to plan properly and implement all IQMS related activities and especially the summative evaluations, because their learners are not subjected to either internal or external examinations. This means that the leadership and teachers are not under an extremely stressful situation at the end of the year.

The leadership in these respective schools managed to influence teachers positively towards implementation of IQMS; however, teachers were always resentful and suspicious of the intentions of this policy. Despite the efforts of the leadership to effectively implement IQMS, it was not an easy task to perform because teachers successfully and consistently managed to manipulate the scores and they were happy to express that there is nothing the leadership could do to stop them in their quest for qualifying for bonuses. The teachers only complied with the procedures and processes of IQMS because it was mandatory and they were compelled by the regulations to do it.

Teachers are not yet convinced that IQMS is purely for developmental purposes and support only, and teachers felt that IQMS was used by the districts as a vehicle to control them, hence the resentment. In spite of the strong leadership of these respective schools, an effective implementation of IQMS is not possible because the leadership does not have any control or influence over the awarding of scores.

In conclusion, the IQMS implementation and mediation from the two schools is slightly different because of their different contextual factors. The implementation and mediation in these two schools indicates compliance from teachers, and this despite the strong leadership with policy knowledge, understanding and pro-active strategies that were employed in both contexts to ensure that teachers saw the IQMS as developmental.

CHAPTER FIVE

ANALYSIS AND INTERPRETATION OF DATA

5.1 INTRODUCTION

This chapter analyses the data presented in the previous chapter and identifies the patterns and trends emerging from the data. The evidence collected is analysed and interpreted through the theoretical framework and in relation to the main research sub-questions. This chapter draws from the literature lessons about conditions needed for effective professional development, teacher accountability, for the implementation of the teacher appraisal (IQMS) policy and in particular the role played by the school leadership in these areas.

5.2 TEACHER DEVELOPMENT AND LEADERSHIP

This research tested views and experiences on various forms of TD as well as the TD role of the school leadership**.**

Teacher development, as the Dembele (2003) study has shown, is not a one-off event but a process whereby one creates appropriate opportunities to learn more as one practices. Teacher development is seen as a continuum of learning with teachers located at various places along the continuum (Feiman-Nemser, 2001, cited in Dembele, 2003). This provides a useful framework that operationalizes the idea of a continuum of teacher learning to teach. The leadership at school has to create an environment that is conducive for effective teacher development by delegating authority and power to the more experienced and knowledgeable teachers to mentor on a regular basis the novice teachers.

In these two schools, the leadership was at the forefront of instilling the norms of collegiality and collaborative teaching. The leadership can and does force the process of continuous school-based professional development because the district education

officials could not carry their mandate of teacher development. The district only offered a once-off type of generic type of development, which Dembele (2003) refers to as one-size-fits-all, on a top-down model. The school leadership has to create different opportunities where teachers participate, especially in their different committees, and contribute to the development of appropriate knowledge about teaching as well as their own professional development.

The TD offered by districts was not highly valued. Most interviewed teachers felt that district-initiated workshops were designed in a top-down manner and did not take into account their professional development needs; they said that they did not want to be burdened with extra educational duties, because their workload was rather heavy, and these district workshops did not add any value to their work because they were often too general with no follow-ups.

Teachers in both schools were unhappy at the lack of professional development from the districts. The teachers complained bitterly about the inadequate coherence and content during training. During these sessions, teachers are not regarded as learners because the purpose of the pre-service in most cases is well defined. The other source of discontentment from the teachers is the non-existent partnership and collaboration between the schools and the districts. The district only offered one type of PD which is a generic type of development.

Thus, the leadership of the two schools realised the need to initiate alternative school-based TD to assist teachers to understand and implement the various policy changes. It had to provide more school-based PD, led or facilitated by outside experts but this required using their budget funds.

School A leadership felt that TD should be an on-going collaborative process of improvement which draws its strength from the long term continuous improvement model which maintains a constant focus on the student learning. This model focused on the improvement of student learning and School A benefitted immensely from this model because the school avoided a situation where they would be placed under a special programme. School A managed to sustain this position as a collective, and not as individual effort and priority given to the teaching of the subjects that need urgent

attention. This concerted effort was drawn from all, especially teachers with extensive expertise. The school relied heavily on its own web of expertise and human capital because of its poor financial situation as it is a 'non-paying fee' school, largely dependent on the small annual departmental subsidy, and with a SGB which was not well equipped to raise additional funds to pay for professional PD experts. As a result, the co-ordinators of various committees, with expertise in a field of study that was beneficial to the school, were encouraged to organise school-based development on any issue relevant to pedagogical or curriculum issues as well as GDE policy matters.

However, the interviewed school A teachers rated the internal support offered by fellow colleagues as a limited form of PD because they felt that their fellow colleagues did not have sufficient expertise as compared to experts. Most teachers define professional development as PD coming from outside the school, something that Dembele (2003) noted in relation to many African countries where teachers defined professional development as support offered by outside experts.

Teachers, who felt they had not been exposed to meaningful opportunities to learn from outside experts, developed negative views about TD in general. Yet, as Dembele (2003) mentions, professional development is most effective when it is a team effort rather than an individual effort and when it focuses on the enhancement of collaborative teaching. Teachers as a group could contribute to the development of their teaching knowledge and skills and therefore to their own professional development (Dembele, 2003:189). He further asserts that professional development, conducted in the teachers' environment, such as the classrooms and their own schools, is more likely to focus on teachers' needs. However, he also argues that professional development should maintain a constant focus on better student learning and it was not possible to assess this in the research on School A.

School B had a different experience with TD. Being a special school, it enjoyed a better financial situation as it received a bigger financial subsidy from the department and had more leeway in the utilisation of its funds. Since it was committed to a culture of collaboration and continuous professional development, it used its budget to buy the service of outside experts from NGOs to conduct school-based support. School leaders consulted the stakeholders to determine the kind of development needed, whether on

curriculum, school policies or other GDE policy issues because they wanted to ensure staff ownership and commitment to all TD decisions made.

