AN EVALUATION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM AS AN APPRAISAL TOOL FOR TEACHERS IN ILEMBE DISTRICT, KWAZULU-NATAL

by

ROSE JABULILE MTHEMBU

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BY

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KWADLANGEZWA

Supervisor: Dr DW Mncube
Co-Supervisor: Prof MAN Duma
Submitted: March 2017

Signature: __________________
DECLARATION

I declare that this study titled “An evaluation of the Integrated Quality Management System as an appraisal tool for teachers in ILembe District, which is submitted to the University of Zululand for the Master’s Degree has not been submitted by me for a degree at any other university and is my own work and all the resources that have been used or quoted have been indicated and acknowledge by means of complete references.

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March 2017
DEDICATION

I would like to dedicate this study to:

- My daughter Peaceful Ntshangase for it shall serve as a source of inspiration to you. “I am so grateful for the opportunity to learn from you especially for telling me to refrain from spending more time on social networks but on my study.”

- My family (my brothers and sisters), they have been the source of inspiration through the completion of this research.

- My one and only parent, my mother Khonzephi “Mkheyzana” Mangema Mthembu, for being a loving and caring parent, your unfairly support always praying to ensure that I succeed throughout the study.

“THE LORD IS MY SHEPHERD I SHALL NOT WANT...”
ACKNOWLEDGEMENTS

Firstly, I would like to thank God, the Father and the Son and the Holy Spirit for granting me his grace to finish this study. If it wasn’t because of his mercy I wouldn’t be through such a magnitude. Thank you, Father God, for being a tower of my strength a pillar to my weaknesses a light when things were very dark...Amen”

I am exceptionally thankful to my supervisor Dr DW Mncube for all elements of supervision he has shown through his mentorship, tremendous insight, enlightening critical comments, encouragements and generosity throughout the study. Prof MAN Duma, thank you.

My sincere thanks are extended to my family especially my sister Mrs Sphiwe“Mamsomi”Mthembu and her husband Elias Mthembu, for her patience and endurance as I spent hours on this study is much acceptable. Thanks are also due to my one and only parent Mangema “Mkheyzana” Mthembu for every cent you paid for this study “Ma” it was tough but through your colossal support, I made it.

With dignity and respect, special regards for guidance, inspiration, motivation from my role models Dr Maria Siwela Mabusela, Ms Nomusa Chalufu, Mrs Beatrice Bachazile Nyandeni (My Manager), Ms Zodwa Dube, Mr Hlakaniphani Jamile and (Pa) PD Khanyile. Your expertise is much valued to me.

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ABSTRACT

This study focuses on the critical evaluation of how the Integrated Quality Management System as an appraisal tool is implemented in a few selected schools in the ILembe District. In recent times, the system of education in South Africa has required teachers who are highly skilled to impart knowledge of high quality to learners. The introduction of Integrated Quality Management System (IQMS) was meant to enhance the quality of teaching and learning by addressing the matter of developmental appraisal in order to enhance teachers’ professional development. This approach has been facing serious challenges and attracted unjustified criticism for quite some time. Since teachers’ performance has been under the spotlight as measured by learners’ results, it is important to evaluate their performance using a highly reliable instrument which can produce learners who can compete globally.

This research was conducted using both quantitative and qualitative methodologies that were based on a case study approach of 10 schools that were purposefully selected from rural, semi-rural, urban and semi-urban areas. Data from district officials, principals, deputy principals and Heads of Department were collected through interviews, and questionnaires were used to collect data from six teachers at each school. The findings indicate that most teachers are finding it difficult to implement the IQMS policy effectively. The major concern was that managers are reluctant to participate in the process, and do not comply with the requirement of the IQMS, namely the advocacy and training of teachers before they embark on the process of the IQMS. The researcher recommends the use of IQMS for effective teachers’ through professional development and keeping politics out of this process.
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CHAPTER 1

ORIENTATION TO THE STUDY

1.1 INTRODUCTION

The quality of education in South Africa has been severely compromised in recent years owing to a lack of effective quality control mechanisms for improving the existing publicised Integrated Management Quality System (IQMS). The IQMS was meant to address some of the labour-related issues identified by the Ministerial Task Team as influencing the quality of teaching and learning in South Africa (Department of Education [DoE], 2011). In an attempt to address some of the major challenges, research reveals that the IQMS as a development appraisal tool for teachers continues to pose major systemic challenges when implemented. Machingambi (2013) stated that various stakeholders in education feel that the Department of Basic Education has not adequately provided training for teachers about the rationale of the IQMS in the broader educational context that addresses issues of teacher appraisal. According to Makgato and Mji (2006), a few selected teachers were identified to undergo training. De Clercq (2008) asserts that in January 2005 before IQMS was introduced in schools, principals were trained for them to conduct advocacy programmes and to be able to facilitate the implementation of IQMS in schools.

According to the Educators Labour Relations Council (ELRC) (Resolution 8 of 2003), the Department of Education introduced IQMS in 2003. The ELRC entailed the integration of three programmes that is the Developmental Appraisal System, Performance Measurement (PM), and Whole School Evaluation (WSE) as appraisal mechanisms in order to assess the performance of teachers during its implementation. The plan was to come up with a development programme for teachers aimed at enhancing and monitoring the performance of teachers within the education system by identifying specific needs of teachers, schools and district offices for support and development. Since its introduction, teachers in Mandeni Circuit appear not to have understood the approach followed in the IQMS in assessing their performance during the IQMS’s implementation.

The evidence of poor learner performance in all spheres of education in South Africa has reached alarming proportions, and all indications point to the weakness of the IQMS (Mestry, 2009). The Diagnostic Report of the Annual National Assessment 2014 encompasses the evidence of learners’ skills and knowledge that were able and unable to be demonstrated by
nine provinces (Department of Basic Education [DBE], 2015). Specimens of typical errors made by learners were scanned and include possible knowledge “gaps” and common misunderstandings that need to be addressed in each grade and subject. In each content area, the panels suggested remediation strategies like appropriate interventions for remediation at school, developed improvement plans and proposed useful information that must be utilised to address identified weaknesses.

Makgato and Mji (2006) believe that factors contributing to poor performance include understaffing, inadequate teaching, lack of motivation and poor attitudes by both teachers and learners. Although some of the provinces have improved their matric results, the analysis still indicates a dramatic increase of poor results over the past few years since 2011 (Sefora, 2014). Mybroadband.co.za (2014) reported that academics and educational experts highlighted that the following issues should be considered when looking at South Africa matric results:

- The Annual National Assessments (ANA) results for 2014 show that the average performance in Grade 9 mathematics is 10.8%, only 3% of Grade 9 learners achieved 50% or more in mathematics.
- Many schools in South Africa still have poor infrastructure, poor sanitation, overcrowding and a lack of learning materials.
- About 5% of grade 6 pupils know more about mathematics than the bottom 20% of mathematics teachers in the same grade.

In fact, the quality of in-service teachers continues to deteriorate, and this is evident from both the ANA and matric results, which point to a systemic failure and a lack of professional development for teachers. Some notable challenges to a radical improvement in school education include, among others, outdated teaching practices, teachers’ lack of basic content knowledge, under-qualified or unqualified teachers, and overcrowded and ill-equipped classrooms (Makgato & Mji, 2006). There is, therefore, a need to undertake a rigorous investigation into the difficulties faced by teachers and other relevant stakeholders in identifying, diagnosing and addressing some of the glaring problems in the system.

Those who are earmarked to champion this developmental appraisal have been required to monitor other teachers during the IQMS process, and they have noticed that when the IQMS is used as a development tool, certain observable procedures seem to be punitive to teachers.
In this regard, there have been several serious confusions, failures and misunderstandings by district officials working with schools to treat the IQMS as an effective development tool. Most these teachers appear clueless about the rationale behind the IQMS process and its usefulness. This serious deficiency has motivated the researcher to undertake this study in the Mandeni Circuit in order to assess how schools understand the IQMS policy as a tool for the support and continuity of teachers’ development.

The evidence is glaring that teachers’ professional development programmes are weak, and this should be of vital concern to the Department of Basic Education. In essence, there are serious challenges that the Department of Education is faced with, where Ramnarain (2008) believes they are emanating from the notion of professional development as a counterbalance to the idea of accountability as a key driver of the IQMS. This study seeks to analyse the interplay between the notion of accountability and evidence-based evaluation on the one hand, and the need to enhance professional development while attempting to maintain professional autonomy on the other. It has become apparent that in order to improve the quality of education in South Africa, there is a need to evaluate performance in order to enhance teacher development and professionalism with a view to rewarding ‘good’ performance (Ramnarain, 2008).

1.2 MOTIVATION FOR THE STUDY

IQMS was established in 2003 (ELRC, 2003), and is an integration of the following performance and quality management programmes in education:

- developmental appraisal (DA);
- performance management (PM); and
- whole school evaluation (WSE).

Nkonki and Mammen (2012) explained that IQMS marked a shift in terminology from inspection to WSE. The Department of Education was compelled by the unions to review the so-called ‘school inspections’ which were found to be judgemental and contrary to effective quality education (Gardiner, 2003). There was neither consultation nor meaningful participation by school communities in school inspection (Sambumbu, 2010). There were no support and monitoring measures in place for anyone tress as a result of the inspections. When developing IQMS the Department of Education’s intention was to encourage teacher
appraisal which promoted and provided quality education in schools. It encapsulated the integration of three different systems in order to ensure fairness and accountability among employees (Maphutha, 2006).

Though the engagement of the unions with other stakeholders of the Department of Education, IQMS was ready to kick-start, the major problem was that of teachers not well-prepared and trained to cope with the implementation of the IQMS (De Clercq, 2008). Advocacy was seen as problematic since workshops were conducted only for principals of schools, but some were left out, which brought confusion and hindrance to the implementation of the policy (Dumakude, 2008). Inadequate understanding of the policy’s content resulted in teachers seeing their leaders not as worthy to enhance quality education in schools, but as punitive and autocratic. The objectives of the IQMS were not achieved, except in some schools with good leaders. The policy was questioned throughout the process since all the structures concerned were somehow not supportive (Sambumbu, 2010).

The researcher was therefore motivated to investigate the DA as a tool for evaluating teachers in schools, where the departure from the implementation of IQMS and its essence of teacher development was inefficient in her own school. As the Head of Department in the Senior Phase, it always brings controversy to the situation where teachers fail to achieve specified development competencies after systematic evaluation. This is a misdemeanour when it occurs in a field of professionals because it places a question-mark over the principles of the IQMS that some teachers claim to be obsolete. Encouraging teachers to treat the IQMS policy as a versatile tool with lesson plans, policy documents and all other teaching and learning programmes used in my school to promote quality education was enhanced. However, the teachers were frank that IQMS was meant to establish punitive measures to be implemented by the School Management Team. The basic principles stipulated in the IQMS policy, are intended to serve the purpose of development appraisal where individual teachers are appraised in a transparent manner with a view of determining areas of strengths and weaknesses, through their reluctance to participate or adapt, this becomes null and void. As a senior educator, it is somehow very difficult to identify meaningful support that will fulfil teachers’ needs when the systematic evaluation reflects scores that have as their basis both negligence and inconsistency.

The motive behind this investigation was also to cross-examine feedback given by the district officials to schools since they have failed to offer strategic support to my school. This
demonstrated a coexisting communication failure between district officials and schools, which have enabled teachers to use this huge gap as a hindrance to the effective implementation of IQMS. The Staff Development Team (SDT) as evinced in its responsibilities and in monitoring other teachers’ work in the school strategic plan is committed to a conception of teachers’ development through appraisal.

1.3 STATEMENT OF THE PROBLEM

The quality of education in most countries has been severely compromised in recent years owing to lack of effective quality control. In South Africa the integrated Quality Management System was introduce to address some labour-related issues identified by the Ministerial Task Team as influencing the quality of teaching and learning. The problem which of paramount concern is:

- What are the challenges which are facet by teachers in the implementation of the IQMS?

In dealing with the above mentioned problem, it is important to subdivide the problem into the following:

- The role of teachers in implementation of the IQMS.
- Strategies to be employed to ensure that IQMS is implemented effectively and efficiently.
- what mechanisms to use in dealing with the appraisees behavior?
- What do we do when IQMS fails?

In view of such obvious difficulty, in the extent to which teachers are prepared to implement the IQMS in schools. This study attempted to find answers to the following research questions.

1.4 MAIN RESEARCH QUESTION

What are the challenges experienced by teachers in the implementation of the Integrated Quality Management System in schools?

1.5 RESEARCH QUESTIONS

1. Do teachers generally find the use of IQMS as a developmental appraisal tool effective?

2. Is there a relationship that exists between district officials and schools in the development of teachers aligned with IQMS policy?
3. What are the teachers’ views concerning the IQMS objectives of promoting accountability in terms of self-assessment?

4. What are teachers’ experiences with regard to the implementation of the IQMS?

1.6 AIM OF THE STUDY

The main aim of this research was to investigate whether Integrated Quality Management System is an effective developmental appraisal tool for teachers at Mandeni Circuit schools.

1.7 OBJECTIVES OF THE STUDY

The objectives of the study are:

1. To determine whether teachers have found the use of the IQMS as a tool effective.
2. To explore whether an effective relationship exist between circuits and schools in the development of teachers in schools aligned with IQMS policy.
3. To determine whether the IQMS promotes accountability in terms of self-assessment.
4. To explore the teachers’ experiences with regard to the implementation of the IQMS.

1.8 SIGNIFICANCE AND THE VALUE OF THE STUDY

This research study could be a useful reference for future researchers. The study sheds some light on teachers’ appraisal conducted in schools, circuits and in the province, to help to channel teacher appraisal efforts into those areas of most importance, and to address areas of concern in the implementation of the IQMS in Mandeni Schools. The outcomes obtained from this study will are important to the success of DA in schools.

The value of the study is to highlight issues and strengthen teachers’ understanding of educator appraisal in such a way as to resonate in other parts of South Africa. In the researcher’s capacity as a Head of Department, and as a member of the SDT of the school, her responsibility includes facilitating the implementation of the IQMS as well as appraising teachers. This study intends to offer useful insights as to how teachers construct the IQMS. This will, in the long term, highlight significant inconsistencies in the discourses used by teachers and the Department of Education to construct it.
1.9 CONTRIBUTION TO THE BODY OF KNOWLEDGE

If the present study is not pursued, flaws in the implementation of the IQMS may increase, and the education system that strives to close the gaps found in the post-1994 education of many schools may be severely affected. The results of this study will add value to strategies for combating the danger schools are faced with, namely the lack of competent teachers. It will also add to the body of knowledge in this area. The information will be disseminated in the forms of a dissertation, journal articles and conference presentations.

1.10 OPERATIONAL DEFINITION OF TERMS

1.10.1 Performance standards: These are applicable performance standards as reflected in the IQMS instrument.

1.10.2 Key activities/outputs: These are activities to be agreed to in terms of applicable job descriptions.

1.10.3 Targets: These are targets to be set for improvement within the appraisal cycle or period within which the targets and outputs are to be achieved.

1.10.4 Performance indicators: These are measures of success to be observed for achieving specific targets and outputs.

1.10.5 Contextual factors: These are unique/specific circumstances to be taken into account that have the potential to influence the employee’s ability to achieve outputs and targets.

1.10.6 Development appraisal is the process by which an employer and its subordinates meet to discuss the work performance of the employee (Fidler, 1988). The process concentrates on improving individual performance in a formative and supportive way so as to facilitate further professional and personal development and growth (DoE, 1999).

1.11 OUTLINE OF CHAPTERS

Chapter 1

This chapter gives a brief orientation to the study. It provides the details and procedures that will be followed in conducting the research, and is aimed at informing the researcher about the problem to be researched. It also provides a global picture of the study, comprising the introduction, the motivation of the study, a problem statement, the study’s aims and objectives, the research questions, and the organisation of the study.
Chapter 2

This chapter provides a literature review which covers the theoretical background of the study.

Chapter 3

Chapter 3 details the research design and methodology of the study. It includes the procedure for collection of data, the selection of the subjects, and a plan for organising and analyzing the data.

Chapter 4

A detailed analysis and interpretation of data will is given in this chapter

Chapter 5

This chapter presents the main findings of the study.

Chapter 6

In this chapter, a summary, conclusions and recommendations of the study are given, and suggestions made for future research.

1.12 CHAPTER SUMMARY

The first chapter sets the orientation for the study and its significance. The problem statement was formulated from the experiences of the participants in the literature review, when implementing the IQMS in schools. The conceptual framework underpinning this study was discussed. The questions were also formulated to sketch out critical issues that ruin appraisal as a development tool for teachers. The chapter also laid a foundation since the focus was intensified in integrating the three components namely the Developmental Appraisal, Whole School Evaluation as well as the Performance Appraisal by the Department of Education.
CHAPTER 2
THE INTEGRATED QUALITY MANAGEMENT SYSTEM PROCESS AND ITS IMPLEMENTATION

2.1 INTRODUCTION

In this chapter, a literature review is presented. The literature review sheds some light on the problem being investigated. Saunders (2003) perceives a literature review as having two major objectives: to establish important links between existing knowledge and the research problem being investigated, which enhances significance; and to provide helpful information about methodology that can be incorporated into a new study. The literature to be reviewed discusses the conceptual and theoretical frameworks that shed light on the problem being investigated, and will be of assistance in developing a framework that will give clarity to the IQMS as a DA tool for teachers in schools, particularly in the Mandeni Circuit.

2.2 ACCOUNTABILITY SYSTEMS

Mosoge (2014) reveals that in the recent past interest has increased in improving the quality of education both nationally and internationally. Many countries are introducing accountability systems that seek to prepare teachers to be more accountable to the public for the teaching and learning that take place in schools. Bisschoff (2009) reveals that education systems all over the world have certain organisational goals that they set and wish to achieve. It is argued that for any improvement in learner performance teachers must work harder and smarter at all times. A performance system is regarded as part of the process to achieve this organisational goal. Teachers are usually measured by the quality of results learners achieve. Nkonki and Mammen (2012) believe that the quest for quality education in both public and private schools gave the impetus for the development of the IQMS.

All South African schools are controlled by certain policies and guidelines under the South African Schools Act [SASA] (No. 84 of 1996) (Republic of South Africa, 1996) to assist in the drawing up of strategies to ensure quality teaching and learning. Sebola (2013) claims that the quality of South African education during apartheid was ensured through the school inspectorate, which later came to be viewed as being more punitive in approach than developmentally oriented. Post-apartheid South Africa requires in its operation measures of promoting efficiency and effectiveness in education while counteracting quality problems faced by the education system.
2.3 THE INTEGRATION OF APPRAISAL ACTIVITIES INTO ONE INSTRUMENT

The IQMS consists of three programmes: the Developmental Appraisal System (DAS), Performance Measurement System (PMS), and the Whole School Evaluation System (WSE) (DoE, 2000). Mtapuri (2014) argues that the teacher performance management trajectory in South Africa seems to have move through several phases since the 1994 democratic elections. The Department of Education started with a DAS as a mechanism to address performance, and then moved towards a Whole School Development System. The (WSE), which was further developed into a (PM), culminated in the IQMS and is used in South African schools. The DAS’s main aims were to appraise individual teachers in a transparent manner whereby a teacher evaluated him/herself and discussed the outcomes with the Development Support Group (DSG) at the school. The WSE evaluated the overall effectiveness of a school, and PM evaluated individual teachers for salary progression, grade, appointment affirmation, rewards and incentives (ELRC, 2003).

These policies (DAS, WSE and PM) were faced with implementation challenges in the respective provinces owing to the manner in which they were advocated to school-based teachers (De Clercq, 2008). These tools were a way of stepping back and reflecting collectively on the enacted policies. For quality to exist in the system, various structures needed to be in place as a way of ensuring continuous improvement. Again, for IQMS to be successfully implemented there are structures that should be introduced in schools, like the school development teams (SDTs) and DSGs (ELRC, 2003).