In this sense, teacher development was tailored to the specific socio-educational school context as well as to the teachers' needed knowledge, as recommended by Hargreaves (2000). It was a team effort which addressed teachers' needs and conducted more effective on-site TD, as Dembele (2003:189) suggests. According to Dembele (2003), professional development had to involve teachers in identifying their needs and reflecting on their practices to contribute to the improvement of their knowledge and performance. However, the researcher did not manage to assess the nature, methodology and impact of such school-based TD activities. There is a strong possibility that these internal TD activities were not sufficient in addressing effectively the priority needs of these teachers.

What can be said is that the school leadership was committed to TD and played its role in encouraging teachers to identify their development needs and make them experience some form of collaborative reflection or a form of teacher-driven professional development. The schools' TD experiences were, however, limited to school-based TD and may not have been sufficient to learn how to improve their practices. Such limited TD also sent mixed messages for a teacher appraisal policy like the IQMS which assumed that a strong TD capacity existed outside of the schools to improve the teaching and learning processes.

Continuous professional development also serves as a stepping stone to learning to facilitate implementation of educational policies such as IQMS. The teachers in these two schools are constantly faced with the challenges of effectively and efficiently trying to improve the quality of education. Teachers in these schools were participants as helpers to each other because of the strong culture and presence of collaboratively working together. This situation exposed these teachers to active learning. This situation shaped the teachers to respond to other educational policies like IQMS differently from other schools who do not subscribe to the principles of distributional type of leadership.

5.3 TEACHER ACCOUNTABILITY AND LEADERSHIP

This section deals with the schools' views and experiences on accountability and the role played by the school leadership. It examines respondents' responses to the different forms of teacher accountability as well as to those which are dominant.

In both schools, teachers understood and accepted that they were accountable to the various stakeholders: the district, principal, SMT, parents and learners. They felt that the main form of accountability being pushed was the bureaucratic accountability to school leaders who were pressurized by the district to improve their results. The school leadership indeed pushed teachers to improve their performance to the best of their abilities.

In school A, because teachers' poor results had resulted in the district putting the school under a special support programme, teachers resented the district intervention and assessment of their practices through standardized tests because these undermined them and created an embarrassing situation. As Fleisch (2003) indicates, most GDE support and accountability programmes for under-performing schools were internalised by teachers as a stigma which demoralised teachers, especially when the quality of the outside district support was poor. The school managed to improve and meet the minimum GDE expectations mainly because of the strong collaborative culture and high work commitment. Teachers felt that more outside assistance was needed from the district to improve their practices and thereby the learners' results.

In that sense, bureaucratic accountability was experienced as both motivating and demotivating. Being aware that the pressure on teachers should be accompanied by support which did not come from the district, the school leadership decided to organise workshops directed at the improvement of the quality of teaching and learning, even if this was somehow limited and insufficient.

In school B, teachers also felt accountable mainly to the district and the principal because the district provided them with guidelines on the specialised curriculum and the principal was tasked with the implementation of such curriculum. However, the scenario differed. Teachers were not under serious pressure to perform according to

the district expected norms and standards and teachers felt more accountable to learners and their parents whom they encouraged to come to the classrooms and peruse learners' books.

These findings confirm what many studies have revealed. Bureaucratic accountability continues to be the main form of accountability experienced by these schools which both complained that there was no reciprocal accountability from the district which did not provide them with sufficient support and resources, as Elmore (2004) noted. In other words, the concept of accountability for development was not experienced by these schools. Seashore, *et al.* (2005) argues that the success of teacher accountability depends on the support provided at the same time. However, they also emphasize that schools have to interpret and mediate teacher evaluations in a way that makes teachers respond positively to it. The school-based TD was such an attempt by the leadership but remained too little to win over teachers to the concept of teacher accountability to the district.

Before dealing with the IQMS, it is useful to understand how the school leadership engaged with the GDE policies and their implementation.

5.4 POLICY IMPLEMENTATION AND SCHOOL LEADERSHIP

This section looks into the role of leadership in implementing policies at school level, the impact it has on teachers' interpretation of and response to policies, and whether the school leadership managed to influence teachers in the process.

The role of school leadership is to influence and direct the implementation of policies so that these policies can benefit the school. For this to be achieved, as De Clercq (2010) mentions, the leadership has to be knowledgeable and with the necessary competences to navigate around these policies, as well as the capacity to mediate and translate the policies in the school context so that the school can benefit and its work can be enhanced. It has to be aware of the micro-politics involved in the school as well as the potential conflicts that a particular policy may produce among some groups. The way to straddle across these conflicts or different interest groups is to develop a vision and plan around the policy, and ensure commitment from the majority of stakeholders,

whether inside or outside of the schools with the unions and parents. It should also identify the tensions that exist in the policy and/or its implementation and develop ways in which it can work through these tensions and arrive at a win–win situation for the majority of school stakeholders.

In light of this, what were the capacities and approaches used by the leadership of the two schools when dealing with policy implementation?

The leadership of school A had created a culture of openness, transparency and collaboration. As a result of this distributive style of leadership, different school co-ordinators were in charge of some areas of their expertise and organised workshops to communicate policies to staff who met to agree on ways in which to strategize their implementation. In this collective learning and decision-making process, co-ordinators had to look for expertise from within the school but could seek external expertise if the need arose. However, it was not possible to establish whether these leaders fully understood the policy content and its tensions.

The co-ordinators were aware that the best way to implement new ambitious policies was to support the staff, something that happens in some cases but not for all policies. Some respondents questioned whether policies, such as the curriculum policy, were properly understood and implemented behind classroom doors and felt that the main problem was lack of district support and failure by senior school managers to monitor tightly the policy implementation process and its impact on the school.