2.4 A THEORETICAL FRAMEWORK FOR THE STUDY

Theories are formulated to explain, predict, and understand phenomena and in many cases, to challenge and extend existing knowledge within the limits of critical bounding assumptions. The theoretical framework is the structure that can hold or support a theory of a research study, which introduces and describes the theory that explains why the research problem under study exists (Abend, 2013). Shadish, Cook, & Leviton’s definition “No single understanding of the term is widely accepted, theory connotes a body of knowledge that organizes, categorizes, describes, predicts, explains, and otherwise aids in understanding and controlling a topic emphasis added. The importance of educational management system as well as theories propounded by various educational system planning theorists will be dealt with. These theories will be discussed in detail because this work is based on educational management system with particular reference to teacher evaluation and development.
Thembela (1978:37) asserts that "research on the development and planning of educational systems has therefore taken a somewhat different course in South Africa where an interesting educational system theory has developed and is being expanded. This theory is scientifically well-founded and sufficiently comprehensive to serve as a basis for educational system planning."

2.4.1.1 Evaluation Theory

Shadid (1994) defines evaluation theory as a way of consolidating lesson learned, that is of synthesizing prior experience. Fullan (2001) sees evaluation theory, as a theory which serves several purposes, perhaps it functions mostly importantly as a guide to practice. Learning the latest methodological advance – whether it’s some new statistical adjustment for selection bias or the most recent technique to facilitate stakeholders dialogue without knowing the relevant theory is a bit like learning what to do without knowing why or when. Weiss’ work can help evaluators develop more sophisticated and nuanced understanding of the way organisations make decisions and may be influenced by evaluating findings. Maudas G, Scriven M, & Stufflebeam D, (1983) had this function of evaluation theory in mind when they said evaluators who are unknowledgeable about theory are doomed to repeat past mistakes and equally debilitating, will fail to sustain and build on past successes. Second, comparing evaluation theories is a useful way of identifying and better understanding the key areas of debate within the field as IQMS also emphasises the understanding of ones strengths and weaknesses.

Evaluation theory, as Will Shadid said in his presidential address to the American Evaluation Association, is “who we are.” But people come to evaluation through quite varied pathways, many of which don’t involve explicit training in evaluation. Evaluation theory is that theory should be an important part of our identities as evaluators, both individually and collectively. Despite the positive consequences of the various ways that people enter the field, this diversity also reinforces the importance of studying evaluation theories. Theory helps us figure out where an evaluation should be going and why –and not trivially, what is to be an evaluator. More knowledge about evaluation theory can, especially at first, actually make methods choices harder. Why? Because many evaluation theories take quite different stances about what kind of uses evaluation should focus on, and about how evaluation should be done to achieve those uses.

Campell (1957) as an evaluation theorist highlights the following:
• The possibility of major choice points in the road, such as decisions about whether or not to implement some new programs
• The way decisions about such things often depend largely on the program’s potential effects (does universal pre-k lead to better school readiness and other desirable objectives)
• The benefits of either randomized experiments or the best-available quasi-experimental data for assessing program effects

In contrast, Wholey (2007) as an evaluation theorist focuses on a very different way that evaluation theory can contribute through developing performance-measurement systems that program administrators can use to improve their ongoing decision-making. These performance measurement systems can help managers to identify problem areas and provide them with good-enough feedback about the apparent consequences of decisions. Developmental evaluation in an evaluation approach that can assist the development of social change initiatives in complex or uncertain environments facilitates real-time (or close to real-time) feedback to program staff, facilitating a continuous development loop. Why developmental evaluation? So that:

• Evaluators and evaluation plans must adjust to the ongoing, but unpredictable dynamic behavior.
• The changing patterns within the system must be captured and described, without depending on natural end points of behavior or periodic timed samples
• Evaluators must preserve and learn from the “noise” in the system
• Looks for the differences that make a difference!

Although meaningful distinctions could perhaps be made, in treating evaluation theory as equivalent to evaluation model and to the way the term evaluation is sometimes used (Shadid, 1994).

2.4.1.2 Appraisal Theory

Schere, Klaus R, Dagleish, Tim (Ed), Power, Mick J. (Ed). (1999) on the notion that, a central tenet of the appraisal theory is the claim that emotions are elicited and differentiated on the basis of a person’s subjective evaluation of the personal significance of a situation, object, or event. Authors like Weiner, 1986 have suggested that the nature of an emotional reaction can best be predicted on the basis of the individual’s subjective appraisal of an antecedent event. Appraisal theory currently does not have any rivals. This is not surprising given that present day appraisal theories can be considered the culminating formalisation of 2
centuries of philosophical notions that have always insisted on significance evaluation as the core process of emotional reaction. Lazuras define appraisal theory as a cognitive theory which is also known as Lazarus theory, after the originator which is an approach that understands emotions. Other theories view emotion as more reactive, without the opportunity to think. However such reactive emotion is not necessarily how we feel in all situation.

Scherer, R.K., Shorr, A and Johnstone, T. (2001). view Appraisal theory where things happen, then being appraised and assessed against various criteria. The emotions are the felt based on the appraisal that has took place. Appraisal theory is an ongoing approach where in real-time, appraising and feelings happens as one goes. It further requires individuals to think deeper about what has happened and what may happen. However, when one thinks of the past or future one hence may feel good or bad about it. A structural model of appraisal describes the relationship between perception, appraisal and mediation. The aforementioned model is explained as follows:

- **Perception** – the environment the person’s perception of this,
- **Appraisal** - the persons appraisal processes that evaluate the perceived environment in terms of values on a set of measures called appraisal dimensions,
- **Mediation** – the processes that relate appraisal values to the person’s emotions.

The process model of appraisal describes the detail of cognitive operations, mechanism and dynamics by which the appraisal happens. In other words, the structural model is the static map and the process model is the dynamic operation. The understanding of this theory would help all the structures involved in the implementation of the IQMS where one feel something rather than just reacting quickly first, reflect on how appraisal happened and what led to the feeling so that changes not just changes but good adjustments can be put in place. Lazarus claim “if you change the appraisal you can change how you feel.”

### 2.4.1.3 Administrative Theory

According to Van der Westhuizen (2010), explication of an administrator's underlying educational theory can have numerous positive effects. It can provide a framework which enables the administrator to integrate the various elements of personal theory, and, as a result, to construct and articulate a more solid basis for activity. Delineation of this theoretical position can help the administrator compare and contrast competing theories and enrich the current position with insights from other theoretical perspectives. Greater explication can
enlarge the efficacy of the theory as a guide to action both by increasing consistency and by creating a greater sense of direction and purpose in the principal and the school. Educational theories are midpoints. Swanepoel (2008) stated that neither the practical and detailed prescription of what should happen in schools and classrooms nor a philosophical investigation strictly speaking has to be innovative. Rather, an educational theory is born out of the answers given to philosophical questions like:

- What is the purpose of human existence? How does learning take place?
- What is the role of school in society? Once evolved, an educational theory gives direction to the practical decisions on how schooling takes place—personnel, methods, content, and processes
- Are all of the elements, which are combined, in varying proportions to produce this rather than that educational environment?
- Is an educational theory leans back to philosophy for its direction and forward into everyday practice to give direction? (Williams 2001).

Each of these educational theories has direct implications for school administration and can be seen as the guiding principle or underlying assumption of the leadership style of a principal (Owens, 1991). Orientation toward one or the other theory would have significant impact on the various aspects of school operation that are regularly controlled by principals. For purposes of illustration, five elements of school operation will be compared: school climate, selection of staff, supervision of teachers, evaluation processes, and decision-making. Each of these educational theories has direct implications for school administration and can be seen as the guiding principle or underlying assumption of the leadership style of a principal. Steyn (2002) sees orientation toward one or the other theory would have significant impact on the various aspects of school operation that are regularly controlled by principals. For purposes of illustration, five elements of school operation will be compared: school climate, selection of staff, supervision of teachers, evaluation processes, and decision-making (Owens, 1991).

Thembela (1978) sees a school administered by a principal with an individual fulfilment orientation would have an organizational climate characterized by informality, freedom of movement, creativity, and open expression of feelings and ideas. A visitor would be struck by these characteristics—both as qualities of the rapport between faculty and students and also as characteristics of the relationship between teachers and administrators. School architecture
and furniture would be flexible rather than rigid. School processes, student rules, and teacher procedures would likewise promote freedom and responsibility rather than restraint and conformity. The teachers in an individual fulfilment school would be encouraged to develop their own unique styles of teaching (Meyer, 1998). Diversity of approaches, suited to the talents of the individual teacher and the needs of students, would be encouraged by the principal. Teachers would probably have been selected by the principal on the basis of their originality and creativity and their ability to establish positive rapport with their students. The supervisory process would aim at helping each teacher to develop in his or her own way. There would be no uniform prescription for all teachers. The process of supervision would be characterized by the setting of mutually acceptable goals between principal and teacher; the principal would take the role of an experienced partner trying to help the teacher develop a personal teaching style (Middlehurst, R. & Gordons, G., 1995).

Owens (1991) revealed that the hierarchical distance between teacher and principal would be minimal as the authoritative relationship gave way to the helping relationship. Evaluation of teachers would focus similarly on mutually set goals. Emphasis would be on teacher self-evaluation and the principal and teacher would share reflections on the self-evaluation. A uniform standard of evaluation would be avoided. In an environment of acceptance and with the help of an empathetic principal, the teacher would be assisted in reaching conclusions on how improvement might take place. There would be an assumption that self-discovery rather than advice-giving is the route to improvement in teaching performance. Decision-making in an individual fulfilment school would emphasize sharing both authority for decisions and responsibility for their implementation. Involvement of all concerned would be sought and consensus would be seen as the mode for an ideal decision. Status and role distinctions would be de-emphasized and all members of the school community would have appropriate voice in decisions that concerned them.

2.4.1.4 Organisational Theory

Organisation theory emanates from work seeking to explain how industrial and commercial bodies operate. A major contributor and founder of this body of literature was Max Weber, who developed and refined bureaucratic theory. Many of the key concepts within 21st century theory, including authority, hierarchy and accountability, originate from his observations of 19th century businesses and government agencies. That bureaucracy has remained a powerful way to describe and understand organisations is a tribute to the quality
of his thinking. The other organisational theories, which developed in the 20th and 21st century, are often deployed against bureaucracy but they have failed to displace it. Organisation theory also underpins management theory, as Hoyle (1986) explains that organisation theory is theory-for-understanding. We can thus make a broad distinction between organisation theory and management theory, which is practical theory and hence has a narrower focus. However, the distinction cannot be pressed too hard since management theory is grounded in, and the research, which it generates, contributes to, organisation theory.

Hoyle (1986) adds that organisation theory enhances understanding of leadership and management in schools. The labels used to define this field in the UK have changed from ‘educational administration’ to ‘educational management’ and, more recently, to ‘educational leadership’ (Gunter, 2004). These changes were reflected in the title of the UK’s professional association, now called the British Educational Leadership, Management and Administration Society (BELMAS), and the Society’s international journal, Educational Management, Administration and Leadership (EMAL). In England, this shift is also exemplified by the opening of the National College for School Leadership in 2000, described as a paradigm shift by Bolam (2004). Bush (2008) asks whether these are just semantic shifts or whether they represent a more fundamental change in the conceptualization of principalship? This leads to questions about the components of organisation theory and how they link to administration, management and leadership in education. Organisation theory is contested terrain. This was evident most strongly in the work of Greenfield (1973) and Hodgkinson (1978) but can be observed less starkly in the different views expressed by theorists. Organisation theory is pluralist, with many ideas competing for attention, emanating from contrasting beliefs about the nature of organisation (Bolman & Deal, 1991). This leads to the first characteristic, that theories are predominantly normative rather than descriptive (Bush, 2011). A normative approach means that theorists are advocating how organisations ought to be led and managed, rather than explaining how they work (Simkins, 1999). A further complication is that the author’s stance is not always overtly normative, leading to confusion between ‘is’ and ‘ought to be.’ A second, and related, characteristic is that theory tends to be selective. “The espousal of one theoretical model leads to the neglect of other approaches” (Bush, 2011, p. 29). In shining the light on one aspect of organisations, other dimensions are left in the shade. The search for an over-arching theory (Ellstrom, 1983) has largely failed.
2.4.2 Conceptual Framework

This section will look into detailed the key concepts underlying the whole study one by one, these concepts are Evaluation, Performance Appraisal, Teacher Professional Development.

2.4.2.1 Evaluation

Harvey (2004) define an evaluation as an appraisal of something to determine its worth or fitness. For example, before you start an exercise program, get a medical evaluation, to make sure you are able to handle the activity. Evaluation has a wider meaning. It goes beyond measurement. When from useful information including measurement, we make a judgement that is evaluation. Evaluation is a concept that has emerged as a prominent process of assessing, testing and measuring. Its main objective is to improve quality (Szanto, 2003). Evaluation implies a critical assessment of educative process and its outcome in the light of the objectives. The following are the objectives of evaluation by explained Szanto (2003)

- Evaluation is the process of determining the extent to which the objectives are achieved,
- It is concerned not only with the appraisal of achievement, but also with its improvement,
- Evaluation is a continuous and a dynamic process, evaluation helps forming decisions of instructional, curricular, selection, placement, classification and personal.

Among the above decisions, we shall learn how evaluation assists a teacher in taking instructional like: to what extent learners are ready for learning experience. Evaluation is an integral part of teaching and learning process (Harvey, 2004).

2.4.2.2 Performance Appraisal,

Gani (1995), defines performance appraisal as a systematic evaluation of present and potential capabilities of personnel and employees by their supervisors, superiors or a professional from outside. It is a process of estimating or judging the value, excellent qualities or status of a person. Rudrabasavaraj (2014) concurs that it is a process of analysing and evaluating data relative to job behaviour and results of individuals. Management decisions on performance utilize several integrated inputs: goals and plans, job evaluation, performance evaluation and individual history. Gani (2005) believes that performance appraisal system is used formally to satisfy some formal organisational or legal requirement.
Therefore the performance appraisal has become crucial to the effective management of an organisation’s human resource.

2.4.2.3 Teacher professional Development

Teacher professional development refers to the means, activities and processes by means of which teachers enhance their professional knowledge, skills and attitudes, so that they might in turn, improve the learning of their students (Guskey, 2000a). Also in some cases, professional development involves teacher learning and how to redesign educational structures and cultures in this educational reform era (Guskey, 2000a). Du Plessis et al. argues that teacher professional development is not an event, but rather a continuous and career-long process. De Cenzo and Robins (1996:238) maintain that development focuses on the future and has a long-term effect.

2.4.3 Development versus Evaluation

According to Dumakude (2008), researchers locally and internationally have presented both convergent and divergent conceptual frameworks for examining the design and implementation of teacher evaluation processes in school organisations. Because of increased pressure for accountability, teacher performance evaluation has been a topic of practical and theoretical discourse (Ovando & Ramirez, 2007). After the examination of two competing concepts, namely development and evaluation linked to the purpose of appraisal, it is evident that efforts have fallen short in some fundamental ways of combining them into a coherent whole. Guskey (2000b), defines evaluation as the systematic investigation of merit or worth. Mercer (2010) is less concerned that development and evaluation can and should be maintained in practice, where, in some cases, the two functions are combined into a single appraisal cycle. Murphy and Cleveland 1991) shed light on the problem by presenting reasons for conducting appraisals in organisations, and these include documentation, within-person decisions (feedback on strengths and weaknesses) and between-person decisions (who to promote).

Murphy, Kevin, Cleveland, Jeanette, (1999) contend that school leaders should follow recent changes in the procedure of teacher appraisal regulations, because a good teacher has a large impact onto learners learning outcomes. Murphy et al (1999) further explain that in the United Kingdom (UK) and United States of America (US)stated that if people suggest any broad-based assumptions such as improving individuals improves organizational
performance, include those related to organizational evaluation. Hughes (2006) states that more than any other initiative, the implementation of appraisal has called for sensitive management at school level and the collaboration between development and evaluation has been instrumental in bringing about the aims of appraisal. Alghanambousi, Ghani and Elham (2013) concur that performance appraisal assists in pinpointing individuals who need remedial training to do their jobs correctly, and it identifies the high achievers who have potential to go into management. Conversely, Barnet (1992) believes that employees combine thoughts, reflection, action, application of experience at the expense of the performance expectations.

According to Ovando and Ramirez, (2007), numerous teacher appraisal programs now require teachers to complete teacher assessment to determine their readiness for the classroom. Dargham (2009), posits that organisation leaders should manage performance in a way to increase employee satisfaction with the performance appraisal system because the efforts of the employees can determine the success and survival of an organisation. Ovando and Ramirez (2007) concur with the last statement where school leaders are requested to promote the use of teacher performance evaluation systems that:

- Encourage collaborative group engagement,
- Enhance opportunities to improve student learning,
- Define and discuss processes for improving student achievement,
- Support positive organisational change,
- Create greater program coherence, and
- Build strong professional relationships that strengthen leadership density and strengthen individual and collective efficacy beliefs.

Although the current study’s focus is on the teacher appraisal in schools, it is essential to also explore the guidelines used by the universities in policy formulation regarding performance measurement. Simmons (2002) revealed that past approaches to Performance Management of higher education in South Africa were given limited emphasis by the Government and its contribution to enhance institutional performance and quality has been neglected. Dhlamini (2009), laments that in the previous apartheid system, teachers and lectures were the sole decision-makers in the classroom and would dictate the entire implementation of teaching
and learning. He further states that the challenge with respect to staff development is to train Further Education and Training (FET) lecturers who will be able to implement an IQMS that will enhance the creation of a new institutional and work ethos, characterised by cooperation, multi-skilling, teamwork, flexibility, quality and service orientation.

2.4.4 IQMS versus Total Quality Management

Various terms are used to describe the quality management concept, such as Total Quality Management (TQM) and Quality Management System (QMS). Kachar, (2006) defines the concept of TQM as follows:

- Total-is a total process where everyone, every function and every level in the organisation is involved in the process: school leadership, school operations, the classroom, the curriculum. The quest for quality is everybody’s concern and can come from any parties in the environment: customers, partners, suppliers, stakeholders, non-stakeholders.

- Quality- in education this means that, as far as teacher evaluation is concerned, a panel of experts on teaching might develop evaluation instruments that seek to itemise the characteristics of effective teachers. Middlehurst and Gordon, (2005) state that in Britain inspectors were selected on their ability to undertake a careful observation of teaching and schooling so they could discern whether appropriate standards of teaching and education were being met. They relied largely on their expert judgments.

- Management-quality will not be achieved by accident or by management dictate: it requires a cultural change that will transform management behaviour and attitudes in general vis-à-vis quality.

TQM is a management approach that originated in the 1950 and has steadily become more popular since the early 1980’s (Van der Westhuizen, 2010). TQM is a method by which management and employees can become involved in the continuous improvement of the production of goods and services. TQM is a management philosophy that seek to integrate functions i.e. marketing, finance, design, engineering, and production of customer services to focus on meeting customers’ needs and organisational objectives (Murgatroyd & Morgan, 1993). According to ELRC (2003), the IQMS is a tool for appraising institution-based teachers at schools, where three programmes namely DA, PM and WSE were integrated for development of teachers through evaluation and the overall institutional effectiveness of the school. The above explanations indicate the contemporary relationship between the TQM and
the IQMS. Hence, the word “integrated”, connoting the combination of separate systems into one single instrument.

Murphy and Cleveland, (1991) stated that with regard to performance appraisal, the process becomes downwardly biased in cases where managers have to face the worker, more care is somehow shown while evaluating, on the other hand, conflicts are likely to appear when the ratings are lower or rated accurately while on the other hand managers collecting evidence needed. Isaacs (2003) sees teacher evaluation and professional development as the extension of staff development opportunities that could broaden their repertories of instructional strategies. Guskey (2000a) states that some educators understand the importance of evaluation for event-driven professional development activities, such as workshops and seminars, but forget the wide range of less formal, ongoing, job-embedded professional development activities, such as study groups, action research, collaborative planning, curriculum development, structured observation, peer coaching, mentoring, and so on. Nevertheless, regardless of its form, professional development should be a purposeful endeavour because through effective evaluation these activities can determine whether the organisation objectives are being met.

2.5 THE RATIONALE BEHIND THE IQMS

This section seeks to explore to what extent teachers are committed to the implementation of the IQMS. The study conducted by Malema (2013) which focused on the implementation of the IQMS, reveals that teachers are still finding it challenging to adhere to the IQMS policy effectively. In reality, though, challenging as it may be, it is one of the systems adopted and implemented in all public schools with a view to improving the quality of teaching and learning in schools across the entire schooling sector. The Employment of Teachers Act No. 76 of 1998, and the Constitution of the Republic of South Africa, as outlined in Collective Agreement No 8 of 2003 informed the IQMS. IQMS consists of three programmes (DA, PM and WSE) which need to be in place in order to enhance and monitor performance of the education system. Ramnarain (2008) states that the purpose of DA is to appraise individual teachers in a transparent manner in order to identify areas of strength and weakness while at the same time assisting in choosing programmes for individual development; the question is to what extent we do this in schools. The purpose of PM is to evaluate individual teachers for salary and grade progression, affirmation of appointments, and rewards and incentives, and the purpose of WSE is to evaluate the effectiveness of a school.
The study conducted by Nkambule (2010) noted the shift in terminology from ‘inspection’ to evaluation’ has become important in recent years. In fact, WSE encapsulates school self-evaluation as well as external evaluation. Pilane (2014) concurs that WSE also provides for schools to receive advice and support in their constant efforts to improve their effectiveness. Mashele (2010) argues that WSE does not interfere in any way with the professional development of teachers though it is linked with the other two components of the IQMS. These are Systemic Evaluation and the developmental appraisal system (DAS). In essence, part of its purpose is to provide a balanced and effective evaluation of how such initiatives are being implemented and provide information aimed at strengthening their contribution to educational improvement. According to the DBE (2011), the agreement was reached in the Teachers Labour Relations Council to integrate the existing programmes meant to promote quality management in education. This was one of the main reasons the DoE lacks advocacy and transparency in terms of continued professional teacher development.

The study conducted by Dhlamini (2009) referred to the Education Portfolio Committee that was required to give perspective to the National Policy Framework for Teacher Education Development to ensure that sufficient numbers of well-trained, motivated teachers are attracted to the profession, and thereafter retained and further developed. This committee recommended that the number of bursaries be increased, and the salaries of teachers be improved as part of the strategy to retain teachers. Mncwabe (2007) criticised the IQMS, but later conceded that it had been used to measure and propel professional teacher development while attempting to hold schools accountable. Biputh (2008) revealed that the framework had been open to public scrutiny as far back as 2006. On the 27 February 2007, Education Portfolio Committee had a meeting with the Department of Education to raise the concerns of the National Policy Framework for Teacher Education Development about 22 detailed submissions made by various stakeholders, all of which were considered by the committee as valid. Khumalo (2008) believes that training is needed to boost the image of teachers and for teachers to understand the purpose of the IQMS. Since the aim of the IQMS is to achieve accountability as well as professional development, it appears that the former had received attention at the expense of the latter.

Babbie (1998) states that social theory has to do with what is currently practised in the IQMS and not what should happen. Lethloo (2011) acknowledge that there are roles and responsibilities for the officials to bring about change with effective strategies when implementing IQMS. The main empirical investigation by Segoe (2014) has revealed that
there are problems that hamper the effective implementation of IQMS in schools. They include lack of support from the Area Project Office, lack of resources for teacher development, little time for implementation, consistent disruption of normal teaching and learning, lack of honesty on the part of the appraiser. However, Mncwabe (2007) identified external effective recommendations and some strategies provided by the officials as useful to overcome some of the challenges the teachers face when implementing IQMS.

The study conducted by Malema (2013) revealed that some structures and individuals know their roles and responsibilities in IQMS implementation; however, the main challenge is with implementation, although teachers and other relevant stakeholders in education generally perceive IQMS positively and believe that educator performance would improve if the challenges encountered were addressed. Furthermore, giving it wise and full attention will advance the ability of IQMS to serve the purpose for which it was intended. Sambumbu (2010) affirms that two major challenges are to be identified and explained accountability and development of human resources, and contradictions between internal and external evaluations. This finding confirms the long-held belief that while IQMS policy is convincing on paper, it is extremely challenging to implement fully. Issues of honesty and trust are at the root of these difficulties. The establishment of an effective IQMS depends on quality staff in a school. However, Kolobe (2013) revealed that exploration of how individual district officials monitor and provide support to teachers through the effective implementation of IQMS in South African public school has been rare. Kolobe (2013) attempted to provide a glimmer of hope on how district officials in the Department of Education carry out their responsibilities. Some of these necessary responsibilities include, among others, monitoring and providing necessary support to teachers in order to address various developmental needs as identified during the IQMS implementation cycles at school level.

In the study by Hans (2013), a deep sense of despair on the part of teachers was depicted owing to the absence of district officials’ support, particularly during the IQMS’s cyclic implementation. While schools have come to grips fairly well with the main principles, purposes and procedures of the IQMS, they were still struggling to translate theory into practice. Dumakude (2008) sees the following factors as the most important issues which need special attention: lack of proper planning in schools has hindered the effective implementation of IQMS; lack of special incentives for the SDTs resources which are lacking in some public schools; and a negative attitude among teachers and school managers towards
the implementation of the IQMS in schools. The study by Dumakude (2008) further revealed that these factors impeded the effective implementation of IQMS in public schools.

The DoE (2011) has declared that school staff members are the key strategic resources in teacher development. They can be trained to undertake the important task of training the SDT to implement IQMS that will enhance the creation of a new institutional and work ethos, characterised by cooperation, multi-skilling, teamwork, flexibility, quality and service orientation.

Mamatsharaga (2012) believes that the DA should be enhanced to appraise individual teachers in an objective manner with a view to determining areas of strength and weakness, and drawing up programmes for individual improvement. This is a radical shift from previous orthodox evaluation techniques used in the past in South Africa by proposing a stakeholder-driven, transparent form of appraisal targeted at teachers (Isaacs, 2003).

In 2009, a teacher development summit of various stakeholders met and re-examined the nature of the current IQMS, and their assessment was that it needed to be streamlined and rebranded (ELRC, 2012). The WSE should bring about an effective monitoring and evaluation process of teaching and learning which is vital to the improvement of the quality and standard of performance in schools. Ater (2013) raises concern about the involvement of unions such as NAPTOSA and SADTU, and argues that they have been contesting the legitimacy of such a new system proposed by the Department. Unions questioned the attempt to have a different performance appraisal for school-based teachers and for deputies and principals. However, negotiations took place in 2011, and a counterproposal was tabled where ELRC proposed changes to TPA policy and continued with the current IQMS performance management, which remains common for all schools (DBE, 2012).

It was the teachers’ Workload Report (ELRC, 2003) which clarified that each individual educator’s performance should be measured against the stipulated performance standards of the IQMS document. Dhlamini (2009) contends that this approach has been found to be judgemental and contrary to the principles of democracy, as there was neither consultation with nor meaningful participation by school communities. This information provides a critical reflection on literature, and it will be used in analysing data for the current study.

The concept of appraisal is synonymous with assessment in the sense that it is an ongoing process that allows teachers to acquire or refine knowledge, skills and attitudes with the aim
of facilitating personal and professional development. Staff members needs to be appraised and assisted with aspects of work which are difficult to accomplish. According to research, there are several terms for appraisal: performance appraisal, performance review, evaluation, staff review, and development appraisal. Development appraisal focuses on the identification of individual development needs and subsequent training or self-development, and on improving teachers’ ability to perform in their present or future roles (Dumakude, 2008).

The main objective of development appraisal, according to Hlomuka (2014), is to assist teachers in their development by helping them to see their shortcomings and to commit themselves to improvement. Van der Westhuizen (2011) defines appraisal as a systematic review of performance and potential as part of a full schema of personal and professional staff development. The main focus is on appraisal as the main activity, whereby a manager engages in an appraisal process with a subordinate for whom he or she is in some sense accountable. The appraisal system in schools was introduced in 1999, but up to now there has been negligible progress regarding its implementation. Teachers have mixed reactions about the new system (Heystek, 2014). Basson (2011) argues that personnel appraisal is an important instrument to maintain staff productivity, while Msomi, Van der Westhuizen, & Steenekamp (2016) sees the appraisal system as an instrument used for counselling and coaching subordinates. According to Mtapuri (2014), the Department of Education’s primary objective for introducing DA is to develop competence in teachers and to eliminate weaknesses. This is meant to develop certain areas of teacher performance, with the appraiser providing a model of good teaching while the teacher observes this. On the other hand, it brings dissatisfaction for both the supervisors and subordinates in the organisation when the system is not perceived to help the organisation or the employee to meet important goals. The appraisal system should aim at assisting the growth and development of the organisation and its employees. In the following paragraph, the IQMS as an appraisal tool for teachers is discussed.

2.6 IQMS AS AN APPRAISAL SYSTEM

Dumakude (2008) defines appraisal as a continuous and systematic process to help individual teachers with their professional development and career planning, and to help ensure that the in-service training and the development of teachers matches the complementary needs of individual teachers and schools. The components of Dumakude’s definition seek to place more emphasis on the continuous, systematic appraisal intended to help individual teachers
with their professional development. According to Nkonkiand Mammen (2012), appraisal should be a continuous exercise meaning that it cannot merely be a one-off exercise that involves filling in forms. “Systematic” implies that the process should not be haphazard or subjective, but should instead be based on evidence accumulated from a variety of sources. It should encompass the concept of intended objectives of the IQMS to help individual teachers with their professional development, which suggests that the appraisal process should be about reviewing current practice and performance, structuring ways to improve it, setting specific achievable targets, identifying training and support needs, and considering career progression.

Staff appraisal is seen as a tool to offer both teachers and the school certain benefits. Staff appraisal should offer recognition for effective work, greater clarity in role-playing, improved feedback on performance, an opportunity to influence the development of the school, better understanding of the requirements of the job, support in work-related issues, more accurate information about educator performance, an identification of whether school and staff development needs are met, and an opportunity to motivate teachers when informed praise is given for good performance. The benefits mentioned above ensures that an appraisal system serves the purposes of preparing an individual teacher through the process. The IQMS process is guided by the following principles:

- The need to ensure fairness: for example, there can be no sanction against an educator in respect of his/her performance before providing meaningful opportunities for development.

- The need to minimise subjectivity through transparency and open discussion.

- The need to use the appraising tool professionally, uniformly and consistently (Republic of South Africa, 2004:2).

2.7 TEACHERS’ PERCEPTIONS OF THE IQMS

The IQMS policy requires teachers to be responsible for identifying areas of concern for their personal growth and professional development through the appraisal tool (IQMS) (Department of Education, 2011). Teacher performance is meant to serve two purposes: accountability and development. Malema (2013), reported that teacher performance at operational level is misunderstood by teachers and can cause tensions and anxiety. The study conducted by Dumakude (2008), demonstrated that the majority of teachers have an
understanding of what IQMS is all about. In essence, teachers perceive IQMS both negatively and positively. Buthelezi (2010) perceived IQMS as a good self-evaluation tool, for rewarding the good performance of teachers, ensuring quality teaching and learning, and as a good programme for teacher development. On the other hand, they view IQMS as an ambitious government programme in which objectives are unlikely to be achieved because teachers are either not cooperating or do not support its implementation. The teachers have highlighted that lack of support is mainly because it does not suit their practical situation in the sense that most teachers do not understand its purpose for their careers. The practical realities in the teaching environment, such as lack of physical infrastructure and personnel shortage, hinder its implementation.

The empirical study conducted by Mtapuri (2013) claims that anecdotal evidence suggests that teachers are always suspicious about participating in IQMS and its implementation. Their morale seemed to be low and some teachers felt that the IQMS did not and never would meet their developmental expectations, as even those who were supposed to develop them did not seem to have the right answers. It is surprising to note that instead of focusing on development, teachers score themselves highly in order to increase their remuneration. The research has pointed to blatant cheating that threatens the system, resulting in some teachers losing confidence in the IQMS; they consider it a waste of time, money and other resources. If this problem persists, the Department of Basic Education runs the risk of losing highly experienced staff. The anecdotal evidence suggests that some teachers are considering early retirement owing to frustration with the IQMS. This may impair the quality of teaching and learning.

Seller (2003) states that one of the dilemmas facing teachers when implementing IQMS is the belief that, on the one hand, the evaluation function should lead to professional growth, but on the other hand, it provides a ready weapon for manipulation by administrators. Mosoge, 2014) argue that within the South African education system PM is not clearly understood, and is often wrongly equated with IQMS, which is totally incorrect. The earlier the researchers and practitioners of education in South Africa understand that performance differs from managerialism the better for the implementation of the IQMS. Nkonki and Mammen (2012) set out that even though the PM system used in the public service has challenges, it is manageable and is often implemented better than the IQMS in schools. The nature of the environment in which teachers operate, such as heavy teaching workloads and processes of evaluation are not making the IQMS any easier to implement in schools.
2.8 CHALLENGES FACED BY TEACHERS WHEN IMPLEMENTING IQMS

The ELRC’s (2003) IQMS training manual for provincial teams indicated that the IQMS combined the goals of both accountability and professional development. Nkonki and Mammen (2012) point out that the effectiveness of teachers’ evaluations depends entirely on the recognition that there is an irreconcilable conflict between accountability and professional development. With the integration of accountability and professional development in the IQMS policy, it can be argued that there was bound to be overemphasis on one paradigm at the expense of the other. Bisschoff (2009) acknowledges that the contradiction and conflict between accountability and professional development explains variations in teachers’ perceptions, concerns and dispositions towards the IQMS, thus undermining its implementation. The question is whether career stages matter in teachers’ perceptions of, concerns about and dispositions towards the IQMS.

According to Dhlamini (2009), it is a challenge to change the mind-sets of individuals, because the old method of teaching promoted indoctrination to such an extent that after three years some teachers did not even need textbooks to go to class. They would just change dates in their lesson plans because the same thing at the same level does not change (Bisschoff, 2009). The report released by ELRC (2003) acknowledged that those teachers who lack commitment and confidence are easily swayed when challenged. In this regard, Sebola (2014) reveals frustration on the part of teachers when they are compelled to embark on this tedious process. However, his overall impression was that principals have taken a collective view that IQMS is not easily implementable as a teacher developmental tool. These principals think that IQMS is time-consuming and is not compatible with the current realities in teaching in the sense that the system itself is not clearly understandable by most teachers and principals, teachers are overloaded with classes and have little attention to give to IQMS processes, and some teachers do not want to be observed while teaching.

Khumalo (2008) is of the notion that the report to the Portfolio Committee (2006:1-4) shows that the IQMS process has posed challenges to the Department of Education from the start because the process in rural areas started very late. In an attempt to address these challenges, the Department resorted to measures of improving implementation without considering the major hindering elements of the IQMS, such as context and resource constraints. The study conducted by Malema (2013) concurs that schools are operating in various contexts, and yet they are expected to perform in the same manner. According to ELRC (2003), it is argued
that schools should be able to determine their own IQMS programmes that would be relevant to their context, so that IQMS can be successfully implemented.

2.9 ROLE PLAYERS IN THE IMPLEMENTATION OF IQMS

The following individuals and structures are involved in the implementation of IQMS: the principal, teachers, the SMT, (SDT) the DSG, the district office and the WSE unit (Republic of South Africa, 2003).

2.9.1 The Principal

The duties of the principal are to ensure proper development of staff training programmes, school-based, school-focused and externally directed, and to assist teachers, particularly new and inexperienced ones, in developing and achieving educational objectives in accordance with the needs of the school (Van der Westhuizen, 2010). Furthermore, the principal ought to participate in agreed school/educator appraisal processes in order to regularly review their professional practice with the aim of improving teaching, learning and management (Republic of South Africa, 2003). The principal needs to ensure that any system for performance review in the school is procedurally sound and seen to be consistently applied. The principal might begin by appraising himself/herself first as the chief member of staff, demonstrating that there is nothing to fear in the system (Lumby, 2003).

School principals must take the lead in ensuring that IQMS is implemented effectively at school. School managers must perform the following duties:

- ensure that the teacher is provided with a copy of the IQMS documents; organise workshops on the IQMS in order to clarify areas of concern on the part of teachers,
- facilitate the establishment of the SDT in a democratic manner; ensure that all documentation sent to the district office is correct and delivered in time,
- and take responsibility for internal moderation of evaluation results in order to ensure fairness and consistency (Dumakude, 2008).

2.9.2 The Educator

According to Personnel Administration Measures (PAM) (1996:6) Section 4.5(e), an educator must participate in an agreed school/educator appraisal process in order to review their professional practice within the aim of improving teaching, learning and management. Khumalo (2008), revealed that it is obligatory for each and every educator to undergo the
process of evaluation, even if it is against his or her will. Dumakude (2008), is of the same mind, stating that the educator is compelled to reflect critically on his/her own performance and set targets and time frames for improvements. Educators must undertake self-evaluation of their performance, and identify their personal support groups (DSG), consisting of their peers and immediate supervisors. They must also develop their PGPs (Republic of South Africa, 2004).

2.9.3 School Management Team

According to the QMS for school-based educators (DoE, 2001), the SMT should consist of the principal and, where applicable, the deputy principal and heads of department, and it has the overall responsibility of managing the planning and implementation of the IQMS process. The SMT ensures that staff members are trained on how to align with the procedures and processes of the IQMS. The following are the duties of the SMT, it:

- prepares and monitor the plan for the IQMS in the school,
- prepares a final schedule of the appraisal dates,
- ensures all records and other documentation on IQMS are properly kept and maintained;
- ensures that evidence relied upon during the appraisal process is valid,
- conducts performance appraisal for teachers under their supervision, including classroom observation and keeps records thereof,
- assists the principal in finalising the appraisal scores of teachers,
- ensure that the IQMS is applied consistently; and
- ensures that it provides support to the principal in executing his/her duties regarding this process, (Mathula, 2004).

2.9.4 The Staff Development Teams (SDTs)

Khambule (2007) states that for the IQMS to be effective, the staff development team should be elected democratically. The SDT monitors and evaluates the overall process of teachers’ performance in the implementation of the IQMS. This team should consist of SMT members
and other post-level one teachers who are elected democratically. The principal automatically oversees the team’s responsibilities and roles since he/she is the supervisor of all structures at school level. However, some schools make only the SMT the SDT, but that is not democratic. The size of the SDT will always differ from school to school depending on the size of a school and number of teachers. The SDT takes the initiative in drawing up the appraisal management plan, and co-ordinates and facilitates training and workshops for other teachers at school, particularly for the IQMS. The SDT enables the teachers at school level to choose their DSG in accordance with the IQMS objectives. Mentoring and support are part of their responsibility in the teacher development programme (Republic of South Africa, 2004).

2.9.5 Development support group (DSG)

Mazomba (2013) reveals that the selection of the DSGs should follow immediately after the teacher has completed a first self-evaluation with the intention of discovering his/her strengths and weaknesses. The DSG is a structure that consists of the immediate senior and one other teacher who is a peer. The peer educator should be in the same phase or have the same subject expertise. Khumalo (2008) sees the role of the DSGs as that of cardinal importance in the implementation of IQMS since the teachers prioritise their needs with the aim of getting help from the DSG. The DSG has roles and responsibilities like all other structures in the implementation of the IQMS. The DSG is assigned the following roles and responsibilities: providing monitoring and support, assisting the teacher in the development and refinement of his/her peer PGP and working with the SDT to incorporate plans for development of an educator into the school improvement plan (SIP) (Mchunu, 2006). Although DSGs have to improvise on negative results shown by teachers lacking experience, it is their duty to verify whether the teacher underperformed relative to what was written in his/her self-evaluation form, or has improved.

2.9.6 District Office

The education district office has the overall responsibility of promoting the awareness of the IQMS, training of teachers and proper implementation of the IQMS process. It is tasked with the responsibility of developing, organising and arranging professional development programmes intended to identify the needs of teachers, and its own improvement plan. The task of the district manager is to moderate evaluation results of schools in his/her district in order to ensure consistency. In cases where the evaluation results reflect inconsistency with the school’s general level of performance, or where the district manager has a reason to
believe that an evaluation at a particular school was either too strict or too lenient, he/she must refer the results back to the school for reconsideration (Republic of South Africa, 2004).

2.9.7 The Whole School Evaluation

Sambumbu (2010) views the purpose of WSE as to evaluate the overall effectiveness of a school, which is a new approach to performance evaluation both in terms of teacher performance and WSE. The WSE is carried out by the WSE team, which consists of an external supervisor appointed by the Provincial Education Departments to oversee the smooth running of this process from start to finish. The approach is designed to measure to what extent the school is fulfilling its responsibilities and improving its performance while providing external evaluation of the school’s work (Department of Education, 2011). The only aspect of IQMS that pertains to the WSE is the classroom observation, which should be conducted by the external WSE team member and the DSG (Republic of South Africa, 2004). The next section discusses all the steps involved in the implementation of the IQMS.