When policy implementation met with some teacher resistance, the leadership diagnosed the source of the problems and ensured that other stakeholders were brought in to assist and finalise a plan around how to move forward. For example, in the case of curriculum policies, the SGB was asked to assist and it encouraged teachers to persevere and assist one another.

In school B, the leadership also created a collaborative culture committed to develop leaders in different areas, including policy implementation. Partly because the school was financially stronger with its large GDE subsidy, this second layer of leaders could run workshops to assist with their work. These leaders, who were expected to be

proactive in mediating their policy implementation work, impressed teachers with their communication lines and the passing of their policy knowledge and skills to the rest of the staff.

There was, however, no mention by the school staff or leaders about possible tensions in the policy content but rather implementation problems when the policies overwhelmed or strained staff. Instead, these leaders focused on the potential benefits that the school could derive from the policy and worked to build a sense of ownership among teachers by making them participate in the decision-making process around how to implement the policy. Here again, it was not possible to assess the implementation quality of the various ambitious post-1994 policies.

The similarity between the two schools is that the leadership was committed to collaboration and teamwork which resulted in good communication and interaction among staff. Both schools created opportunities for a second layer of school leaders to assume some delegated powers and run various work committees. In the case of policy implementation, the communication and decision-making over implementation was relative effective and did not generate conflicts within the schools.

The leadership managed to have a positive influence on the perceptions and attitudes of staff towards new policies and the shared responsibility revealed a sense of maturity and motivation which benefited policy implementation. The leadership was able to hear and deal with the occasional resistance or conflicts generated by some policies as they came up with strategies on how to minimise such problems. For example, they decided to bring in other stakeholders, parents or unions in the implementation planning to make them feel part of the exercise. However, it was not possible to assess in detail how policy implementation resistance was dealt with.

These findings confirm the arguments of Seashore, *et al*. (2005) on the policy role of school leaders who are in a position to influence the conditions under which policy interpretation and implementation are carried out. Spillane, *et al*. (2002) argues that the role of school leadership in mediating policies depends on its broader understanding of the policy and how it fits within the organization's vision. The way the leadership made sense of the policies and interpreted them to the rest of the staff

reflected the school culture, the micro-politics and relationship between school stakeholders, as Grant (2001) argues.

To summarize, the sections above give some useful background to the mediation and implementation role of school leadership regarding the IQMS. Firstly, these schools have relatively poor experiences around effective TD and positive teacher accountability for development. While the leadership tried to compensate for the lack of support from the district and outside experts with internal support, the schools did not experience bureaucratic accountability as a step towards development.

Secondly, these schools' distributive leadership was committed to influencing positively how teachers understand, respond to and implement policies. However, it was not clear if there was a strong policy leadership in the sense that De Clercq (2010) understood, namely whether this school leadership was sufficiently 'policy knowledgeable and capacitated' to understand fully the policy content and its tensions as well as strategizing around the policy implementation problems.

5.5 UNDERSTANDING OF IQMS AND ROLE OF LEADERSHIP IN IQMS MEDIATION AND IMPLEMENTATION

This section examines how the various IQMS policy processes are negotiated at the level of these two schools with a specific emphasis on the role of the school leadership.

5.5.1 IQMS content and leadership

The leadership of both schools identified important problems and tensions in the IQMS content, which made them and the staff have mixed feelings towards it.

Some problems were identified with the content of the IQMS. The leadership and teachers of both schools found that the IQMS instrument was too complicated and assumed that teachers could reflect and identify their development needs. Teachers did not like the IQMS because it is too prescriptive and demanding. They were confused about the meaning of baseline versus summative evaluation. There was also confusion

between the roles and responsibilities of the SMT and the SDT, something which caused tensions in the school and between teachers. ELRC resolution 8 does not include the SMT in the structures of IQMS and yet the SMT is the senior leadership in schools. The SMT holds legislative power while the SDT holds political power so the two centres of power have to work as a collective for the successful implementation of IQMS. The credibility of the DSG in most cases is compromised by lack of objectivity due to the nature of its composition.

More importantly, however, the leadership noted that IQMS did not manage to combine, in an effective and balanced manner, accountability and development as the former tended to dominate the other. Class Act (2007) found that many schools felt the IQMS was problematic because it makes accountability the main purpose of teacher evaluation or appraisal. Yet, teacher evaluation does not work effectively if it is not also developmental. As a result, the teaching staff was suspicious of the IQMS which was resented for not promoting genuine professional development of the school and its teachers. It evoked sour memories of the inequitable inspection system of the past which was biased and unjust as it discriminated against black teachers. The negativity of the staff towards the IQMS was linked to the poor work of districts which could not play their supportive role with teachers. The school leadership knew that TD was an important priority for their teachers which the district had to address before the teachers could be fully won over to the IQMS.

These findings confirm what Biputh and McKenna (2010:279) saw as the major challenge of the IQMS at school level, namely that teacher evaluation in South Africa combines two models of accountability and professional development and was meant to be the first step towards their development but it could not be translated into action on the ground. Because there is no adequate system capacity to support schools, the IQMS appeared to schools as being introduced to enforce accountability more than to strengthen development. Biputh and McKenna (2010) **argue** that, in the end, the IQMS developmental agenda of school/teacher evaluation became subsumed by the accountability one. They also argued that the appraisal instrument was too complex to ensure both accountability and reflective development.

This problem in the IQMS could not be sufficiently minimized or strategized around by the school leadership.

Finally, teachers viewed the IQMS as a top-down policy forced onto them by the district whose officials are not able to offer much support or development to schools, resulting in a breakdown of trust between schools and the district office. Barrett (2004) criticises the top-down approach to policy-making because policy makers appear ignorant of the complex interactions occurring during the implementation process.