2.10 IMPLEMENTATION PROCESS

2.10.1 Advocacy, Training and Planning

The concepts of advocacy and training in education are different, complementary, but both necessary. Advocacy aims to target a large-scale buy-in process and answers the question: what and why training focuses on capacitating all those that are involved in order to ensure successful implementation, and answers the question, (ELRC, 2003). In a nutshell, advocacy should relate to what the IQMS is and how it will benefit teachers, schools and the system as a whole. It should give better understanding of why this particular approach was adopted. Sego (2014) sees training as specifically meant to address issues relating to how the IQMS should be implemented in all schools. This training and advocacy requires that all officials and teachers must have a thorough understanding of the principles, processes and procedures.

According to ELRC (2003), officials and teachers are to plan and administer the IQMS in a transparent and consistent manner. Biputh (2008), views the planning stage in the IQMS process as a significant factor in the school planning cycle towards the evaluation and development procedure. It is important that the regional/district/area/provincial departmental offices plan well ahead to ensure that the necessary support is provided, and enable this system to be implemented. The following sections critically review the aspect of self-evaluation by the teacher.
2.10.2 Self-evaluation by the Educator

Self-appraisal gives teachers a balanced perspective about their work. The primary objective of the self-appraisal process is to prepare for and contribute to the overall appraisal process (Mtapuri, 2014). It provides a way to improve one’s own performance, serves as a guide for setting goals and standards, helps to avoid suggestions that appraisal is a passive activity, i.e., something done to the appraisee, and gives the appraisee a voice in the appraisal process (Steyn, 2002). Fletcher (1990) identifies the following advantages of incorporating self-appraisal into the appraisal process:

- it engenders more commitment on the part of the person appraised, because of its participative nature,
- it further reduces defensiveness by encouraging the appraisee to take the lead in reviewing his or her own performance, rather than having an assessment imposed on him/her (ELRC, 2003); and
- it encourages the appraisee to think about his/her own performance and development needs in a more focused way.

The principal advocates the immediate acceleration of advocacy and training so each educator can evaluate him/herself using the same instrument that will be used for both the Developmental Appraisal System and the Performance Management. This process is likely to enable teachers to be familiar with how the instrument works. It is true that teachers should also familiarise themselves with the performance standard, the criteria (what they are expected to do), and the levels of performance (how well they are expected to perform) in order to meet at least the minimum requirements for pay progression (ELRC, 2003). This self-evaluation process forms part of both the Developmental Appraisal and the Performance Management System (Republic of South Africa, 2004). The educator does self-evaluation before the actual assessment by the DSG. Once this is done, he/she must meet the DSG to discuss procedures to be followed. The next section offers a short description of the entire process before the main evaluation begins.

2.10.3 Pre-evaluation Discussion

The work conducted by Steyn and Rabichund (2014) reveals that the DSG must have a pre-evaluation discussion with the teacher. The pre-evaluation stage should involve setting up the appraisal panel; clarifying the roles of members of the appraisal panel, and the appraisee completing professional growth plan forms.
There are certain issues to be clarified during the pre-evaluation: whether the teacher understands what is expected of him/her in terms of the performance standards and criteria and how he/she will be rated. The teacher is given the opportunity to clarify areas of concern that he/she may have. The DSG informs the educator about procedures and processes that will be followed throughout the IQMS cycle and explains to the educator that classroom observation involves performance standards 1 to 4. The DSG explains to the educator that the evaluation in respect of the remaining performance standards will be based on general ongoing observation by the DSG on documentary and other information that the educator may provide to the DSG, the educator is then given an opportunity to raise issues that are hampering his/her performance. This is important in the light of the contextual factors which may be recorded in the report and considered for possible adjustment of the rating awarded in respect of a particular criterion (Sambumbu, 2010). Once the pre-evaluation discussion is completed, the actual assessment should take place in the classroom.

2.10.4 Classroom Observation

Classroom observation is one of the processes that occurs when appraisers visit the classroom of the appraisee with the main intention of observing the classroom practice of the appraisee and providing necessary support. The main objective of the classroom observation is to gather enough evidence about the teacher’s performance (Dumakude, 2008). It is compulsory to inform an appraisee in advance about when he/she will be visited for classroom observation (ELRC, 2003). An official member of the DSG with appropriate learning area knowledge will accompany the supervisor in relevant lesson observation (Dumakude, 2008). Classroom observation is limited to four performance standards: creation of a positive learning environment, knowledge of curriculum and learning programmes, lesson planning, preparation, presentation and learner assessment.

Keshav (2012) states that after the educator has identified the DSG, the teacher needs to be evaluated in order to determine progress. The purpose of this evaluation is to:

- confirm the educator’s perception of his/her own performance as arrived at through the process of self-evaluation, enable discussion around strengths and areas in need of development,
- reach consensus on the scores for individual criteria under each of the performance standards and resolve any differences of opinion that may exist,
• provide an opportunity for constructive engagement around what the educator needs to do for him/herself, what needs to be done by the school in terms of mentoring and support and in-service training and other programmes that need to be provided by, for example, the district office; and
• enable the DSG and the teacher to develop a PGP, which includes targets and time frames for improvement, and
• develop the PGP with refinements being done by the DSG (Rabichund, 2014).

The DSG is expected to make the information on lesson observation available to the SDT for planning the SIP (Republic South Africa, 2003). In the classroom observation, the emphasis is supposed to be only on the first four performance standards. The assessment of other performance standards like extra and co-curricular activities, team building and collective leadership takes place outside the classroom. The evaluation in respect of other performance outside classroom observation is sometimes the key element of WSE.

2.10.5 Evaluation of Other Performance Standards outside the Classroom

South African Democratic Teachers Union (2011) proposed that the educator should be evaluated on overall performance, where the standards outside the classroom are considered, though it appears from other research that this does not normally happen. These standards require the teacher to network with other colleagues and relevant stakeholders to promote collegiality and flexibility among employees (Segoe, 2014). The purpose of evaluating the teacher’s performance outside the classroom is to determine the extent to which educational goals are taken care of (Mathula, 2004). These performance standards increase the need for an efficient and humane educational system capable of adaptation to evolving social needs (Lekome, 2007).

2.10.6 Feedback and Discussion

As soon as an observation by a panel of experts has been completed, and the portfolio of the teacher has been studied, the appraisers should prepare feedback to the appraisee (Maphutha, 2006), the appraisers discuss their evaluation outcome with the teacher. The feedback session on classroom observation should focus on performance, not personality, be based on classroom and out-of-class observations and not on assumptions, on objectivity and not subjectivity, the specific and concrete, and not the general and the abstract, and on the present and not the past, and the individual’s needs (Malema, 2013). The aim of feedback should therefore be developmental, not judgemental. The feedback given can be either positive or
negative. In cases where the feedback is negative, the teacher may feel aggrieved by the process, and argue that he/she was unfairly assessed. Should differences of opinion arise, all parties should resolve them amicably. The following section discusses how this can be done.

2.10.7 Resolution of Differences and Grievances

The IQMS policy is not clear on this matter, but it is anticipated that differences of opinions between parties will be resolved by discussion. This discussion should be entered into immediately after the teacher has raised his/her dissatisfaction with the allocated score. In instances where consensus or agreement cannot be reached, the matter will be referred to the school’s SDT within a week. If the impasse is not resolved within five working days, the affected party may request a formal review by the grievance committee (ELRC 2003). A dispute can be declared only if there are serious breaches of the guidelines process, serious grounds for challenging the process, or the outcome is reasonable (ELRC 2003). This request must be in writing, and must categorically state the reasons why the educator believes that there are grounds for challenging the outcome of the processor results. The role of the grievance committee in this case is to assist and act impartially with the help of a peer, a union representative, and a neutral person appointed by the Regional or District Manager (or his/her delegate) (ELRC, 2003). The grievance committee will only make a recommendation to the Head of Department, who should then make a decision within five working days after receiving it (Republic of South Africa, 2003). To avoid this lengthy and unnecessary process, the implementation of the IQMS should be closely monitored. It is through close monitoring that most of the anticipated challenges can be minimised.

2.10.8 Monitoring

The research conducted by Mampuru (2001) indicates that it is necessary to monitor the implementation of teacher appraisal. Obviously, no judgements can be made about the impact of appraisal until it is established that the scheme was carried out as planned. The school has the responsibility to devise mechanisms for monitoring the IQMS process, and how it will be done. It will thus be possible to evaluate its contribution to the school. One way of doing this is to produce a simple form on which the various stages and activities within the appraisal process can be logged as they take place (Mampuru, 2001). Fletcher (1990) suggests that monitoring should take place from the outset in order to correct any discrepancies that might take place at the earliest possible stage. The monitoring process should be ongoing and conducted by departmental officials, SMTs, SDTs and DSGs (Republic of South Africa,
2004). The moderation of the scores is important to determine whether scoring was too strict or too lenient and as is discussed in the section below.

2.10.9 Moderation

There are two types of moderation: external and internal. The district officials to ensure that there is consistency during the implementation among schools conduct external moderation. Internal moderation should be conducted at the school by the principal and the SMT (Dumakude, 2008). The district manager is responsible for moderating and evaluating the results of each school in order to ensure consistency and compliance with policy and determine whether the evaluations were too strict or too lenient. According to Kevash (2012), some appraisers show a tendency to assess an appraisee at a lower level than their performance warrants. On the other hand, leniency is the tendency to appraise more positively than a performance warrants, and usually more than other appraisers would rate it (Dhlamini, 2009). It is important to keep a record of all documents used in the implementation of the IQMS. These records and documentations are later collated by the Department and kept as confidential records for teachers.

2.11 RECORDS AND DOCUMENTATION THAT NEED TO BE DEVELOPED AND MAINTAINED

2.11.1 Completed Instrument serving as a Report

The appraisal record consists of all relevant forms in the DA, namely the personal details form, the needs and prioritisation form, the criteria that were used, the PGP, the discussion paper and the appraisal report. The role of the SDT is to prepare a comprehensive report on appraisal in the institution, and present it to the staff at the end of the cycle. It should reflect the collective professional development needs of teachers in the institution (Malema, 2013).

2.11.2 Personal Growth Plan

The teacher, in consultation with members of the DSG, should develop the Personal Growth Plan. It indicates what areas require further development such as making use of various methods of learner assessment. Identification of specific activities to be used to achieve the stated objectives, i.e. attending workshops on assessment or consulting a subject advisor; the statement of resources required to achieve objectives, for example, subject policy documents
or assessment guidelines and the statement of key performance indicators, for example, integrating new methods of learner assessment in addition to existing ones, (Khumalo, 2008).

The PGP should also include a self-evaluation report which consists of the baseline evaluation and the performance measurement at the end of each calendar year. The PGP forms an important record of the needs and progress of individual teachers (Republic of South Africa, 2003). The PGP must be used to inform the SIP, which in turn will be submitted to the district office to inform their planning and deployment of support staff (Khumalo, 2008).

2.11.3 School Improvement Plan

The School Improvement Plan informed by all the DSGs’ reports, the completed instruments and the PGPs of each teacher required by the end of March each year. From this and other information pertaining to school management and administration, the SDT must compile the SIP, which groups teachers with similar developmental needs together in order to identify specific programmes, which are priorities for the school and the teachers (Nkonki & Mammen, 2012). The SIP is a blueprint of actions and processes needed to improve the school. An official document enables the school to measure its own progress through a process of ongoing self-evaluation. The SIP is developed by the SDT and enables the latter to monitor progress and improvement. The SIP is informed by the PGPs of individual teachers and the other seven focus areas included in the WSE policy (Ramnarain, 2008).

2.12 THE CONCEPT OF APPRAISAL

The Department of Basic Education has taken the professional development of teachers very seriously in ensuring high quality public education for all and trying to constantly improve the quality of teaching and learning. Currently, the IQMS is an instrument which has been harnessed to enhance and monitor the performance of teachers (ELRC, 2003).

Mestry (2009) reiterates what other researchers say about the purpose of appraisal, professional development and training; they view it as critical to school improvement. Teachers should be assisted all the time to embrace quality by being positively inclined towards the implementation of the IQMS. This can only be achieved if the message from the Department of Basic Education is well communicated to teachers, that the IQMS is effective and flexible enough to take into account the different circumstances of South African schools, and if support (internal and external) helps schools improve.
2.13 APPRAISAL PRACTICES IN SELECTED COUNTRIES

Teacher appraisal is a contentious issue all over the world. In order to provide background on appraisal, some of the appraisal systems are discussed below.

2.13.1 The Significance of Development Appraisal of Teachers in South Africa

South Africa has had in its transition, a zealous and invigorating process of measuring teaching and learning through the means of DA. Discrepancies have been shown in learners’ performances, which have drawn the attention of the Department of Education to the need to integrate the other three components namely DA and WSE into one instrument of measuring teachers’ performances effectively and efficiently. The quest for quality of education in South Africa has brought unrest to teachers in implementing policies and programmes. Teachers differ when the policies have to be implemented: some will be introvert and reluctant, while others will ensure that the objective of DA is achieved.

According to Nkonki and Mammen (2012), since South African education suffered when educational specialists were unable to reach schools for total evaluation, the significance of an IQMS was underlined. As a result, if teacher evaluation tools such as IQMS are to motivate teachers to seek continual growth and improve on the quality of their teaching, then provision should be made for their individual responses in the implementation of teacher evaluation programmes. Swanepoel (2008) views effective and efficient teachers as those who are compelled to comply with the IQMS policy whose aim is personal growth, accountability and professional development. Conversely, teachers’ perceptions indicate that the DoE applied policy ineffectively where school managers had used this instrument to be punitive to their subordinates instead of closing the gaps found both in the school and in the individual. The top-down management applied by some school managers in implementing the IQMS has caused some teachers to lose interest and construe this as a tool meant to control or scare them.

2.13.2 Teacher Appraisal in Anglophones Countries

De Clercq (2008) writes that, in some Anglophones countries (the USA, the UK, Australia, New Zealand and Botswana), teacher appraisal system have been debated and revised in terms of a clearly-crafted approach needed to produce positive results in this area of change. The previous approach had flaws, so teacher appraisal is recommended as the tool which would overcome defects in the education systems. In the USA’s previous system, teachers
were compelled to use standardised content since it was demanding for them to gradually become autonomous professionals, not just curriculum-based teachers who relied on syllabi and content to teach learners (Hargreaves, 2002). In this new professional area, teachers were expected to work as professionals who were able to develop pedagogical knowledge to serve their educational context. De Clercq (2008) states that in New Zealand, they have developed a self-critical and self-developmental approach for quality teaching and learning, and SIPS. However, the two intertwined teacher appraisal purposes seem to co-exist uneasily.

2.14 DEVELOPMENTAL APPRAISAL

Keshav (2012) defines developmental appraisal (DA) as a process measuring the employee’s past or present performance quantitatively and qualitatively against the background of his/her expected role performance. It is a process of appraising performance in a formative and supportive way in order to facilitate professional and personal development and growth (Khumalo, 2008). The purpose of DA is to appraise individual teachers in a transparent manner with a view to determining areas of strength and weakness, and to drawing up programmes for individual development (Department of Basic Education, 2013). DA promotes individuals who acknowledge the importance of one’s personal growth that also enables one to further enhance the quality of teaching and learning. Dumakude (2008) contends that DA is necessary in order to assist teachers in developing by helping them to see their shortcomings, and commit themselves to better teaching.

2.15 THE BENEFITS OF EFFECTIVE IMPLEMENTATION OF IQMS

Malema (2013) states that the effective implementation of the IQMS in public schools will benefit the South African education system in many ways. He observes that the White Paper on Education and Training regards teacher education as one of the central pillars of the national human resource development strategy. According to Biputh (2008), an understanding of the benefits and limitations of appraisal will assist appraisers in successful implementation of the appraisal scheme. A large number of teachers perceive IQMS procedures as beneficial to professional growth (Dhlamini, 2009). De Clercq (2008) concurs that teacher appraisal promotes effective professional monitoring, which refers to professional teachers evaluating their colleagues’ work. Through effective implementation of the IQMS, in-service training as an ongoing process in teacher appraisal creates awareness and understanding of one’s weaknesses and strengths. Reported cases where teachers do not get along have been reduced, since the IQMS is regarded as a system which promotes staff
development in a good way: teachers seem to understand their needs through self-evaluation (Keshav, 2012).

Scott (2003:191) posits that “change is learning and learning is change” since one of the aims of performance appraisal is to promote the development and professional growth of the organisation, the manager and the employee for the benefit of the customer. Teachers have rejected the idea that the poor performance of learners is due to their incompetence, an idea which prevailed until the implementation of the IQMS (Khumalo, 2008). Mtapuri (2014) concurs that clients will benefit through the performance appraisal if the teachers adhere to the following:

- determine their own competence
- attend to their strengths and weaknesses where assessment is initially done by them
- seek support and opportunities for development to assure continued growth and
- are accountable.

2.16 CHALLENGES IN THE IMPLEMENTATION OF IQMS

Biputh (2008) argues that the teacher appraisal tool stresses accountability more than professional development. Most teachers treat the IQMS as a bureaucratic exercise rather than a genuine basis for reflective developmental work. De Clercq (2008) sees IQMS as a problematic system for the following reasons:

- The awkward combination in one system of internal and external bureaucratic (with a standardised appraisal instrument) and professional monitoring (with peer and contextual appraisal) for development leads to tensions.

- Leadership at both district and school level is incapable of effectively implementing the appraisal system to manage its inherent dilemmas.

Malema (2013) notes that teachers interpret this appraisal tool as time-consuming with content that is difficult to implement. The trouble seems to be that one standardised instrument is used to evaluate both development and the need for rewards or sanctions. Nkonki and Mammen (2012) contend that problems emerge where contextual factors vary in each school, but these are not taken into account when implementing the IQMS through the
use of one, common or standardised instrument. In fact, most evaluations are cumbersome, with simplistic rating scores and vast amounts of red tape and paperwork.

2.17 MONITORING OF IQMS

Monitoring is the observation or recording of activities, continuously keeping a close eye on employees (Oxford Dictionary of Linguistics, 2007). The monitoring process of the IQMS is a year-long activity which the structures concerned (departmental officials, SMTs, SDTs and DSGs) are compelled to do (Malema, 2013). The implementation of the IQMS should not be an event, but should provide evidence which supports continuity. The process of implementing the IQMS enables teachers to develop a willingness to learn and to be self-driven to personal growth. When leaders lack monitoring skills, the whole process goes wrong (Dumakude, 2008). A dedicated team to implement the IQMS is possible where monitoring is prioritised immediately after advocacy and training throughout the process. Meyer (2006) believes that a team is vital because it works with a common purpose to determine its long- and short-term goals as well as the individual roles of the team members.

2.18 CRITICISM OF DEVELOPMENT APPRAISAL SYSTEM

Thus, while the performance appraisal processes have evolved, progress has been slow. There are specific areas directly related to the performance appraisal processes which are ripe for development and research activity. Developmental appraisal intended to manage physical performance has increasingly failed. There is an impression where teachers view of performance appraisal has become outdated by the management which is irresponsible (Bowles, Gintis & Osborne, 2002). According to De Clerq (2008), flaws shown in the implementation of IQMS point out the lack of accountability and irresponsible of SMT which is required to develop a jointly with the SDT. Van der Westhuizen (2010) further concurs that IQMS objectives can never be achieved if there is no partnership between accredited supervisors and support services.

2.19 CHAPTER SUMMARY

Based on an intensive critical review of literature on the IQMS, it appears that there is a need for a reliable instrument to identify the specific needs of teachers in order to assist them to improve professionally. The implementation of the IQMS as an appraisal tool can enhance quality teaching and learning in schools provided relevant stakeholders provide objective support for continued growth, promoting accountability and enabling teachers with skills and
knowledge of the IQMS policy. The literature has identified serious deficiencies in the process that have arisen from teachers’ mistrust when IQMS is implemented. It also reveals that there are loopholes in the advocacy and training caused by facilitators as they prepare teachers for the implementation of IQMS. However, the system is a tool that can enhance education in South Africa through transparency and willingness to enhance professional development. The next chapter examines the research methodology, research design, population and sample, data collection and data analysis.
CHAPTER 3

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

This chapter outlines the research design and methodology used in the study and explains why it was suitable for this topic. The discussion on methodologies and design is meant to address how the aims and objectives stated in Chapter 1 will be achieved. Mixed methods design was employed in the study. This chapter also outlines, with reasons, the research design, population and sample, data collection, data analysis and ethical considerations, so as to provide an in-depth understanding of the practical implementation of the IQMS in schools.

3.2 RESEARCH DESIGN

Creswell (1994) defines research design as the plan or proposal to conduct research involving strategies of inquiry and specific methods. Ary, Jacobs and Sorensen (2006) and Ary, Jacobs and Razavieh (2002), describe research design as the researcher’s plan of how to proceed to gain an understanding of some group or some phenomenon in its natural setting. In agreement with this description, McMillan and Schumacher (2010) says that research design describes how the study was conducted and summarises the procedures for conducting the study, including when, and under what condition the data will be conducted. The purpose of research design is presented by McMillan and Schumacher (2001:377) as to:

- describe and explore;
- describe and explain;
- add to the literature;
- build rich description of complex situation; and
- give directions for future research.

This study was framed within the mixed-methods research design. McMillan (2006) sees the use of mixed-method research designs, which combine quantitative and qualitative methods, becoming increasingly popular because many situations are best investigated using a variety of methods. With mixed-method designs, researchers are not limited using techniques associated with traditional designs, either quantitative or qualitative, (Ramnarain, 2008).
Tashakkori and Creswell (2007) define the mixed methods research as studies that represent a variety of different qualitative and quantitative characteristics, which are manifest in language, philosophical assumptions, orientation, research questions, sampling, data collection, types of data, types of data analysis and conclusions.

3.2.1 Research Methodology

The research focuses on whether IQMS is implemented effectively particularly as an appraisal tool in schools in ILembe District. Since IQMS consists varieties of structures expected to ensure accountability and fairness as the objectives of this system, the researcher used a questionnaire to survey a large number of teachers, as well as qualitative interviews to probe the reasons so that they can show the result (quantitative) and explain why it was obtained (qualitative). The researcher adopted mixed-methods design in which data of this study were collected concurrently, to determine whether appraisal of teachers is biased and if the seniors are accountable in the adoption of policy objectives.

Ramnarain (2008) defines missed-method research as the application and combination of several research methodologies in the study of the same phenomenon. It can be employed in both validation and qualitative (inquiry) studies. The results of the enquiry are triangulated which helps to overcome the biases, weaknesses and problems that from a single method, single observation or single theoretical studies.

3.2.2 Qualitative Approach vs Quantitative Approach

A quantitative approach deals with data which is principally numerical (Leedy 1993). This data collection enables the research to generalise the findings from a sample or responses from a population (Creswell 1994). White (2005) identified two types of quantitative research designs, i.e. experimental and non-experimental. The quantitative approach was originally developed in the natural sciences to study phenomena. However, quantitative methods are now well accepted in the social sciences and education. Data on various variables in this study are collected through a questionnaire. Phenomenological researchers argue that the world is socially constructed, that science is driven by human interests, and the researcher is part of the world he/she is studying (Vosloo, 2014). Objectivity is thus minimised (Sambumbu, 2010). Methodologically, the interpretive paradigm makes use of qualitative research methods such as interviews, document reviews and ideographic descriptions to capture the meaning people assign to phenomena. Qualitative research design begins with a
question, and qualitative researchers design a study with real individuals in mind who live in a social setting over time (McMillan, 2006). Qualitative research aims to provide an in-depth understanding of the world as seen through the eyes of the people being studied. It aims not to impose preordained concepts; hypotheses and theory are generated during the course of conducting the research as the meaning emerges from the data. Statistical inference is not the objective, although within government, results are used to inform policy and therefore some of the generalisation or transferability is implicit (Wilmot, 2005). Qualitative research may stand alone, if the researcher aims at understanding the participants’ views and their experiences in implementing the IQMS (Wilmot, 2005).

3.3 POPULATION AND SAMPLING

McMillan and Schumacher (2001) define population as a group of elements that conform to specific criteria, and to which generalisation of the results of the research can be made. White (2005) regards a population as a collection of individuals or objects with similar characteristics. The population of this study was taken from 10 schools in Mandeni Circuit of ILembe District. Mandeni Circuit consists of 31 schools with nine secondary schools, three intermediate and 19 primary schools. These schools are scattered widely in rural, semi-rural, urban and semi-urban areas, but the researcher was able to reach all those selected. For this population, purposive and random sampling were used. The district officials, the principals, deputy principals as well as HoDs were purposively selected for the onus that rests upon them in ensuring that skills, knowledge and values are imparted to teachers to be able to identify their needs through the tool called the IQMS. Teachers were selected randomly using the school time book, but at some schools, this procedure was subject to their availability. The two sampling methods were used to increase the utility of information obtained from small samples. The following table gives a breakdown of the sample:

Table 3.1: The sample

<table>
<thead>
<tr>
<th>Participant group</th>
<th>Number</th>
</tr>
</thead>
<tbody>
<tr>
<td>District officials</td>
<td>2</td>
</tr>
<tr>
<td>Principals</td>
<td>10</td>
</tr>
<tr>
<td>Deputy principals</td>
<td>6</td>
</tr>
<tr>
<td>Post-level 1 teachers from the SDT</td>
<td>38</td>
</tr>
<tr>
<td>Post-level 1 teachers</td>
<td>57</td>
</tr>
<tr>
<td>HoDs</td>
<td>10</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>123</strong></td>
</tr>
</tbody>
</table>
Survey questionnaires were administered in 10 schools where six teachers in each were randomly selected to complete them thus making a total projected sample of 60. However, three teachers did not return the questionnaires, thus reducing the sample of post-level one teachers to 57. According to Lasserre-Cortez (2006) the researcher in a concurrent triangulation uses two sampling procedures concurrently.

3.4 DATA COLLECTION

McMillan (2006) states that data collection and other aspects of methodology follow from the research questions. Two methods were used to collect data in this study: the semi-structured interview and the survey questionnaire. The table below shows which members of the sample were selected for the two data collection methods.

Table 3.2: Sample linked to data collection methods

<table>
<thead>
<tr>
<th>Participant group</th>
<th>Number</th>
<th>Instrument</th>
</tr>
</thead>
<tbody>
<tr>
<td>District officials</td>
<td>2</td>
<td>Interviews</td>
</tr>
<tr>
<td>Principals</td>
<td>10</td>
<td>Interviews</td>
</tr>
<tr>
<td>Deputy principals</td>
<td>6</td>
<td>Interviews</td>
</tr>
<tr>
<td>Post-level 1 teachers from the SDT</td>
<td>38</td>
<td>Interviews</td>
</tr>
<tr>
<td>HoDs</td>
<td>10</td>
<td>Interviews</td>
</tr>
<tr>
<td>Sub-total</td>
<td>66</td>
<td></td>
</tr>
<tr>
<td>Post-level 1 teachers</td>
<td>57</td>
<td>Questionnaires</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>123</strong></td>
<td></td>
</tr>
</tbody>
</table>

First, the researcher distributed 60 questionnaires to 10 schools. The questionnaire consisted of four sections, namely: Section A: the biographical information of the respondents, Section B professional development, Section C: problems encountered when implementing IQMS, Section D suggestions on the implementation of the IQMS: the general open-ended questions(Appendix G). The answers were based on a five-point Likert scale from Strongly agree to Strongly disagree. Schools were visited not only for issuing the questionnaires and collecting them, but also to explain the questions to avoid ambiguities. Closed and open-ended questions in the questionnaire made it possible for the study to achieve its intention because challenges were clearly stated, namely lack of resources, workload, and shortage of time which were regarded as hindrances to the IQMS process. Inappropriate implementation by reluctant facilitators and appraisers was also raised.

The distribution of the questionnaires was followed by planning the semi-structured interviews. Different interview schedules were compiled for the district officials, SDTs and
SMTs (Appendix H). Two district officials, 10 principals, 6 deputy principals, 10 Heads of Department and 38 post-level one teachers who were elected as part of the SDT (66 in all) were requested to participate in semi-structured interviews to provide information on their roles and those of their subordinates in the IQMS, and the challenges they face while implementing the IQMS in their schools. The respondents were able to respond freely in their language of choice, and at their own level of understanding.

As a final data collection method, the researcher used documentary analysis. She checked all the resources needed for the IQMS process e.g. IQMS master/school file, IQMS teacher’s file, minutes for the workshops conducted, PGPs, SIP, minutes for the meetings of all structures (SMT, SDT, DSG as well as for the entire staff). The evidence was found in some of the schools through written minutes of staff meetings, in particular those for the IQMS, workshops, audio-visual presentations, teachers’ IQMS files, school IQMS files, and policy documents, although some of the schools did not possess some of required evidence.

3.5 QUESTIONNAIRE

A questionnaire is defined as a document containing questions and other types of items designed to solicit information appropriate to analysis (Babbie, 1990). A questionnaire is equally used in survey research, experiments and other modes of observation. Indeed, people ask different questions in their daily life to satisfy their queries. Creswell (2007) defines a questionnaire is a data collection instrument consistant of a series of questions and other prompts for the purpose of gathering information from respondents. The questionnaire was invented by Sir Francis Galton. Journalists, market researchers, observers and interested persons in different events ask a set of questions to others. They form an opinion or conclusion according to the answers that they receive. The use of the questionnaire or a set of questions is a similar process in the research. The research questions are firmly constructed to receive answers related to the chosen variables for analysis. Therefore, the analyses, outcomes, general conclusions, recommended policy and identified area for future research all depend on how perfectly the questionnaire is constructed. Thus, questionnaire construction is the most important part of the research and other information collection activities.

3.5.1 Types of Questionnaire

There are roughly two types of questionnaires, structured and unstructured. A mixture of these both is the quasi-structured questionnaire that is used mostly in social science research.
Structured questionnaires include pre-coded questions with well-defined skipping patterns to follow the sequence of questions. Most of the quantitative data collection operations use structured questionnaires. Advantages of such structured questionnaires are - less discrepancies, easy to administer, consistency in answers and easy for the data management. Unstructured questionnaires include open ended and vague opinion-type questions. Maybe questions are not in the format of interrogative sentences and moderator or the enumerator has to elaborate the sense of question. Focus group discussions use such questionnaire. Not all questions are easily pre-coded with almost possible alternatives of answers. Given answer alternatives of some questions in standard questionnaire are left as 'others' (please specify). A common and pragmatic practice is that most of the questions are structured, however, it is comfortable to have some unstructured questions whose answers are not feasible to enumerate completely. Such a type of questionnaire is called as quasi-structured questionnaire.

3.6 VALIDITY AND RELIABILITY

Carmines, E., and Zeller, R., (1979), defines validity as the extent to which a test measures what it is supposed to measure, whilst Gay (1987) defines reliability as the degree to which a test consistently measures whatever it measures. The question of validity is raised in the context of the three points; the form of the test, the purpose of the test and the population for whom it is intended. Nunnally (1978) states that measurements are reliable to the extent that they are repeatable and that any random influence which tends to make measurements different from occasion to occasion or circumstance to circumstance is a source of measurement error. The terms validity and reliability have been synonymous with rigour within positivist scientific research and underpin a study’s claim to generalisability. The application of these terms to mixed methods research are quite logical, particularly as the use of both qualitative and quantitative methods of data collection in a single study has been viewed as a way to ensure rigour (Andrew & Halcomb, 2009: 121).

Anderson and Halcomb (2009: 123) further contend that research validation assumes the scientific standards of rigour. Research validation, as defined by Creswell and Plano Clark (2007: 146), is the ability of the researcher to draw meaningful and accurate conclusions from all of the data in the study. McMillan and Schumacher (2010: 104) further assert that validity means the degree to which scientific explanations of a phenomenon match reality – thus the truthfulness of findings and conclusions. Building on the seminal works of Campbell and
Stanley (Campbell, 1957; Campbell & Stanley, 1963), and many others, Onwuegbuzie (2010) presented different threats to internal and external validity that might occur at the research design/data collection, data analysis, and/or data interpretation stages of the quantitative research process. Another very important work in validity in quantitative research is found in Shadish, Cook, and Campbell (2001). In ensuring the validity of this research project, the researcher conducted pilot interviews with two supervisors and two managed officials who were not part of the sampled district sub-directorates. The researcher also distributed 57 questionnaires to post level one teachers to test whether the interview and questionnaire questions tested what they were intended to test based on the research purpose. The outcomes of the pilot interviews and questionnaires were discussed with the researcher’s supervisor and the necessary changes were effected to enhance the data collection process. Member checking technique also enhanced validity of the data collection. Member checking is described as presenting a recording of an interview to the persons providing the information and asking for correction and comment (Stake, 2010: 126). Interviewees in this study, that is, the district officials, SMTs, as well as the SDTs were presented with the transcripts to check the correctness of the data they provided the researcher regarding the implementation of IQMS in their respective.

Fortunately, the data collected were confirmed as true reflection of what the informants provided and concurred with the transcripts. As the researcher, I therefore became content and confident with the data collected and analysed in this study. McMillan and Schumacher (2010: 179) define reliability as the consistency of measurement, the extent to which the results are similar over different forms of the same instrument or occasions of data collection. In conceptualising reliability, McMillan and Schumacher (2010: 179) further argue that reliability is the extent to which measures are free from error. If an instrument has little error, then it is reliable, and if it has a great deal of error, then it is unreliable. To determine that reliability is maintained in this study, the researcher has followed the following reliability procedures as explained by Creswell (2010: 190):

- checked transcripts to make sure that they do not contain obvious mistakes made during transcription, made sure that there is no drift in the definition of codes,
- a shift in the meaning of the codes during the process of coding and cross-checked codes developed by different researchers by comparing results that are independently derived. In enhancing reliability in this study,
• a standardised questioning was used during interviews with the aim of minimising
the effect of research bias.

Structured questionnaires were also used to collect the data from participants regarding the
same interview themes and the data collected were coded systematically. The researcher also
used the verbatim account strategy in order to reduce threads to reliability. Moreover, the
researcher, in enhancing reliability in this study, further established the following strategies:
presented direct quotations and transcripts of the participants’ responses during interviews;
low-inference descriptors; used simple, clear and understandable language in both interviews
and questionnaires; and recorded all interviews in a voice recorder.

3.7 ETHICAL CONSIDERATIONS

Ethics is a branch of philosophy and theology that deals with the question of ‘what ought to
be done’ and involves a study of behaviour, posing questions concerning moral and
responsible research (Singleton & Straits, 1999). Therefore, to be ethical in research is to
conform to accepted professional research practice. Terre Blanche and Durrheim (2002: 65)
add that “the essential purpose of ethical research planning is to protect the welfare and rights
of research participants”. The three principles to guide ethical decisions are participants’
autonomy, non-maleficence, and beneficence. To fulfil the first principle, participants’
autonomy, informed consent was obtained and confidentiality of the interviews was
emphasised.

Research ethics focuses on what is normally proper and improper when engaged with
participants or when accessing archival data. Many professional and governmental groups
have studied ethical issues in depth and published guidelines for planning and conducting
research in such a way as to protect the rights and welfare of the participants. The researcher
briefed the informants in advance on the purpose of the study, and they were assured that any
information provided by them would be used solely for the purpose of the study. The
researcher was honest and open about all aspects of the study.

Schumacher (2010) explains voluntary participation as when participants not compelled,
coerced or required to participate. They were also assured that they were free to withdraw
from the research at anytime if they so desired. Both anonymity and confidentiality were
explained to the respondents, and they were not subjected to any harm or danger. Their
names as well as those of their schools were not to be written on the questionnaires. Consent
was obtained from the respondents for their experiences to be published as part of the research. Permission was also granted by the Head of Department in the Department of Education (see Appendix A), Circuit Management (see Appendix C) and by all the principals of schools that were selected.

3.8 DATA ANALYSIS

Mixed analysis is the term used for analysing data in mixed research. Combs and Onwegbuzle (2010) state that mixed analysis involves both qualitative and quantitative analytical techniques within the same framework, which is either a priori, posteriorly or iteratively. It might be based on the one of the existing mixed methods research paradigms (e.g. pragmatism, transformative-emancipator) such that allows for triangulation of analysis which occurs concurrently in no chronological order. McMillan (2006) asserts that it is almost impossible to interpret data unless one also organises them. He further explains that mix-method researchers integrate the operations of organising, analysing and interpreting data and call the entire process data analysis. Schumacher (2010) concurs that mixed-method analysis and data collection is efficient, and data are combined and analysed at the same time in order to identify themes and trends.

The researcher collected data through the interviews, questionnaires and documents that were assembled, categorised and summarised into themes. Each questionnaire was analysed using simple statistics tables. Graphs and tables were used to present and interpret the participants’ responses. The researcher studied the data collected to extract meaning from different records of evidence to identify constructs of themes. These themes helped in providing explanations for the implementation of the IQMS in schools. These themes were drawn from the research questions which enabled the researcher to understand the IQMS as a DA tool for teachers in Ilembe District. The subthemes emerged from the critical synthesis of data collected as the researcher interpreted and analysed the data. These subthemes articulated the overall process of how the IQMS process evolved and were implemented in many public schools. Later the researcher used both qualitative and quantitative methods for data analysis, where SPSS was used. The first-hand information was obtained through transcripts which achieved the purpose of this study. The data were integrated and viewed holistically, and meanings and conclusions were drawn with the intention of providing the recommendations.
3.9 CHALLENGES ENCOUNTERED DURING THE DATA COLLECTION PROCESS

The was a challenge when administering the questionnaire and collecting it where participants were frank that researchers always treat confidentiality as the key to gain what they want but then they expose the participants in various ways. Although the letters confirming that the permission was granted by the Kwazulu-Natal Department of Education head office, the participants still claimed that officials were also humans subject to making mistakes. It was very hard sometimes because, even in the interviews, some participants had a serious negative attitude towards the policy that was being investigated which ended up causing some conflict with some appointments having to be postponed. Further difficulty was experiences with time wasted while waiting for participants to return the questionnaires. Nevertheless, the researcher learnt that there is nothing impossible when one is passionate and patience pays in the end.

3.10 CHAPTER SUMMARY

The literature review in Chapter 2 formed the basis of the interviews and structured questionnaires that were designed to obtain the understanding of teachers in respect of the IQMS as an appraisal tool for teachers in schools. In this chapter an explanation was provided of how the District Officials, Principals, Deputy Principals, HoDs, and post-level one teachers were sampled and the methodology that the researcher used in collecting data was also delineated. A mixed-methods design was used to evaluate the participants’ experience of the IQMS. The next chapter presents and analyses the data obtained from interviews, and questionnaires.
CHAPTER 4
ANALYSIS, PRESENTATION AND INTERPRETATION OF EMPIRICAL DATA

4.1 INTRODUCTION

In Chapter 3, the focus was on research design. This chapter focuses on analysis, presentation and interpretation of empirical data that were elicited from respondents by means of mixed methods research instruments, namely the questionnaires and interviews.

4.1.1 THE QUESTIONNAIRES

The researcher firstly organised the questionnaire data for analysis. A system of scoring was developed. For instance, responses from respondents were given identification numbers. The second step entailed the scoring of the questionnaires. The questionnaire followed a descriptive statistical data analysis as presented in the data collected from 57 questionnaires returned out of 60 distributed. A statistical system was used to analyse the data. Frequency tables and bar graphs were used to provide a visual presentation of the data provided in each section: Section A: the biographical information of the respondents, Section B professional development, Section C: problems encountered when implementing IQMS, Section D suggestions on the implementation of the IQMS: the general open-ended questions. In the analysis of the questionnaire, the Linker five-point scale was used to score responses namely: strongly agree (SA) and agree (A) were merged, undecided (U), strongly disagree (SD) and disagree (D) were merged. After scoring was done and checked by a qualified test-user, the results were transferred to a summary data sheet. The scores were systematically recorded. Each item was assigned its column. Since the data analysis involved item analysis from the questionnaire, the scores for each item were tabulated showing all the Linkert five-point scale then emerged the scores on the analysis.

When the statistical analyses were completed, the researcher rechecked the data. For instance, the original scores were rechecked together with the data sheets. The process of rechecking data by another person ensured the reliability of scores in the study.