5.5.2 IQMS advocacy and leadership mediation

The school leadership and IQMS co-ordinator gave the IQMS priority status in their school and assumed responsibility for motivating the teachers towards it. The school leadership tried its best to prioritize the IQMS and delegate IQMS implementation powers to middle-level managers or IQMS co-ordinators. The SDT took a leading role in training teachers as to what the IQMS entailed. It tried to win the staff over and change their perceptions of the IQMS by pushing the idea of accountability for development. However, some of these leaders were ambivalent themselves about the IQMS being able to do this and it could not convince the staff who felt that the IQMS discourse was rather ambiguous.

The leadership understood the politically contested nature of the school implementation of the IQMS. It was aware of the conflicting interests between the department, the school and the unions such as SADTU and PSA as these stakeholders all had a different agenda with the IQMS. As a result, the school leadership initiated a platform where it could negotiate with the union representatives on how to implement the IQMS.

The leadership in these schools bargained with the unions and allowed their representatives to sit in their executive meetings to enable the SMT and the union representatives to arrive at negotiated settlement. The union representatives were included in the major decisions regarding the school IQMS implementation and this strategy minimised unions' interference because the agreement was binding on all parties. A consensus was reached between the leadership and the union representative

wherein the school leadership was willing to give up some of the legislative power to the union and in return the union representatives were willing to share their political power with the leadership by accepting the invitation to sit in some of the executive meetings and thereby arrive at a trade-off which secured commitment from the teachers as well as a win–win situation. In that sense, the school leadership showed its political awareness with the IQMS and its attempt to confront the micro-politics of the school to win people over to the IQMS. However, this was not enough.

5.5.3 IQMS implementation and leadership challenges

The problems encountered by the two schools in the IQMS evaluation process were very similar. Teachers felt it was too mechanical or technical as well as a time-consuming bureaucratic exercise that had to be complied with and sent to the district. Some felt that it was a policing mechanism used by districts to assert their control over classroom practices as it was not a developmental process.

Teachers explained that there was a strong accountability language used during the summative evaluation but that the development component was non-existent or reduced to the DSGs and then SDT drawing up a personal growth plan which was not really followed through to address their development needs. This is why they disregarded the IQMS claim that it aims to address teachers' development needs and started to manipulate the accountability component.

They chose their evaluating DSG panel members on the basis of friendship and reciprocal favours so they could be awarded high scores and qualify for a bonus at the end of their summative evaluation. It quickly became clear to the SDT and school leadership that the evaluation process was not objective and reliable but there was little they, or even the district, could do to change the situation because they did not have the authority to alter the DSG scores for the summative evaluation.

The argument of Biputh and McKenna (2010) that the discourse used in IQMS was based on accountability rather than development posed a serious threat to its implementation because schools and teachers doubt the IQMS intentions and decided to merely comply rather than to genuinely participate.

These findings concurred with Class Act's (2007) observations that linking teacher evaluation to pay progression leads to teachers manipulating their scores, rendering the whole evaluation process unreliable.

The school leadership was aware of the implementation challenges of the IQMS but could not do anything to change the situation. However, the district appears ignorant of the reasons behind the IQMS implementation challenges. Districts do not monitor seriously the IQMS implementation at school level, possibly because they lack the capacity to follow through the schools' SDP and provide schools with the support needed.

Although the school leadership tried to change the perception of teachers with regard to the IQMS, it was aware that they could do little to change teacher resentment of the IQMS. In spite of the obstacles that come with IQMS, the leadership in these schools wanted to make a small positive contribution in the implementation of IQMS by coming up with the strategies that would ease the tensions inherent in IQMS by stepping out of their mandate and thereby creating a positive atmosphere and platform for the implementation of IQMS. Teachers acknowledged that the main goal of IQMS is to improve the quality of teaching and learning and this has improved to a certain extent, although it was difficult to find evidence to support this argument.

Distributive leadership works well in both schools but there are contextual factors that cannot convince teachers to do more than comply with IQMS while manipulating scores.

CHAPTER SIX

CONCLUSIONS AND RECOMMENDATIONS

6.1 SUMMARY OF FINDINGS AND ANSWERS TO RESEARCH QUESTIONS

This section summarizes the analysis and how the research questions were answered based on the analysis of data.

The study highlights that professional development is essential for teachers because it offers them the opportunities for learning to facilitate implementation of policy or education reforms, thereby preparing teachers to perform better. The study argues, on the basis of studies conducted by Schwille and Dembele (2007) that a once-off workshop or seminar which provides isolated training for teachers, especially by the districts or any education officials, has proved to be ineffective and inefficient. When the workshop is used in isolation, long-term improvement in the quality of teaching does not happen. Thus, effective teacher development takes place in a school setting where teachers conduct workshops that address issues that have been identified by them as being problematic. Teachers prefer PD programmes where the emphasis is on the differentiated opportunities that address their specific needs and where the teachers are more active in choosing the goals and activities that address their shortcomings. The data indicates that professional development at school level offered the opportunity for ongoing assistance and support to upcoming teachers as well as those needing development in their areas where support is needed on a continuous basis.

Regarding appraisal, the study reveals that the system of using one evaluation instrument that applies the same standards and criteria to all teachers, regardless of years of experience, pedagogical content and context, yields little or no results at all. One single and standardised evaluation instrument for teachers cannot perform these diverse functions, and a narrow type of evaluation is a futile exercise for any appraisal system. By nature, IQMS is a complex policy because it incorporates into one single instrument three

fundamentally different processes with distinct purposes, namely Developmental Appraisal, Performance Measurement and Whole School Evaluation. The tensions between these systems undermine the development aspects of the IQMS. As a result, the accountability component is subverted through a compliance approach to the IQMS implementation.

Biputh and McKenna (2010) argues that the current form of IQMS results provides a greater emphasis on accountability than development and this increases teacher resistance by evoking memories of the inequitable inspection processes of the past, thereby restricting the system's ability to enhance the quality of education in South Africa (Biputh & McKenna:279). The study reveals that the tensions between accountability and development models are noted, and resented, by school staff. This becomes a huge challenge because it prevents genuine engagement by the teachers, hence the confusion on whether the appraisal system is for development of teachers or to make teachers accountable.

The study concludes that an evaluation instrument that applies the same standards and criteria to all teachers regardless of years of experience, pedagogical content and context yields limited or no results at all. One single and standardised evaluation instrument cannot perform these diverse functions. It appears, therefore, that there is a need for the evaluation system in South Africa to separate performance evaluation from development appraisal in order to have a positive impact on the behaviour of teachers, and in this way impact positively on the process of improving education.

More importantly, the study explores the role of school leadership in mediating the IQMS and highlights that there is a need for knowledgeable transformational leaders at school level. The type of leadership that is required relies on the expertise of all staff members and cultivates a culture of collaboration. These leaders are able to develop other leaders with relative autonomy in the running of their committees and this type of leadership empowers others to take on leadership roles in their designated areas. It is clear from this study that policy leadership can impact positively in the mediation of IQMS at school level. Policy leadership in these schools showed in-depth knowledge and competence to differentiate between the political agenda and the benefits of the policy. It understood the IQMS tensions provoked among teachers and their unions, such as SADTU and PSA and

that these leaders were able to work out a way in which these can be slightly but not fully mediated, as De Clercq's (2008) study revealed. This is why it mediated an effective implementation of IQMS by devising strategies to minimise the contested areas in order to obtain commitment from the stakeholders. However, in spite of all the efforts made by the policy leadership, teacher manipulation of scores during summative evaluation remains a serious challenge.

In response to the first research question, which is about participants' perceptions of IQMS content as an instrument, the analysis indicates that teachers viewed the IQMS as a top-down policy forced on them by the district officials who are not able to offer appropriate support or development to their schools. The analysis notes that there was a breakdown of trust between schools and the district office. Teachers perceived IQMS in a negative light as an instrument used by districts to control them. The analysis also points out that teachers are not convinced that IQMS was for developmental purposes and support as intended in ELRC (2003). The findings of the study show that the resentment of IQMS was overwhelming amongst the teachers, which is why they resorted to the manipulation of scores during summative evaluation.

The second question is about the challenges of IQMS implementation at school level. The analysis from these two schools indicates that the mediation of the IQMS came with serious challenges but that the leadership managed to influence the union and most teachers positively towards the implementation of the IQMS, even though some teachers remained resentful and suspicious about the intentions of this policy. The leadership showed that it had the capacity to rise above many of these challenges by being proactive and authoritative. For example, in the face of the unions' objections to the IQMS and classroom observation, the school leadership strategically included union representatives in their main IQMS meetings. This proved to be a winning strategy as it minimised the unions' ability to challenge the implementation.

With teachers, however, it was not an easy task because many remained suspicious of the district's intentions. They complied with the IQMS procedures and processes because it was mandatory to follow the regulations but they also decided to manipulate their IQMS scores, thereby conveying a message that there was nothing the leadership could do to stop

them in their quest for an IQMS bonus. It is interesting to note, however, that most teachers perceived that the IQMS process improved their focus on teaching better.

The third research question relates to the way in which leadership addresses the IQMS implementation challenges. The analysis indicates that the leadership was able to hear and deal with the staff's occasional discontent or resistance generated by the IQMS and managed to develop strategies which minimised such problems. For example, they decided to bring all stakeholders (teachers, parents and unions) into the implementation planning to make them feel part of the exercise. The analysis suggests therefore that the leadership managed to turn around the implementation challenges through positive and proactive strategies which influenced some (although not all) of the perceptions and attitudes of staff towards the IQMS. That they eventually shared responsibility for the IQMS revealed a sense of maturity and motivation which benefited policy implementation.

These findings confirm the arguments of Seashore *et al*. (2005) on the policy role of school leaders since they are in a position to influence the conditions under which policy interpretation and implementation are carried out. Spillane *et al*. (2002) argues that the role of school leadership in mediating policies depends on its broader understanding of the policy and how it fits within the organization's vision. The way the leadership makes sense of the policies and interprets them to the rest of the staff will reflect what it manages to establish in terms of the school culture.

The fourth question deals with the experiences of the principal, SDT, DSG and educators with the IQMS implementation. The analysis shows that one principal felt that some positive changes came with the IQMS and its impact on the school. The leadership used some form of devolution of power which meant that more people came to the fore with leadership skills, knowledge and strategies. Some DSGs emphasised that the record-keeping and filing skills of the teachers have improved as a direct result of the IQMS and that all documents are filed under different headings as each activity, regardless of how small it was, had to be documented and filed. The principal also said that experienced teachers stand to benefit from teacher evaluation because it offers them an opportunity to enhance and refresh their teaching methods and their teaching practice, especially if the DSGs offer them continuous support on current teaching methods. Some teachers also mentioned that to a certain degree IQMS led to improved performance.

6.2 RECOMMENDATIONS

The discussion indicates that the IQMS content and instrument used needs to be seriously reviewed. The complexity of one single IQMS evaluation instrument for three fundamentally different processes, that is Developmental Appraisal, Performance Measurement and Whole School Evaluation, has definitely created tensions in schools as each of these programmes has a distinct purpose and their integration in the IQMS has the potential to enhance the quality of education in South Africa. As Biputh and McKenna (2010) suggests, there is a need to separate performance evaluation from developmental appraisal and alternate these annually, using different people and structures for each so that the issues of accountability are addressed separately and professional opportunities are created for genuine engagement with developmental issues.

In the future, the IQMS appraisal system should delink its components: Development Appraisal System and Performance Measurement. Whole School Evaluation should also be separate as well as given adequate advocacy from the Head Office to the districts and ultimately to the schools. Above all, the department should ensure continuous quality training and support for teachers. The DSGs need robust and effective training on issues of conformity of approach to evaluation and appraisal (Class Act, 2007).