For processing qualitative data gathered through interviews, the researcher firstly transcribed the views of the respondents from the digital voice recorder in order to develop a general sense of the data. The researcher thereafter coded the data using a tape recorder as a way of identifying respondents with whom interviews were held. The onus was on the researcher to
develop themes about the central phenomenon, on the basis of the responses given by the respondents. In analysing interview data, the researcher used thematic analysis, which involved reading verbatim transcripts, identifying possible themes, comparing and contrasting themes, and building theoretical models. The interviews were taking at least one hour but in some schools, it differs due to the size of the SDT members as well as the willingness of the participants. The researcher interviewed two district officials, ten school principals, six deputy principals, 10 HoDs and 38 post-level one teachers who were elected as part of the SDT members. The number of SDT members especially the post-level one teachers depended on the size of the school. Some schools were represented by the SMT in the place of the SDT. Below is the presentation, analysis and interpretation of empirical quantitative data in the study.

4.2 PRESENTATION, ANALYSIS AND INTERPRETATION OF EMPIRICAL QUANTITATIVE DATA

4.2.1 The Educators’ Questionnaires

The data analysis is based on the 57 questionnaires that were then returned. The researcher analysed the demographic and general information as follows:

4.2.1.1 Demographic and general information

This section of the questionnaire (A), giving demographic and general information, was completed by all respondents.

Table 4.1: Gender of respondents

<table>
<thead>
<tr>
<th>Gender of the respondents</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>Males</td>
<td>19</td>
<td>33</td>
</tr>
<tr>
<td>Females</td>
<td>38</td>
<td>67</td>
</tr>
<tr>
<td>Total</td>
<td>57</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 4.1 showed that a total population of 57 (n=57) responded. This table provided the researcher with the gender distribution of the respondents. In this table, 67% of the respondents were women, and 33% were men. The high percentage of women can be attributed either to ease of access or that fact that more female teachers than male teachers are
employed in the district. The other factor can be the enthusiasm that was shown by female teachers in the implementation of the IQMS.

Table 4.2: Teaching experience in years

<table>
<thead>
<tr>
<th>Experience patterns of the respondents</th>
<th>N</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>1-5 years</td>
<td>10</td>
<td>18</td>
</tr>
<tr>
<td>6-10 years</td>
<td>17</td>
<td>30</td>
</tr>
<tr>
<td>11-15 years</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>16-20 years</td>
<td>7</td>
<td>12</td>
</tr>
<tr>
<td>21-25 years</td>
<td>8</td>
<td>14</td>
</tr>
<tr>
<td>26-35 years</td>
<td>11</td>
<td>19</td>
</tr>
<tr>
<td>TOTAL</td>
<td>57</td>
<td>100</td>
</tr>
</tbody>
</table>

Table 4.2 reveals that 18% of the respondents had five years’ or less experience, 30% of the respondents had six or more years’ experience, 7% of the respondents had more than 10 years’ experience, and 12% had more than twenty years, 14% of the respondents had 25 years’ experience and above, and 19% had more than 30 years’ The data reveal that the respondents were experienced teachers and therefore able to provide valid and informed responses with regard to the IQMS as the DA tool for teachers.

Table 4.3: Academic qualifications of the respondents

<table>
<thead>
<tr>
<th>Items</th>
<th>Responses</th>
<th>Percentage</th>
</tr>
</thead>
<tbody>
<tr>
<td>Matric/STD</td>
<td>7</td>
<td>12</td>
</tr>
<tr>
<td>3-year (Bachelors) degree</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>PGCE</td>
<td>8</td>
<td>14</td>
</tr>
<tr>
<td>4-year (Bachelors) degree</td>
<td>24</td>
<td>42</td>
</tr>
<tr>
<td>Honours degree</td>
<td>10</td>
<td>18</td>
</tr>
<tr>
<td>Master’s degree</td>
<td>4</td>
<td>7</td>
</tr>
<tr>
<td>Doctoral degree</td>
<td>-</td>
<td>-</td>
</tr>
<tr>
<td>TOTAL</td>
<td>57</td>
<td>100%</td>
</tr>
</tbody>
</table>

Table 4.3 reveals that the number of respondents (42%) having a four-year Bachelor of Education degree suggests that participants were familiar with their professional development needs. Of the 57 respondents, a total of seven (12%) respondents had an STD. Four had a three-year degree, i.e. 7%, and eight (14%) had a PGCE. The largest group of teachers (42% of the total) had bachelor’s degree. 10 (18%) of the 57 respondents had an Honours degree, and four (7%) had a master’s degree. Considering the year when the IQMS was introduced, the categories above show that most teachers should be sufficiently informed of this tool.
# 4.2.1.2 Section B: Professional Development

Table 4.4: Professional development

<table>
<thead>
<tr>
<th>Item</th>
<th>SA</th>
<th>A</th>
<th>SD</th>
<th>D</th>
<th>U</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. I feel that the IQMS brought changes in schools.</td>
<td>N</td>
<td>25</td>
<td>15</td>
<td>10</td>
<td>5</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>43</td>
<td>26</td>
<td>18</td>
<td>9</td>
<td>4</td>
</tr>
<tr>
<td>2. I enjoy this appraisal because it offers teachers effective self-evaluation before they engage in the process.</td>
<td>N</td>
<td>30</td>
<td>10</td>
<td>8</td>
<td>7</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>53</td>
<td>18</td>
<td>14</td>
<td>12</td>
<td>3</td>
</tr>
<tr>
<td>3. I believe the organised teaching profession has developed an appraisal instrument (IQMS) that is acceptable to all stakeholders.</td>
<td>N</td>
<td>16</td>
<td>4</td>
<td>20</td>
<td>13</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>28</td>
<td>7</td>
<td>35</td>
<td>23</td>
<td>7</td>
</tr>
<tr>
<td>4. I feel that Performance Appraisal is a process of systematically evaluating performance and providing feedback on which performance adjustments can be made.</td>
<td>N</td>
<td>23</td>
<td>18</td>
<td>10</td>
<td>2</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>40</td>
<td>31</td>
<td>18</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td>5. I find the implementation of the IQMS interesting and effective.</td>
<td>N</td>
<td>26</td>
<td>15</td>
<td>4</td>
<td>8</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>46</td>
<td>26</td>
<td>7</td>
<td>14</td>
<td>7</td>
</tr>
<tr>
<td>6. I feel that since the IQMS is threefold it is difficult to implement it.</td>
<td>N</td>
<td>30</td>
<td>10</td>
<td>8</td>
<td>7</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>53</td>
<td>18</td>
<td>14</td>
<td>12</td>
<td>3</td>
</tr>
<tr>
<td>7. I feel the policy is well written but I am not sure how to implement it.</td>
<td>N</td>
<td>27</td>
<td>13</td>
<td>10</td>
<td>3</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>47</td>
<td>23</td>
<td>18</td>
<td>5</td>
<td>7</td>
</tr>
<tr>
<td>8. I believe that the IQMS enhances the development competency for teachers.</td>
<td>N</td>
<td>24</td>
<td>16</td>
<td>5</td>
<td>9</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>42</td>
<td>28</td>
<td>9</td>
<td>16</td>
<td>5</td>
</tr>
<tr>
<td>9. I have observed with dismay the process of implementing the IQMS.</td>
<td>N</td>
<td>9</td>
<td>5</td>
<td>26</td>
<td>15</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>16</td>
<td>9</td>
<td>46</td>
<td>26</td>
<td>3</td>
</tr>
<tr>
<td>10. I feel that tools such as reward systems, job design, leadership and training should be part of a comprehensive approach to managing performance.</td>
<td>N</td>
<td>21</td>
<td>19</td>
<td>2</td>
<td>10</td>
<td>5</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>37</td>
<td>33</td>
<td>3</td>
<td>18</td>
<td>9</td>
</tr>
<tr>
<td>11. I believe that PM plays a vital role in helping the organisation achieve its goals by providing a link between strategic planning and performance appraisal.</td>
<td>N</td>
<td>29</td>
<td>11</td>
<td>9</td>
<td>5</td>
<td>3</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>51</td>
<td>19</td>
<td>16</td>
<td>9</td>
<td>5</td>
</tr>
<tr>
<td>12. I feel the IQMS is based on the fundamental principle of lifelong learning and development.</td>
<td>N</td>
<td>40</td>
<td>5</td>
<td>4</td>
<td>6</td>
<td>2</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>70</td>
<td>9</td>
<td>7</td>
<td>11</td>
<td>3</td>
</tr>
<tr>
<td>13. I understand that this appraisal implies that one has to prioritise areas for development and growth throughout one’s career in education.</td>
<td>N</td>
<td>28</td>
<td>12</td>
<td>7</td>
<td>6</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>49</td>
<td>21</td>
<td>12</td>
<td>11</td>
<td>7</td>
</tr>
<tr>
<td>14. I believe that the IQMS serves the purpose of the DA to appraise individual teachers in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.</td>
<td>N</td>
<td>22</td>
<td>28</td>
<td>4</td>
<td>2</td>
<td>1</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>39</td>
<td>49</td>
<td>7</td>
<td>3</td>
<td>2</td>
</tr>
<tr>
<td>15. I feel that the purpose of PM which evaluates individual teachers for salary progression, grade progression, promotion and rewards and incentives is null and void.</td>
<td>N</td>
<td>20</td>
<td>21</td>
<td>5</td>
<td>7</td>
<td>4</td>
</tr>
<tr>
<td></td>
<td>%</td>
<td>35</td>
<td>37</td>
<td>9</td>
<td>12</td>
<td>7</td>
</tr>
</tbody>
</table>
Table 4.1 analyses the responses of participants from the questionnaire that was developed around critical areas in the implementation of IQMS areas: i.e. Changes through IQMS, effective self-evaluation, acceptable tool by relevant stakeholder, giving feedback, interesting and effective tool, uneasy policy, competency, intensive workshop, support by DSG, holistic evaluation through WSE, purpose of PM, transparency, IQMS principles, personal growth, IQM content, life-long learning, rewards and incentives, determination of strengths and weaknesses.

1. Changes through IQMS – The majority of respondents 69% agreed that there are changes that were brought by the IQMS, whilst 27% of the respondents disagreed that after the implementation of the IQMS they see changes; 4% of the respondents were undecided on the statement about change.

2. Effective self-evaluation – the majority of respondents 71% agreed that this form of appraisal contributes to self-evaluation which is the most critical part on the basis of the IQMS process. About 26% of the respondents disagreed that they self-was important or valuable while 3% of the respondents were undecided.

3. Acceptable tool by relevant stakeholders – Most of the respondents 58% disagreed that this form of appraisal for teachers is acceptable by stakeholders. Some of the respondents (35%) agreed that IQMS is accepted by relevant stakeholders. The minority of respondents 7% were undecided.

4. Giving feedback –The majority (71%) of the respondents agreed that IQMS provides teachers with feedback where performance adjustments can be easily handled. The minority of the sample 25% disagreed that they received feedback which made it very
hard to regard the IQMS process as an effective process while 4% of respondents were undecided.

5. Interesting and effective tool – most of the respondents (70%) agreed that this appraisal tool is interesting; 26% disagreed and 4% were undecided.

6. Uneasy policy - the majority of respondents (72%) felt that the IQMS policy is not easy to understand, whereas the minority 26% disagree and regard this policy as well written and easily understood by teachers. Of the respondents, 2% were undecided.

7. The policy is user friendly – the majority of respondents (70%) agreed that the policy was not easy to implement. However about 23% of the respondents disagreed that the IQMS policy is not user friendly. Of the respondents, 7% were undecided.

8. Competency – the majority (70%) agreed that IQMS does enhance teachers with development and competency. The 25% response was regarded as negative where teachers felt that IQMS does not develop them. A minority of the respondents were undecided.

9. Results on observation – 25% of the teachers were negatively disposed towards the IQMS. A sizable number of respondents (72%) disagreed that the process was poorly managed while 3% of the respondents were undecided.

10. Rewards and incentives – the majority of respondents 70% agreed that the process should include rewards and incentives as part of the appraisal, while 21% of the respondents disagreed that that this should be included as part of the IQMS process and 3% were undecided.

11. The purpose of Performance Management – the majority of respondents (70%) agreed that performance management plays a vital role in teacher appraisal. The minority of respondents 25% disagreed that performance management contributed to achieving the organisation’s goals, while 5% of the respondents were undecided.

12. Life-long learning – the majority of respondents (79%) agreed that IQMS principle is met by the continuing professional development of teachers. About 18% of the respondents disagreed while 3% of respondents were undecided.
13. Personal growth – The majority of respondents (70%) agreed that the teacher should prioritise the areas of development and personal growth before embarking on classroom observation when implementing IQMS. The minority of the respondents 23% disagreed while 7% of respondents were undecided.

14. Transparency through IQMS – the majority of respondents (88%) agreed that the purpose of IQMS is to appraise teachers in a transparent manner for the determination of strengths and weaknesses of the individual to be able to draft programmes for development. About 10% of the respondents disagreed that the IQMS was transparent while 2% were undecided.

15. Salary progression, incentives and promotion–the majority of the respondents (72%) agreed that promotions are not linked to the IQMS process. The minority of the respondents 21% disagreed and saw the IQMS process as serving its purpose. About 7% of the respondents were undecided.

16. Holistic evaluation through WSE–the majority of the respondents (70%) agreed that the IQMS process was not efficient or effective in terms of WSE, whilst about 23% of the respondents disagreed that WSE’s purpose is not served and 7% of the respondents were undecided.

17. Support by District officials – About 35% of the respondents agreed that there is no support given by the district officials in the implementation of the IQMS. However, 58% of the respondents disagreed indicating that the district officials did give support and 3% of the respondents were undecided.

18. Intensive workshop for SDT – the majority of respondents agreed that the SDT needs to undergo an intensive training before they can facilitate and monitor other teachers’ work. About 18% disagree that SDTs are not competent to monitor other teachers’ while 3% were undecided.

19. Co-operation shown by the DSG – a minority of respondents (27%) agree that the DSG co-operated effectively with the teachers concerns. The majority of respondents (68%) disagreed that the DSG co-operated with the teachers, while 5% were undecided.

20. IQMS is complicated – about 18% of the respondents agreed that IQMS is complicated, while the majority of respondents 73% disagreed that the IQMS is complicated which is
regarded as a positive response from the IQMS perspective. About 9% of the respondents were undecided.

4.2.1.3 Section C: Open-ended questions

The qualitative analysis has been arranged according to the themes that arose in the responses from teachers. Therefore, the open-ended questions are analysed on the qualitative section.

4.3 Findings from Interviews

The interview questions were based on the research questions which were driven by a clear, coherent inquiry into quality teaching and learning through staff appraisal which benefits the teachers in professional development and schools as organisations. To meet the requirements of confidentiality, the interview participants were coded as follows:

<table>
<thead>
<tr>
<th>District officials</th>
<th>DO1 – DO2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Principals</td>
<td>P1 – P10</td>
</tr>
<tr>
<td>Deputy principals</td>
<td>DP1 – DP6</td>
</tr>
<tr>
<td>Post-level teachers from the SDT</td>
<td>T1 – T38</td>
</tr>
<tr>
<td>HoDs</td>
<td>HoD1 – HoD10</td>
</tr>
</tbody>
</table>

4.3.1 The use of the IQMS as an effective DA tool

The participants felt that the IQMS is confusing and hard to implement as its emphasis was on appraising and developing educators. They argued that, if the process is not properly followed, this jeopardises professional development. In essence, the most fundamental purpose of the IQMS is to optimise objectives for the education system as a whole.

The following categories or subthemes arose from educators’ views about quality education across the board through the use of the IQMS:

1. Teachers’ understanding of the IQMS policy
2. Advocacy as the first stage of IQMS implementation
3. Training of teachers
4. Challenges besetting the implementation of the IQMS
5. Development of an effective appraisal tool for enhancing quality
4.3.2. Teachers’ understanding of the IQMS policy.

There was a general view held by many participants that the idea of introducing the IQMS in schools was a good one. This was supported by their assertion that since IQMS was introduced their understanding of curriculum implementation has improved significantly in recent years. This assertion did not in any way suggest that all teachers were supportive of this initiative to improve the quality of education. Some notable, contrary responses were captured. These respondents could not hide their long-held belief that the education system is heading towards disaster. This was evident during the in-depth interviews, which were intended to gauge their level of understanding of this policy. One of the highly-experienced teachers who was a member in the interview panel painted a very interesting picture:

T6: The IQMS policy, it seems, is richly made for professional development; nonetheless its implementation is time-consuming in my view. When this policy was introduced by the Department of Education, it was confusing and not easy to link to other structures, though it was an obligation to implement it.

There was a feeling of unhappiness about the manner in which this policy was implemented, as issues of timing and clarity seemed to be overshadowed by poor planning and preparation. The DBE has the responsibility to follow up on whether teachers have understood its significance. This policy, according to this respondent, needs acceptance from curriculum implementers first before it gets implemented in schools. The continual top-down approach tends to turn a good policy into a bad one as the response suggested that they were obliged to implement it against their will. In a similar study, Mtapuri (2014) supports the claim that when the IQMS was introduced, the principals were supposed to sell the idea, but some were against it owing to a lack of clarity. They felt left out when officials from the Department of Education were given the task implementing this process in schools. Not only were the principals against this policy, but their deputies and teachers in general did not understand what was at stake when the IQMS was introduced. This was supported by what the deputy principal in one of the schools had to say during his interview.

DP3: The introduction of the IQMS policy was the talk of the town, where the programme facilitators rushed into it as if they were doing an awareness campaign. No one was given an opportunity to digest and familiarise himself or herself with the policy, which resulted in its ignominy.
It is sad to note that many senior personnel in the DBE who were given the responsibility of implementing the policy were completely out of touch with the policy’s intention. This was an act of direct defiance on the part of some of the teachers, who claimed they were not given enough time to understand what to do. The fact that some went as far as to ignore the policy meant that there was a serious lack of responsibility on the part of the SMT. Two of the post-level one teachers alluded to the difficulties they come across each and every year they implement IQMS in schools:

T9: *I have been teaching for six years, but to be frank with you my understanding of the IQMS is not so pleasing. I believe there is quality promotion which overrides the whole idea. At the same time, we are told this will assist in evaluating teachers to get necessary points for a salary increase.*

T8 *You can believe this: not all of us are required to subject ourselves to scrutiny when a teacher or the HoD takes time to visit you without any prior arrangement. I find this absurd, and very disrespectful if that is what the policy requires.*

The fact that this process is carried out every year should mean that everyone is familiar by now with its basic intricacies and purpose, which is to champion the quality of curriculum delivery in schools. Many teachers believe that this policy was implemented precisely for promotion purposes and salary progression for those close to the highest decision-makers.

There is another side to this which is that teachers are not keen to read policies in general. The introduction of the IQMS was no exception, as teachers are completely clueless about what this policy stands for in the grander scheme of things. These results are very significant determining the general feeling of stakeholders about what the IQMS is, and why it was introduced in the first place in South African schools.

### 4.3.3 Advocacy as an initial stage in the IQMS implementation

Most participants were vocal about advocacy. Their argument was based on the assumption that some schools did not do the advocacy, and there was agreement that novice teachers needed more induction compared to experienced ones. The principals were responsible for running advocacy programmes with their staff. It is imperative that professional development for teachers is prioritised to ensure quality education. Producing a young generation that will contribute to the country’s economy can only be achieved through highly motivated and
qualified teachers. The responses that follow illustrate the way principals conducted the advocacy:

T27: *Without proper advocacy, nothing can be achieved... the process is all fake, principals don’t even bother about novice teachers who need that induction.*

Since the principals have to play a meaningful role in advocacy, failure to do so can lead to the subversion of the IQMS process. Such responsibility puts principals in danger of being unable to perform their duties satisfactorily. This was the view of one principal:

P7: *I am of the opinion that there must be a reason why one cannot do the advocacy, like if one is not attuned to novice teachers why should one bother experienced teachers with advocacy?*

Since advocacy in its narrow sense is to make the stakeholders aware of the policy, one can conclude that though it seems redundant for teachers who have been in the system for years, it is essential. For teachers to work smarter and harder, advocacy should be understood as an integral part of policy implementation. Regardless of teachers’ views that advocacy is needed only for first-time employees, the so-called policy orientation is crucial for every teacher at school to ensure effective policy implementation.