Finally, it must be noted that one single standardised evaluation instrument for summative evaluation for all teachers cannot address the diverse developmental needs of teachers. Therefore, the developmental component of the appraisal system should be customised for different types of teachers, given their different needs and different career paths. It should accommodate novices, experienced teachers and specialist teachers as well as those in leadership positions in different fields and those gearing up for formal school leadership positions.

REFERENCES

Adelman, C., Jenkins, D. & Kemmis, S. (1980). Rethinking Case study: Notes from the second Cambridge Conference. In Simmonds, H. (ed), *Towards a Science of the Singular*, University of East Anglia, Centre of Applied Research in Education.

Barrett, S. & Fudge, C. (eds) (1981). *Policy and Action: Essays on the Implementation of Public Policy*. London: Methuen.

Bartlett, S. (2000). The Development of Teacher Appraisal: A recent History. *British Journal of Education Studies,* Vol. 48 No. 1, pp.24-37.

Barrett, S. (2004). Implementation Studies: Time for Revival. Personal reflection on 20 years of implementation studies. *Public Administration*, Vol. 82, No. 2, pp.249-262.

Biputh , B. & McKenna, S. (2010). Tensions in the quality assurance process in post-apartheid South African schools. *Compare* Vol. 40, No. 3, May 2010, pp.279-291.

Braun, V. & Clarke, V. (2006). Using thematic analysis in psychology. *Qualitative Research in Psychology*, Vol. 3, pp. 77-101. E.S.R.C. Economic and Social Research Council.

Class Act (2007*).* IQMS Implementation Review. A DoE commissioned report. Johannesburg: Class Act.

Cohen, L., Manion, L. & Morrison, K. (2007). *Research methods in education.* (6th ed.). London & New York: Routledge.

Cochran-Smith , M. & Lytle, G. (1990). Research on teaching and teacher research: The issues that divide. *Educational Research,* Vol. 19, No.2, pp. 2-11.

Darling-Hammond, L. (1989) Accountability for Professional Practice. *Teachers College Record*, Vol. 91, No. 1, pp. 59 – 80.

Dembele, M. (2003/5). Breaking the mold: Teacher development for pedagogical renewal. In A. M. Verspoor (ed.) *The Challenge of Learning: Improving the Quality of Basic Education in Sub-Saharan Africa*. pp. 167-194. Paris: ADEA.

De Clercq, F. (2008). Teacher quality, appraisal and development: The flaws of the IQMS. *Perspectives in Education*, Vol. 26, No.1, pp7-18.

De Clercq, F. (2010). Policy Mediation and Leadership: insights from best practices in South African school evaluation policies, *Southern African Review of Education*, Vol. 16 No. 2, pp 100-116.

De Clercq, F. (2011). Teacher Appraisal Reforms in post-1994 South Africa: Conflict, contestation and mediation. Unpublished doctoral thesis (PhD), School of Education, University of the Witwatersrand.

De Grauwe, A. (2001). *Supervision in four African countries: Challenges and reforms* Vol. I. Paris: IIEP/UNESCO.

DoE (Department of Education) (2001). The National Policy of Whole School Evaluation. Pretoria: Government Printer.

DoE (Department of Education) (2004). Integrated Quality Management Systems. Training Manual. Pretoria: Government Printer.

Elmore, R.F. (1993). On becoming a pragmatic researcher. *International Journal of Qualitative Studies in Education*. Vol. 8 (1), pp. 9-29.

ELRC (Education Labour Relations Council). (2003). Collective agreement 1, 3 (Protocol) and 8 (Integrated Quality Management System). Centurion: ELRC.

Fleisch, B. (2003). *Education district development in South Africa.* Johannesburg: JET.

Fullan, M. (1991). *New Meaning of Educational Change.* New York: Teachers College Press.

Gallie, M. (2007). The Implementation of the Development Appraisal in low functioning South African schools. Unpublished doctoral thesis (PhD). Pretoria: Faculty of Education, University of Pretoria.

Gardner, B. (2004). *The Application of Quantitative and Qualitative Methodologies*. Cardiff, United Kingdom: Cardiff Business School, Cardiff University.

Goldstein, J. (2009). Designing Transparent Teacher Evaluation: The Role of Oversight Panels for Professional Accountability. *Teachers College Record* Vol. 111, No. 4, April pp.893-933.Columbia University.

Grant, C. (2008). Teacher capacity and social justice in teacher education. In Cochran-Smith, M., Feiman Nemser, S., McIntyre J. & Demers, K. (eds) (2008). *Handbook of research on teacher education: Enduring questions in changing contexts* (3rd edition). Philadelphia: Taylor and Francis.

Guskey, R.T. (2002). Professional development and teacher change. *Teachers and Teaching: theory and practice*, Vol. 8, No. 3/4, pp. 381-341.

Hargreaves, A. (2002). Four Ages of Professionalism and Professional Learning. *Teachers and teaching: History and practice,* Vol. 6, No. 2, Institute for Research, University of Toronto, Canada.

Kelly, K.O., Ang, A.Y.S., Chong, L.W. & Hu, S.W.I (2007). *Teacher appraisal and its outcomes in Singapore primary schools.* Singapore: Nanyang Business School, Nanyang Technology. University of Singapore.

Maxwell, H. (1996). *Qualitative research design. An interactive approach.* California: Sage Publications.

McMillan, J. H. & Schumacher, S. (2006). *Research in Education:* Evidence-Based Inquiry. (7th ed.). New York: Harper Collins College Publishers.

Merriam, S. B. (2001). *Qualitative Research and Case Study Applications in Education*. San Francisco: Jossey-Bass.

Merriam, S. B. (2002). Introduction to Qualitative Research. In Merriam, S. B. (Ed.). *Qualitative Research in Practice: Examples for Discussion and Analysis.* San Francisco: Jossey-Bass.

Moulton, J. with Mundy, K., Welmond, M. & Williams J. (2001). *Paradigm lost: implementation of basic education reforms in sub-Sahara*. pp 61-76. Technical Paper 109. USAID.