### 4.3.4 Training of teachers

The participants felt that advocacy differs from training in that it should address issues relating to the purpose, objectives and outcomes of the three programmes, that is the DA and WSE whereas training should focus on implementation in the school where everyone (appraisee and appraisers) is familiar with and understands the single instrument. Educators believe that the discrepancies will continue since the trainers themselves are still striving to get to grips with what they assume rather than what they know. This issue poses a threat beyond the processes of the IQMS because there is no prior questioning as to what extent the trainers are suitable for this training. The trainers are seniors, and therefore assumed (often wrongly) to be competent. The senior teacher representing the post-level 1 teacher was frank to say:

T37: *Educators were trained in how the process of the IQMS would take place, and what its main purpose was, but there is a misunderstanding which causes conflicts where some educators believe that we (SDT members) are perverts.*
There seems to be major discontent on the part of teachers with regard to the role played by the SDT in the IQMS process. First, the participants felt belittled by the SDT instructors. The main concern centres on how much the SDT knows about IQMS in general, and that rocky relationship plays out in the open where each side wishes to prove how much they know. The following statements were made by the SMT of a certain school where during the interview managers lamented this way:

**DP4** Our Department of Education is run by clueless hypocrites who always believe that teachers are stupid and have no idea about issues pertaining to their conduct. They bring well-articulated policies to us, including the IQMS, but fail to ensure proper implementation. We are professionals; we will engage with and study them. However, they impose them on us, and it is a big concern to us. Tell me how they expect us to take these policies seriously if they act like a bunch of crazy managers.

**P6** I feel most teachers respect our work when we run these workshops in schools; however, there are certain teachers who come to our workshop with their preconceived ideas. These ones tend to disrupt a lot and render our work useless by asking very irrelevant questions, and they are full of anger against some of us.

It appears that the relationship between teachers and the Department of Education is at a low ebb. One would expect an employer-employee relationship, but, on the contrary, all the effort the Department is making seems to fall on deaf ears. There is no healthy working relationship between these two stakeholders, and no one is willing to listen for the benefit of quality education in general. The other dominant player is teacher unions who have great power over what goes on in schools. They seem to hold the Department of Education to ransom with their rhetoric against the implementation of the IQMS. There was a sense of unhappiness among respondents that this policy was approved against their wishes. The following statements were confirmed by the HoD and one of the teachers, a staunch supporter of one the biggest teacher unions when he downplayed the knowledge principals have.

**T8:** My principal did attend an IQMS training workshop and she attempted to capacitate her teachers where one is not sure whether what she is saying is true because she’s was just reading a policy document as it is for us, when one can also read it.
HoD3: Training the educators in one day when they know that even the Department of Education failed to unpack the policy is a mystery on its own.

The above is predetermined in the ELRC (2003), that immediately after the advocacy, the SDT together with the SMT, should run a thorough training course for teachers to comprehend the IQMS and its purpose. Clearly, the structures concerned are not adhering to the IQMS policy. That is why there is an outcry by teachers who do not understand the policy.

4.3.5 Challenges faced while implementing the IQMS

The participants claimed that the only reason to implement the IQMS is to have evidence that the needs of the teachers are being diagnosed and then met. However, their problem was that of this collective inquiry approach when teachers collaborating with one another fail to go beyond their own practice. Teachers felt a lot of frustration and anger while the IQMS was in progress because some senior leaders tended to use the process as one of objection and fault-finding. Participants’ complaints in this matter were clear, as follows:

P3: Since the introduction of the IQMS, teaching and learning have been perceived as desirable, even though some attempts to implement it have been unsuccessful.

T5: In this thing (IQMS), there is no collegiality at all, and I don’t think there will ever be development because these people (senior leaders) use this thing as a punishment and professional disgrace instead of professional development.

The participants also felt that the major challenge was contextual. They were adamant that the IQMS is flawed in its content because it does not consider the contextual factors that affect the performance of the teacher. The one recurring factor was that of pupil-teacher ratios. One of the SDT members expressed her feelings while being interviewed thus:

T25: Each school has its own contextual factors, but being bound to a policy with objectives which cannot be met because of the pupil-teacher ratio, how can the Department view the benchmarks 1:35 (for secondary schools) and 1:40 (for primary schools) but we all sitting at 1:80 and above in our classrooms.

Makgato and Mji (2013) also indicated in their study that there is a need to undertake a rigorous investigation into the crisis faced by teachers in overcrowded and ill-equipped classrooms, which hampers the effective implementation of the IQMS. Some participants
indicated that the criteria and standards of the IQMS must be reviewed because they do not recognise the interdependence and mutual coherence of all aspects of a teacher’s responsibilities. One highly experienced teacher said:

T9: *On the issue of extramural activities, we are excluded because I am a “Scouter”, but I cannot be appraised or scored for scouting simply because it is not on the IQMS criteria or standards.*

Activities which do not appear in the criteria and standards of the IQMS should be treated as extramural activities for teachers to get scores. As the IQMS policy aims at improving the overall quality of education in South Africa, there should be a fruitful dialogue with supervisors and support services. Through collaboration, mentoring and guidance, teachers can diversify activities to align with the standards of the IQMS that should be achieved.

4.3.6 Developments in effective appraisal for enhancing quality education

The participants insist that the Department of Education’s objective should be to form well-ordered structures whose concern is to ensure quality teaching and learning. Teachers believe that for the DA tool to be effective, they should trust one another and be willing to improve their performance by reflecting together as professionals on their developmental needs. However, some participants believed that evaluation is needed for enhancing quality teaching and learning, and it should be a major activity in almost every school. With the focus on the IQMS as a DA tool, participants somehow believed that quality education was not meant to be measured with this tool, since teachers have norms of autonomy and professionalism that give them some discretion as to how much they will respond to given issues through their unions. Some of the participants were intractable where they felt that the IQMS is a generic strategy of quality improvement that allows for the development of models for improvement as stated by the members of the DSG. These were the views of the teachers concerned:

T7: *The DA tool (IQMS) does enhance quality education since it is an articulation and a quest for the development of teachers and the quality concept ensures customer focus and satisfaction. Rational decision-making based on facts and data observed in the classroom is goal-oriented.*

T19: *Educators entrust others with their own professional development. They wear a mask for one day, when all the teaching aids and every aspect covering diversity in a*
classroom is catered for, but after the evaluation, educators don’t care about ensuring quality teaching and learning.

DA should be an ongoing process, but the need for support from other structures concerned is essential. The above responses have raised questions in the Department of Education where the Ministerial Task Team has identified certain issues that are key to entrenching quality teaching and learning in South Africa through the IQMS (ERLC 2003). Seniors can monitor and guide teachers work, but one’s development should be measured by one’s accountability and personal growth.

4.4 PERFORMANCE APPRAISAL

Participants agreed that the principals need to carry out performance appraisals objectively in order to avoid preconceptions, prejudice and bias in relation to the objectives of the IQMS; teachers therefore need to be aware of the requirements of, the performance appraisal. They concurred that employees should be guided by this system, which aligns their development appraisal in a periodic process that assesses their job performance in relation to certain pre-established criteria and organisational objectives. Some respondents supported this statement, but others still maintained that appraising while one is teaching is not used for its intended purpose, but for fault-finding. One Head of Department made the following statement:

HoD5: This DA tool can only work out if the classroom visits are done quarterly so that we understand performance appraisal.

Most teachers seemed not to understand the effect of teacher appraisal on their career apart from salary progression. Only a small number of participants claimed that they were highly motivated by this developmental tool, and others said that they were only motivated by monetary incentives. It is believed that without any cooperation from the structures responsible for implementing the IQMS, objectives are unlikely to be achieved. However, managers should not use performance appraisal to threaten teachers on pay progression. One of the teachers, who was very emotional, perceived performance appraisal as follows:

T4: Performance appraisal will never be effective since the seniors are treating this process as punitive. Even when they are observing lessons they are just there to humiliate the teacher, not to appraise development.
Performance appraisal can be linked with that of monetary incentives because most participants see this appraisal system as ineffective without salary progression. Most teachers are influenced by the one percent increase in their salaries linked to their performances. However, failure to recognise teaching improvement through performance appraisal can lead to questionable school results.

4.4.1 The Relationship existing between Circuits and Schools in the Development of Teachers in Schools Aligned with IQMS Policy

4.4.1.1 Intensive support by district officials to teachers identified needs

The district officials are bound to provide support to all the schools according to the needs of each teacher specified in the SIP, although this is problematic and it has been a long-held belief that the system is burdensome, making every structure work in an absurd way. The following statements of the district officials interviewed supported this:

**DO1:** I have been in the district for six years, but to be frank with you, my understanding of the IQMS is not so pleasing. I believe there is quality promotion that overrides the whole idea. We are only advised by our seniors to send out circulars for implementation process and receive SIPs; that’s all I can tell you.

**DO2:** I have never been to schools to equip teachers with the skills needed for their improvement or professional development, IQMS process is only done on paper; everything is digested and familiarised there which resulted in its ignominy.

A collaborative and constructive contribution on the use of the IQMS by district officials could help schools to function better. These officials are relied upon to come up with techniques of creative problem-solving since teachers’ protest that this instrument is problematic and not easy to understand.

4.4.1.2 Moderation of evaluated results received from schools

The district officials have a responsibility to moderate evaluation results of schools for filing and as evidence that implementation have taken place. These results form part of the summary, which gives the overall spectrum of each teacher’s work. The following are the statements of district officials confirming on the evaluation results:

**DO1:** I do receive and control IQMS evaluation results for the sake of having records.
DO2: Moderating such results has never really arrives on time due to lack of time management that is shown by some of the schools so moderation is always possible to be delayed but it does happen.

The district officials confuse time management and planning where at first it was clearly made that planning and issuing of circulars, which guide the entire implementation of IQMS, are essential. The confusion further compromises the relationship these officials are obligated to maintain. These two views are not reconcilable with what has been said early.

4.4.1.3 Continuous monitoring and feedback

The implementation of the IQMS in schools must be an ongoing process. It would be a misdemeanour for teachers to refrain from such engagement that is needed to quality assures teaching and learning. The feedback given back to schools is essential to limit the constraints demonstrated by each teacher in the SIP. The district officials had the following views on continuous monitoring and feedback:

DO1: I do monitoring which is the key to achieve IQMS objectives and visit the schools to support but especially giving those guidelines and support where needed.

DO2: Since I felt that IQMS process is just on paper, I do not visit schools for monitoring. I also write on paper all the measures that can be used if it is done somehow.

The participants feel that there is no support given by the district officials whose duty is to review a sample of the evaluations to ensure their consistency, fairness and relevance to the school plan. The regular report that the district officials have to give after receiving the SIP have to meet the needs of each teacher identified for development. The necessary arrangements the district officials have to make have to run concurrently through effective planning. The following remark was raised by one of the circuit managers:

DO2: The IQMS policy demands a lot from us in a year since in all three terms we have to receive the schools’ different SIPs in which at least two developmental cycles should have been managed. However, it is the schools that do not stick with the process chronologically by not submitting anything to the district office.

It was evident that there is no support from the district officials because even the principals indicated that the regional/district officials only come at the end of the year and underscore
their performance, even if they find it poor. They do not come back to give support. One principal described the situation this way:

P6: The district officials will only come to the school to ensure that there was something done for the IQMS, not for supporting and addressing issues raised while implementing this evaluation tool.

Barriers that seem to be preventing the effective implementation of the IQMS are not addressed by the district officials. It is distressing that bureaucratic mismanagement affects the programmes designed for schools to ensure quality. Quality education has raised interest and concern for over a decade in schools, but it seems to be ignored by irresponsible managers. One teacher commented as follows:

T30: ‘The problem with this system is that fundamental change lies upon the shoulders of the departmental officials who lack responsibility. The IQMS is just a tool with which district officials satisfy their wish for power and position.’

Effective structuring and strengthening of the desired objectives of IQMS have been elusive; fundamental guidance on the system should be provided by the officials, but the IQMS is being driven by untrained and uneducated policy facilitators. The IQMS requires the district officials to make profound and comprehensive alterations in their management practice. Their failure to do so brings about no improvements in the system of education. However, not all district officials are treating this process of establishing the IQMS like a dictatorship, but they are encouraging employees to identify their strengths and weaknesses, so that they can attend to them. When teachers are guided through the process, treated with decency, monitored and supported with programmes which articulate each individual need, the IQMS objectives and aims are fulfilled. This was the comment from one of the teachers as captured below:

T34: District officials do commit themselves in providing the conceptual framework for understanding the whole process of IQMS and its implementation. In my school, they even gave us feedback. The only thing that makes this tool futile is when individuals’ development programmes are improvised.

It is evident that there is no relationship between the district officials and schools because once the district office receives the SIPs from each school, the relevant office must incorporate its own improvement plan. This plan constitutes different programmes that should be offered for support in schools. The failures caused by the reluctance of some
district officials to play their designated role result in teachers lacking confidence and resisting the implementation of the IQMS. However, programmes that inform educators of professional developments require educators to make necessary arrangements to attend. There was an outcry when they did not attend because of insufficient funds. It is an embarrassment to see people who should be reviewing and planning in the light of progress made and identifying new priorities, paying little attention to the process. On the issue of activity designed for professional development, this was stated by one of the teachers:

T29: This system of the IQMS is very repellent because the district officials failed to draw up programmes that would meet individual needs, and asked us to attend a cluster professional development workshop. How can my needs be the same as that of other teachers’ needs? They will differ according to context.

From the outset, the district officials’ responsibility, even in the limited context of training, was to achieve the objectives of the IQMS. Their duties were to be concerned with that of satisfying managerial and accountability demands. Failing to support teachers is worsening the gaps in the system caused by developing programmes that they see these as an unnecessary expense. The district officials should strive for strategies which will enhance teacher development so that schools can benefit.

4.4.2 The SDT as a Functional Structure of the IQMS

There were mixed emotions about the SDT in that some participants confirmed that the establishment of the Staff Development Team was always fair and transparent since all protocols were considered. However, some thought that there was no transparency in this establishment because in their schools post-level1 educators are not involved; they are constituted of the SMT only. The majority of participants concurred that the SDTs do give constant support and ensure the effectiveness of the IQMS in schools since they are the overseers of other teachers’ work. This was revealed by a teacher concerned:

T22: The SDT facilitates and gives guidance in the absence of the principal; the principal just makes it his/her duty to coordinate activities pertaining to staff development. It is sometimes difficult to be totally objective in my work in the management of this initiative.

What is to be noted is that the teachers are observant of the initiative taken by the principal of the school in taking DA seriously and making it effective. Since principals are not showing
any commitment towards achieving the intent and purpose of the IQMS, it is believed that the objectives would not be achieved. When principals shift every duty to the other SDT members, it causes misunderstandings and tensions among employees. This was one of the comments from an SDT member:

T33: *Conducting training for all educators, making every resource needed available, preparing and monitoring the management plan for the IQMS has never been an easy task, but it’s all about accountability. ...but to be told by other colleagues that you are incompetent to manage their work is repellent. It worsens the situation when the principal has no support as the senior member of the structure.*

Collegiality can work as an effective ingredient in IQMS implementation. Conflicts arise in educational organisations when one is not trusted in a certain position, especially in monitoring and assessing other people’s work. Good performance can be hampered, which can lead to disastrous teaching and learning. When the SDT is elected, they should not exclude post-level1 educators to be part of the SDT, as that might imply an abuse of power. Principals should rather get everyone working together if the aim is to achieve IQMS objectives and enhance quality teaching and learning. The following were the comments of one highly experienced teacher:

T34: ‘*My concern is that the SDT themselves do not honour the policy and its aims, because they just score themselves while pushing us to do classroom observation.*’

There is a belief that the IQMS is the only tool that can inculcate transparency and mutual understanding among staff members. There can be no poor performance in school for either teachers or learners. There is evidence that the SDT does not lead by example since they are the overseers of the IQMS process. However, they cheat and threaten other educators in classroom observation.

**4.4.3 Quality Teaching and Learning through Effective Leaders**

Out of 38 participants, 30 of respondents were pointing fingers at the school leaders for lacking professional standing by imposing their will on others even destroying their potential through development appraisal. It is evident that the IQMS does provide a framework which potentially enables teachers to develop their skills of managing and improving their own performance so that they can manage and enhance the learning of learners (Lumby, 2003). The participants’ responses were vague since they believed that managers do provide a way
to ensure quality education through the use of the appraisal tool IQMS, but lack monitoring and support from time to time. The participants make the following comments:

T8: *Yes, management does enhance quality education by developing operating principles and values linked with IQMS policy, which creates an environment for continuous improvement, but the problem is they don’t manage those processes.*

T6: *Management Teams do not monitor both what they are saying about the IQMS and the end result of it.*

Poor management leads to poor performance of learners; as a result, the teachers’ performance affects the implementation of the curriculum.

### 4.4.4 Key Role Players Total Quality Management

The participants referred to the unions as the most powerful structures which cannot be left out when talking about quality management through the use of the IQMS. They believed that the unions’ views strengthened quality management in terms of product and customer service. They also indicated that the teachers are closest to the customers. This means that teachers are perceived to be the only ones who can best deliver quality education to the customers. Therefore, it is essential for top management to be in the same level of understanding the IQMS content with the teachers for the benefit of the clients. Comparing the traditional management system with TQM the customers are at the base of the top-down management structure, but unions promote total quality in teaching and learning. One of the teachers supported the above assertion with this remark:

T4: *It is better when the IQMS workshop is conducted by unions because they will inculcate quality education through TQM However, principals see this as a competitive programme.*

There was a serious problem with this expectation from teachers: the question remains about whether unions can be mandated to conduct such a professional workshop. This implies the need for a deeper understanding of accountability in education. The system cannot allow other stakeholders to take over such a programme because they have their own interests to promote. The disagreements caused by the expectations and requirements of stakeholders could be disastrous for this instrument. Since all structures involved are striving to achieve
IQMS objectives, the issue of quality management should not be debatable. Meeting the minimum requirements of quality assurance standards should be prioritised.

4.4.5 The Use of IQMS to promote Accountability in terms of Self-Assessment

The majority of teachers find it very easy to score themselves, but they lack the concept of accountability, which embodies the objectives of the IQMS. As many teachers perceive IQMS procedures as not beneficial to professional growth, they do not think that there is a tight fit between staff development and the needs of teachers. Both these items beg for a closer collaboration between the designers and implementers of these programmes. These were the comments of teachers:

T15: ‘IQMS have no evidence whether educators embarked on a process or not since the seniors are not accountable. How can I be accountable? My friend (peer) is always by herself in the absence of the senior. We just score ourselves, that’s all’

T12: For me accountability is very important, where all of us are subjected to a fair system. Senior members believe this tool only applies to teachers on the ground. After the results, no one is responsible for talking about the results of the IQMS, but you are sent from pillar to post.

The above citations from these two teachers puts in a nutshell the paramount importance of promoting accountability and personal growth through self-assessment. For ongoing professional development to be effective, it should mean that the capabilities and potential of the teachers are fully used. Teachers should collaborate with senior educators in order to meet the demands of the IQMS. It is essential that teachers should treat the discourse of professional development as a true reflection of their need for improvement.

4.4.6 Self-evaluation as Part of the Process

The majority of respondents often do self-evaluation before being evaluated by their DSG. Almost all of the respondents agreed that they evaluated themselves first, but a few indicated that they did not. In order for the educators to know that they have performed well and that the score they have received is what they are expecting, it is of paramount importance that they must first do self-evaluation. There is a problem with those teachers who do not do self-evaluation because it appears that they are unaware of this aspect of the policy. Motivating staff before self-evaluation might contribute towards making this process as genuine as
possible in the eyes of the teachers, and create a true sense of commitment to quality teaching and learning. This was confirmed by the educator who has been a Head of Department in the Intermediate Phase.

HoD 9: Self-evaluation gives the essence of what the teacher will achieve when assessed by the DSG. Then how can the educator cheat and not do the self-evaluation, because it will be revealed at the end of classroom observation.

Self-evaluation criteria may not lay a trap for deceitful teachers after classroom observation since this can lower the teachers’ morale. Self-evaluation is a fundamental component of the IQMS process because for the appraisal to be fair and just, teachers reflect on their own practice before others can make recommendations and suggestions. The self-evaluation instrument helps to guide all the structures to be as transparent as possible and make it easy to reach a consensus.

4.4.7 The Observation of Educators in Practice for Performance Measurement

Participants agreed that since the IQMS involves money, little transparency is shown more cheating takes place, because teachers have to have enough evidence like minutes of various meetings before the final evaluation to make sufficient progress in order qualify for pay progression. There were mixed feelings about the DSGs giving support. Some said DSGs are fully involved in mentoring and supporting the educator in the development of the PGP, and others complained that the DSGs had no clear idea of the performance standards as the criteria of use in appraising the teacher. Here are the teachers’ remarks:

T2: My DSG was with me from the 1st quarter till the summative. The guidance that it brought made an enormous impact in my professional development.