Patton, M. (2001). Qualitative Methods and Approaches: What are they? New York: Wiley.

Schwille, J. & Dembele, M. (2007). *Global perspectives on teacher learning: Improving policy and practice.* UNESCO: Fundamentals of educational planning, No. 84.

Seashore, L., Stephen, A. & Kyle, W. (2008*).* How teachers perceive principal leadership. *Education Administration Quarterly*, Vol.46, No 4, pp. 458-495.

Senge, P. (2009). *Collecting and Analysing Qualitative Data for System Dynamics*. *A Comparison of Ethics.* London: Simon and Schuster Publishing.

Shank, D. (2006). Qualitative Research. *A Personal Skills Approach*, 2/E. Pittsburgh, PA: Duquesne University.

Simmons, H. (1996). The paradox of Case Study, *Cambridge Journal of Education*, Vol. 26, No. 2.

Smith, W.J. & Ngoma-Maema, W.Y. (2003). Education for all in South Africa: developing a national system for quality assurance, *Comparative Education.* Vol. 39 No. 3 pp 345 – 365.

Spillane, J., Reiser, B. & Reimer, T. (2002). Policy Implementation and Cognition: Reframing and refocusing implementation research. *Review of Educational Research* 72(3): pp. 387-431.

Taylor, S., Rizvi, F., Linguard, B. & Henry, M. (1997). *Education policy and the politics of change*. London: Routledge.

Williams, M. (2001). The status of generalisation in interpretative research*: An international guide to issues in practice*, pp.125-143. London: SAGE.

Yin, R.K. (1994). *Case Study Research, Design and Methods*. 2nd ed. Thousand Oaks, CA: Sage Publications.

APPENDICES

A: INTERVIEW SCHEDULE FOR SCHOOL STAFF

PROFILE OF INTERVIEWEE

1. What are your academic / professional qualifications?

2. How long have you been in this post (which post)?

3. How many years of teaching experience do you have?

4. How would you describe the culture of your school in terms of working relationship between senior management, teachers and learners?

5. How would you describe the working relationship between yourself and other teachers?

PROFESSIONAL DEVELOPMENT

6. What is your best and worst experience of Professional Development?

7. How effective is your experience of school-based Professional Development?

8. How effective is your experience of district organised Professional Development is?

9. How important do you think is teacher evaluation for staff development?

TEACHER ACCOUNTABILITY

10. Do you think teachers know how to identify genuinely their weaknesses or areas in need of development?

11. Do you think teacher evaluation can assist teachers to improve their teaching practice?

12. Do you think teacher evaluation makes teachers more accountable for what they do and produce?

VIEWS ON IQMS AND IMPLEMENTATION

13. What is the purpose and intentions behind the IQMS?

14. How well do you and other educators at your school understand IQMS?

15. Do you think the IQMS schedule address the important aspects of teachers' work?

16. How do educators at your school feel about the IQMS exercise?

17. Are there notable improvements in the school's professional development with the implementation of IQMS?

THE ROLE OF SDT AND DSG

18. What is your experience of the IQMS when you were evaluated?

19. Have you been part of a DSG or SDT and how was your experience?

20. How effective is the DSG in supporting their educators at school?

21. What does the DSG do to motivate the support group about its responsibilities?

22. How effective is the district in developing and supporting educators at your school?

23. How influential is your SDT or principal on matters concerning the implementation of IQMS?

THE ROLE OF LEADERSHIP IN THE IMPLEMENTATION PROCESS

24. Who in your school shows leadership and professional competences in IQMS matters?

25. How does the leadership motivate educators towards the IQMS process?

26. Does the school leadership or SDT offer effective assistance in facilitating the IQMS implementation process?

27. How does the school leadership deal with challenges emanating from the implementation of IQMS? Elaborate

28. What are the main strategies which the leadership uses in the IQMS implementation in your school?

29. Could the IQMS school leadership do more for an effective implementation of the IQMS

WITS SCHOOL OF EDUCATION

M Ed RESEARCH ON THE ROLE OF LEADERSHIP IN MEDIATING IQMS AT SCHOOL LEVEL.

SCHOOL QUESTIONNAIRES

Legend of Table

1 = NOT AT ALL; 2 = FAIRLY GOOD; 3 = GOOD; 4 = VERY STRONG

PROFILE	**1**	**2**	**3**	**4**
1. How collaborative is the culture of your school in terms of working relationship between senior management, teachers and learners				
2. How collaborative is the working relationship among teachers at your school?				
3. How would you rate the quality of your school management				
TEACHER DEVELOPMENT	**1**	**2**	**3**	**4**
4. Have you experienced good PD from senior school managers				
5. Have you experienced good PD from your district				
6. Do you think teacher evaluation help teachers to think of how to develop and improve further?				
TEACHER ACCOUNTABILITY				
7. Do you think teachers can identify genuinely their main weaknesses?				
8. Do you think teacher evaluation can assist teachers to improve their teaching practice?				
9. Do you think teacher evaluation makes teachers more accountable for what they do and produce?				
VIEWS ON IQMS AND IMPLEMENTATION	**1**	**2**	**3**	**4**
11. Do you agree with the rationale of IQMS?				
12. Do you feel you understand the IQMS intentions?				
13. How well do educators at your school understand IQMS?				
14. How willing/interested are all educators at your school towards the IQMS exercise?				
15. Does IQMS address the important aspects of teachers' work?				
16. How effective do you think are IQMS implementation structures and processes at your school?				
17. How do you rate the school management interest in a genuine IQMS implementation				
18. How active are you in the implementation structures and processes of the IQMS at your school?				
19. How effective has the IQMS implementation been at your school?				

20. How do you rate the genuine participation of educators in the implementation process of the IQMS?				
21. Are there strategies put in place to mediate IQMS in your school? Please explain.				
22. Do you think that there are professional benefits from IQMS in terms of teacher performance?				
23. Has the quality of teachers improved since the implementation of IQMS?				
THE ROLE OF SDT/DSG AND SUPPORT	**1**	**2**	**3**	**4**
24. How significant is the role of the SDT in the implementation of IQMS?				
25. How effective is the SDT in dealing with contextual factors emanating from the IQMS exercise?				
26. Do IQMS scores reflect the quality of educators?				
27. Do the PGP reflect the priority development needs of educators?				
28. How effective is the SDT in addressing the deficiencies of educators identified in the PGP and SIP?				
29. Do you think DSGs know how to identify genuinely educators' weaknesses?				
30. How often do DSGs offer professional support to educators?				
31. How well do DSGs address the question of mentorship?				
32. How successful are DSGs' professional support?				
33. Are DSGs adequately capacitated to address the challenges posed by IQMS?				
34. Do districts provide adequate support for professional development needs of educators?				
35. Do other outside organisations provide adequate support for professional development needs of educators?				
THE ROLE OF SCHOOL LEADERSHIP	**1**	**2**	**3**	**4**
36. Names those who exercise leadership in the IQMS implementation at your school?				
37. How inspirational or motivational is the leadership in facilitating the IQMS implementation?				
38. How are strategies or interventions put in place by school leadership in ensuring that IQMS achieves desired goals?				
39. How effective is such leadership at dealing with the challenges emanating from IQMS exercise in school?				
40. Could the IQMS school leadership do more to be effective in implementing the IQMS				

INFORMATION SHEET

INTRODUCTION LETTER TO SCHOOL PRINCIPALS

JUNE 2011

My name is Mrs. Mathapelo Morake and I am currently enrolled at Wits University as a master student. I am conducting a research study on **THE ROLE OF LEADERSHIP IN MEDIATING IQMS AT SCHOOL LEVEL** in two schools in Soweto.

I wish to request your permission to use your school to collect data on my proposed research study whose purpose is purely educational. It is a qualitative case study research and the data gathering instruments that will be employed are questionnaires, structured interviews of around 45 minutes duration and document analysis.

The participation is on voluntary basis; all the names of the individuals will be kept anonymous and in confidence. The names of the schools and the district participating will be withheld, participation is voluntary; the respondents will remain anonymous and can withdraw without fear of any consequences.

The participants will be selected purposefully for their involvement with the IQMS implementation at school level. They include for each school: the school principal, deputy principal, two HODs, one SDT member, two DSG members and three educators.

If you have any queries or questions you want to ask please don't hesitate to contact me at the following numbers.

NAME: MORAKE MATHAPELO

STUDENT NUMBER: 9509912F

Telephone Number 083 983 7561\078 207 6479

Email address is mathapelomorake @gmail.com

SUPERVISOR: DR FRANCINE de CLERCQ

WITS SCHOOL OF EDUCATION

Telephone Numbers: 011-717-3090

Ethics Number :2011ECE114C

REQUEST LETTER

11 JUNE 2011

Dear Sir/Madam,

A REQUEST LETTER TO PARTICIPATE IN THE RESEARCH STUDY

My name is Mrs.Mathapelo Morake (student number 9509912f) M Ed student in the Division of Educational Leadership and Policy Studies at the University of the Witwatersrand's School of Education. I wish to request your permission to interview you on my proposed research for my M Ed research. The topic of my research topic is: **The role of school leadership in mediating IQMS at school level.**

The key criterion used to select you as part of the participants is your knowledge and experience in issues concerning IQMS. The participation in this study is voluntary. Interviews will take about 45 minutes. Data collected from you will be treated anonymously and all information obtained during the course of this study will be kept strictly confidential; your name will not be mentioned in the research findings. All data will be stored in a safe place and will be destroyed between 3 and 5 years after the research has been completed. No audio tapes and recording will be used during the interview.

If you have any queries or questions you want to ask, please don't hesitate to contact me at the any of the following numbers: 083 9837 561 or 078 207 6479 or email me at mathapelomorake@gmail.com.

Thank you

Yours faithfully

Mrs.Mathapelo Morake

Ethics Number:2011ECE114C

PARTICIPANTS CONSENT FORM

PLEASE TICK AS APPROPRIATE

Research Topic: THE ROLE OF LEADERSHIP IN MEDIATING IQMS AT SCHOOL LEVEL.

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

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

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

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

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

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

Initials Signature

…… ……

RESEARCHER'S NAME: Mathapelo Morake

CONTACT NUMBERS: 083 9837 561/ 078 207 6479

UNIVERSITY OF THE WITWATERSRAND

SCHOOL OF EDUCATION

INTRODUCTION LETTER TO SCHOOL PRINCIPALS

JUNE 2011

My name is Mrs. Mathapelo Morake, currently enrolled at Wits University as a master student. I am conducting a research study on **THE ROLE OF LEADERSHIP IN MEDIATING IQMS AT SCHOOL LEVEL** in two schools in Soweto.

I wish to request your permission to use your school to collect data on my proposed research study whose purpose is purely educational. It is a qualitative case study research and the data gathering instruments that will be employed are questionnaires, structured interviews of around 45minutes duration and document analysis.

The participation is on voluntary basis; all the names of the individuals will be kept anonymous and in confidence. The names of the schools and the district participating will be withheld, participation is voluntary; the respondents will remain anonymous and can withdraw without fear of any consequences.

The participants will be selected purposefully for their involvement with the IQMS implementation at school level. They include for each school: the school principal, deputy principal, two HODs, one SDT member, two DSG members and three educators.

If you have any queries or questions you want to ask please don't hesitate to contact me at the following numbers.

NAME: MORAKE MATHAPELO

STUDENT NUMBER: 9509912F

Telephone Number 083 983 7561 or 078 207 6479

Email address: mathapelomorake@gmail.com

SUPERVISOR: DR FRANCINE de CLERCQ

WITS SCHOOL OF EDUCATION

Telephone Numbers: 011-717-3090

Ethics Number :2011ECE114C