T15: I don’t even know what my DSG look like after the self-evaluation summative was done in writing; there was nothing practical.

When the DSG evaluates the teachers’ work, the evaluation should meet the required accountability demands to warrant a salary increase. There was clear evidence that the process is disrupted where observations and evaluations take place over two quarters. Despite the indisputable differences between teachers who teach at different levels or phases, all teachers should be respected as professionals, and certainly should be given the proper status
that such a role deserves. However, some of the participants made judgements based on the issue of PM and its process, one of the most notable comment is captured below:

T27: *My question is what professional teachers does this IQMS aim to develop, where teachers who do not understand the content of the subject are compelled to be senior educators and they are the part of the DSG? This is all a joke.*

It is apparent that certain significant adjustments and changes may need to take place in the light of the evidence presented. The DSG should make possible future improvements and associated training and development of educators. Therefore, teachers should not be regarded as passive objects of control since they have the ability to accept, reject and rethink, rebel against or conform to changes imposed on them. Based on the research participants’ point of view, it would seem that the DSGs are not performing their duties as expected. Some teachers appeared not to know what was expected of them as their DSGs did not meet them and they regarded DSGs as unsupportive. The above comments and conclusions were partly nullified by the comment made by the teacher who stated thus:

T30: *I am of the opinion that the DSGs are irresponsible because in high schools the senior educator should be an educator who is a specialist in a certain Department, then there is no way where that person can lack understanding of the content delivered by the educator observed. However, the DSG member might not be an expert in the content delivered, but a professional who reinforces quality education through performance appraisal.*

The DSG is regarded as a highly-qualified structure which provides the opportunity for constructive engagement around what teachers need to do for themselves, and what needs to be done by the school in terms of mentoring and support. It is evident that the DSGs in high schools are implementing the IQMS. Nonetheless schools differ in managerial practices, and these might succeed or fail in achieving the objectives of the IQMS.

**4.5 THE PROBLEMS ENCOUNTERED WHEN ASSESSING AND MONITORING TEACHERS PGPS**

Almost all SDT members concurred that when assessing teachers’ PGPs, many flaws surfaced, which was an indication that educators still do not know how to complete the PGP and contextualise the IQMS content. It is therefore evident that the more teachers disrupt the IQMS process, the higher the number of ineffective teachers produced in schools. The
evidence of such disruption clearly surfaced during one of the interview with one of the teachers:

T3: *Though teachers are trained before the process of the IQMS, their failure to understand the IQMS is augmented on their PGP.*

There is a need to refine the policy itself, which might benefit teachers who complain that they are still finding it difficult to comprehend the process needed to achieve the IQMS objectives. This speaks to the need for professional development initiatives geared towards addressing such shortcomings which can only be measured through the performance of the teacher, including completing the PGP with understanding and enthusiasm that results from self-evaluation throughout the process of the IQMS.

### 4.5.1 Educators’ Experiences with regard to the Implementation of the IQMS

Participants claimed that it is only post-level one teachers who wish to become more competent in their current areas of specialisation who treat the implementation of the IQMS more seriously. There were mixed feelings among the participants who perceived the implementation of the IQMS as judgemental. One of the experienced teachers stated the following:

T6: *It is something that wastes time for teaching and learning and allows others to punish others in disguise.*

However, some treated the process as a professional instrument that enhances professional development related to curriculum management standards like personal growth and accountability.

Generally, all principals perceived the implementation of IQMS as a process that is mandatory since they have no way to amend it at school level. Although the Department requires the implementation of the policy, principals somehow see this process as unacceptable and just the waste of time.

P6: *Teachers have a negative attitude towards it, and they just do it because the Department wants it.*

From the perspective of principals, IQMS implementation in schools is problematic, since teachers view the IQMS as ambiguous and not suitable for their practical realities. The
refusal of teachers to accommodate programmes especially designed to enhance the quality of school education, cannot stop the structures involved from giving the support required. Though teachers are compelled to reflect critically on their own performance, there should be some means of reducing uncertainties and barriers teachers encounter while implementing the IQMS.

**4.6 THE IMPACT AND EFFECTIVENESS OF THE IQMS.**

There is a belief among most participants that professional development through the IQMS raises the quality of teacher performance, and learners’ experience and achievement. Segoe (2014) says that there are various reasons for undertaking professional development, such as improving job performance, and extending the teacher’s experience for career development or promotion. The use of IQMS in the professional development precisely identifies the specific needs of teachers, schools and districts, provides support for continued growth, promotes accountability, monitors the school’s overall effectiveness, and evaluates teachers’ performance. However, certain teachers claim that the IQMS rarely makes any changes in quality assurance, but rather worsens the situation by taking up valuable time. One teacher commented as follows:

T5: *The IQMS has a great impact on professional development since one has to face curriculum changes, but it wastes our time since it has to be done in all three terms...think about the workload that one is faced with, and how one can function effectively.*

The system of education and its effectiveness is measured through the learners’ results; it is believed that when the learners’ performance is very high, quality teachers are retained. Even when the curriculum changes that should not affect both teachers’ and learners’ performance if all teachers understand the impact of the IQMS in the broad sense. In a study conducted by Clarke (2007), it is shown that the increase of teachers’ workloads due to constant changes in the curriculum is a major limitation of the IQMS. The philosophy underlying the principles of the IQMS can only be effective if all the gaps found are addressed.

**4.6.1 The IQMS as a Reward System**

Participants complain that since the IQMS is a reward system a lot of information is fabricated. This practice, as alleged by the participants, does not match the aims of the IQMS. They pointed out that some forms were signed by the DSG without even consulting the
teacher concerned. The participants have treated this system as paper-driven, since some are sceptical of the IQMS content. Through such misinformation, nepotism appears to be rife throughout the process and no-one can tell whether someone has cheated. One of the participants shed some light in the following way:

T9: *The forms should go, and [they should] bring back our 1% progression. That’s all that matters.*

If the teacher has performed according to expectations, that qualifies him/her to get a one percent increase. The above comment indicates that this financial incentive that is dependent on teachers’ professional development has made some teachers feel obliged to give their peers high scores in order to qualify for the one percent pay progression. Some educators criticise this reward system for making teachers disregard accountability and personal growth, and focus only on the incentive. The following comments show educators’ mixed feelings about the one percent pay progression:

T11: *There will be no change in this system because the SDT and the DSG were just not ruthless towards incompetent educators who cheated their way to a 1% increase in pay.*

T26: *How could the government be so absolute on giving us 1% after such a sacrifice? There will never be any changes in the DA because this pay progression is too small for this strenuous system to be implemented.*

It is clear that the IQMS is still taking place in schools because of this pay progression; otherwise this tool would not be adopted. One can only conclude that there is a lack of advocacy and training for essential DA.

### 4.6.2 The Lack of Funds for the Implementation of the IQMS

Since implementing the IQMS requires time, and especially money, some participants grumbled that they were short of policy documents and they only belonged to the SMT. It was clear that the Department did not anticipate many critical reactions from the school reports. The interview with one of the SDT members made it clear that their concerns had not been addressed since their school had no funds to make such documents available. A highly-experienced SDT member shared her experience on how schools suffer for newly-appointed teachers who needs IQMS policy documents, as follows:
What can you do if the Department doesn’t bother to ensure that documents are delivered in schools? In my school, we were told there are no funds to activate a stagnant system that is not changing anyone for the better but rather for the worse.

From the statement above, it is clear that the Department of Education has insufficient funds to run the system smoothly and effectively.

4.6.3 The Feedback and Programmes for Individuals on Post Process

Participants stressed that they went all out in complying with the IQMS process, to accomplish its objectives and ensure that quality standards are consistently maintained. However, frustration set in when the participants realised that they were not receiving feedback after submitting their files.

T20: I’ve been teaching in this school since the arrival of this DA tool, but have only met the district official once. It’s been quite a number of years now, but the school has not received any feedback on issues arising in the process.

Participants saw no benefit thing that in the IQMS which should comprise a network of interdependent and synergistic components; but, if these components do not work together, this will not enable one to attain clearly stated goals. Respondents viewed quality education as something which cannot be achieved by accident or by management dictate. This was conceded in his interview by one of the deputy principals:

DP5: The IQMS can only be an effective instrument for developing educators if the Department of Education can allow schools to draw up their own standards to link with those of the IQMS policy, since schools differ in their contexts.

The importance of the improvement in teacher development through IQMS can only be effective and efficient if management teams allow educators at school level to raise concerns of their limitations like overcrowded classrooms.

4.6.4 Expectations of Teachers through the Implementation of the IQMS Process

The participants were adamant that the IQMS policy has great merit, but cautioned that DA should be managed by managers who are fully committed to the process and tight monitoring and support should be intensified throughout the implementation process. The mixed feelings of teachers about their expectations when implementing IQMS are captured as follows:
T23: *My expectations are to see the IQMS playing a vital role in my professional development, and that I shall be able to compete successfully globally.*

T4: *It is frustrating to see that to meet the expectations of the IQMS policy I must rely on a reluctant manager or group.*

School principals have an active role in initiating all programmes designed for professional development and in defusing resistance, although the teacher who desires his/her own professional growth is the one to assess his/her ability to make progress. Frustrations should not persist if the principal facilitates the procedures that will enable all educators to meet their expectations in implementing the IQMS.

**4.6.5 The Common Understanding of Quality and Change in Schools**

There was a mutual understanding among teachers that professional development as an aspect of the IQMS is of paramount importance for improving teachers’ knowledge and skills in order to enhance quality teaching and learning. They perceived successful change as that where teachers’ perceptions are well understood by their facilitators. However, teachers must have insight into their own perceptions. They have understood that the quality of education is affected by, among other things, the system of educational provision, as well as incompetent teachers. A highly-experienced teacher commented that IQMS will only be effective in the following statement:

T34: *The IQMS does enhance quality teaching and learning in schools, but only when the following are taken into account: advocacy and training, self-evaluation, peer appraisal, the development of PGPs, classroom observation, and feedback from the district officials.*

The above citation is evidence of what teachers are passionate about and capable of in ensuring quality and change in schools through the effective use of the IQMS. Although teachers cannot be seen as the sole determinants of the success of change, they nevertheless fulfil a key role in the process of change by determining what happens in the classroom. One would agree that quality and change in schools can only gain its momentum where intensive support is given by those involved in the change to those implementing it.
4.6.6 Management Contributions through the IQMS

Participants applauded the IQMS as an effective DA tool used by SMTs in, for example, classroom visits. Through constructive inspection on the part of the district officials, participants considered the IQMS capable of achieving its goals and ensuring collegiality. There were mixed feelings on this among the respondents as reflected in the excerpts below:

T12: ‘Before this process of IQMS was introduced SMTs were using classroom visits as fault-finding and punitive, not taking into account the developmental aspect of the educator’s profession.’

P1: ‘To be honest, the purpose of classroom visits was not to equip teachers with skills, but to pursue existing conflicts between the teachers and the SGM.’

T17: ‘Yes, one cannot deny that some of our colleagues are reluctant, but even now through this IQMS thing we are threatened and undermined by our superiors.’

The SMT should be entrusted with promoting and ensuring an atmosphere of openness in schools, conducive to resolving the defects in and tensions aroused by the IQMS policy. Educators should be given room for improvement, free of judgmental attitudes on the part of their assessors, on the basis of their DA.

4.6.7 Understanding Conflict through Self-Appraisal

Participants were advised that classroom visits were not aimed at fault-finding and criticism, but at diagnosing teachers’ needs for professional development. This opportunity for self-appraisal produced a positive attitude to classroom observation which was construed as useful to their professional development. These were the words from two members of the DSG:

T32: If one can truly identify gaps in one’s own performance, there should be no conflict because one discovers first the gaps through self-appraisal before the ultimate evaluation by the DSGs.

T29: The IQMS does promotes mutual understanding among employees in identifying one’s needs and seeking for help on relevant structures.

It was observed that the conflicts among employees after classroom visits were given concrete and sustainable remediation through the use of self-appraisal. Transparency and open discussions showed a clear willingness to learn through the initiative of self-appraisal.
One can conclude that the arrival of the IQMS made a great impact on avoiding conflicts and handling those that did arise with care.

4.6.8 IQMS enhances School Culture

Most participants perceive IQMS differently based on their school culture, which differs from place to place. Some regard DA as static and disruptive to the school culture, but more were keen to use this tool to enhance it. The mixed feelings about IQMS are captured in the extracts below:

T14: ‘How can this tool enhance the school culture? This process leaves learners unattended by their educators observing others. This system encourages learners to be disruptive and annoying.’

T13: ‘The curriculum changes often, therefore it requires educators who know what can be suitable for enhancing the school culture. If the curriculum change affects certain programmes, how can your profession not be affected?’

There is no way that the IQMS policy can be implemented without leaving the learners alone in some of the classrooms, this has negative consequences. The curriculum that is offered in schools promotes self-respect in both teachers and learners. Learners can learn from their peers in the absence of their teachers; but it was observed that some participants saw this as threatening to other learners who might be victims of bullying.

4.6.9 The Role of the Grievance Committee in the IQMS Process

Most of the participants agreed that teachers of the same school have different understandings of the IQMS as an appraisal instrument. These discrepancies led to conflicts among staff. The most serious concerns teachers had were that the school grievance committee was never available to attend to their issues. They complained that they only read about the existence of a circuit grievance committee in the IQMS policy, which comprised the following:

- The circuit manager – chairperson.
- Where necessary the circuit managers may come from a neighbouring circuit to preside over the matter.
- Two other officials from each of the unions that are admitted to the ERLC.
They also raised the concern that they read that this structure is responsible for resolving any grievance or disagreements that have been referred to it by the school grievance committee. Participants protested that only the unions are always supportive in such cases. This prompted further dissatisfaction about how the system works, including this sentiment from one of the senior teachers:

T2: I’m about to exit the system, but conflicts do arise at school when implementing IQMS, but I have never seen a school grievance committee. I have only read about the circuit one.

Interviews with the school principals revealed that conflicts during the implementation of the IQMS process does occur. However, they spoke different perspectives on the school grievance committee. The following statements were made by the principals:

P5: I do have a grievance committee in my school; I fully understand the situation where one has a query to make after being scored.

P2: The school grievance committee has never been an issue in my school because I can handle conflicts myself.

The existence of grievance committees in schools which teachers know nothing about is a very serious concern because it denies teachers the opportunity to have their problems attended to if they were not fairly scored by their DSG of if they are not satisfied with the score they received.

4.7 CHAPTER SUMMARY

This chapter focused on the analysis, interpretation and presentation of the empirical data based on the responses given by the respondents. For it to be understandable, the data was also placed indifferent tables. The findings revealed that chapter, four data sets were analysed and presented. Interviews conducted were transcribed in verbatim and further categorised into themes. The data from questionnaires were analysed descriptively using frequency tables. Questionnaires responses were presented in juxtaposition with responses from the interviews in order to bring wholeness to the data. The presentation of the findings consisted of detailed discussion from the analysed data. A full overview of the research findings of is presented in chapter 5.
CHAPTER 5
RESEARCH FINDINGS, RECOMMENDATIONS AND CONCLUSION

5.1 INTRODUCTION

The main objective of this research report was to make *an evaluation of the integrated quality management system as a DA tool for teachers in the iLembe District, KwaZulu-Natal*. This chapter summarises the main findings from this research report. The objectives of this study, as outlined in Chapter 1, were: to determine whether teachers have found the use of IQMS effective as a DA tool; to explore whether effective relationships exist between circuits and schools in the development of teachers in schools aligned with the IQMS policy; and to determine whether the IQMS promotes accountability in terms of self-assessment. Conclusions and recommendations are drawn from the findings on whether DA does enhance quality education in schools. This chapter also makes suggestions for further research.

5.2 SUMMARY OF RESEARCH

This research study was based on the evaluation of the IQMS as an appraisal tool for teachers in iLembe District, Kwazulu-Natal. The IQMS has three components: the DAS, the WSE and the performance management and development system (PMDS). The study focused on teacher appraisal as the mechanism through which the above-mentioned integrated programmes should inform and strengthen one another, though that was impracticable. The results reveal that for the IQMS to be effective there is a need for each component to be reconceptualised within an integrated system made explicit to teachers. The results further reveal that the structures concerned did not streamline the process of implementation, which led to poor monitoring and inappropriate results.

It was hoped that the results of this study would shed some light on how the IQMS has increased teachers’ willingness to learn, improved results for learners in schools, and instituted quality education as an ongoing programme. This tool has addressed the issues the teachers have identified as relevant to their needs. In order for the IQMS to be effective, it should be understandable and communicated to teachers before being implemented. Professional development as an aspect of the IQMS could be a powerful strategy to improve the knowledge and skills of teachers in order to enhance the quality of teaching and learning in schools. These results also give substance to the argument that policy developers should diversify developmental programmes on offer to meet the needs of each individual as well as
school needs. The findings are summarised so that recommendations can be established for the purpose of redressing the flaws the study has exposed.

5.2.1 Relationship between District Officials and Schools

The collected data affirmed that as district officials are compelled to apply a series of support and techniques to diminish gaps shown in the implementation of the IQMS, it was evident that they still lack this responsibility. There was no provision of programmes suitable for quality assurance in schools. There was a communication breakdown where the schools were not supplied with information necessary to bring about continuity as the IQMS policy demands. The minimal involvement of the district officials disrupted the plan of some schools and positioned them to resist quality teaching and learning. Thus there is little evidence of the district officials having a good relationship with schools in implementing IQMS. The schools were operating under no guidance of local officials which teachers regarded as another form of coercion applied in their working environment. Although schools were fed with circulars informing them to embark on the process of IQMS, it was only in writing, and the essence of professional mentoring, monitoring and feedback was ineffectual.

5.2.2 Insufficient Training

The results from the research show that some teachers were not trained as required and as the IQMS stipulates. A variety of workshops were conducted in different districts in the province, the important parts of which were entrusted to the school managers since the principals were compelled to do the advocacy and training for their staff. In most schools, only the principals had received IQMS training, which later proved fruitless since some of these principals also grumbled that one-day training was not enough for them to effectively implement the IQMS. Training was the key for cascading knowledge and skills to teachers before the IQMS process began, but that was hampered by reluctant managers who failed to equip teachers with clarity and understanding of the IQMS content. That became evident through the poor performance of both teachers and learners. The in-service training was inadequate for teachers to take the initiative in developing themselves professionally, especially in uplifting and improving schools through providing quality teaching and learning.

The positive aspect of these results on training is that some principals were well equipped to train their staff to take the initiative and prioritise the objectives of the IQMS. The knowledge
and skills that were imparted to the teachers also led to highly-motivated teachers who were willing to enhance quality teaching and learning through professional development. However, in some schools reluctance gained its momentum even throughout the implementation process, since personal and intrinsic motivation was not developed more tightly and intensely in the training. The novice teachers were their trainers’ targeted group in attaining clear results from the IQMS so that they could learn to increase knowledge and skills.

5.2.3 The Understanding of the IQMS Policy Content by Teachers

The varied understandings of DA shown by teachers was evidence that teachers were poorly trained on the IQMS policy. Some teachers perceived DA as an instrument that played a vital role in improving their teaching skills to keep abreast of new educational trends. The teachers gained trust through the encouragement and support of their appraisers; they were able to identify their strengths and weaknesses in order to improve them. The study showed that planned and well-monitored DA processes were effective in improving teaching and learning in schools. This was the view of some of the principals who were supportive of the implementation of IQMS in their schools. However, the results pointed to some serious flaws in the policy, which shows that the school principals are having a problem because of overcrowded classrooms.

There were teachers who were striving to make sense of the policy, and were willing to learn through self-actualisation for personal growth through IQMS. These teachers knew they could be providing a model of lifelong learning for themselves to sustain improvement in the delivery of the IQMS objectives as well as that of the school mission. A challenge was demonstrated where some teachers showed their hostility to the IQMS policy, claiming that it was potentially very fruitful, but difficult to implement. Teachers ‘were then seen as full of negligence in undergoing transformation through professional development while they were obliged to it.

5.2.4 Accountability and Personal Growth

It was evident from the data collected that principals ensured that all teachers were responsible for their own professional growth and accountability. All teachers agreed that accountability was essential for quality teaching and learning. Accountability brought transparency, fairness and collegiality among teachers where monitoring other teachers’ work by the SDTs was not an issue. Teachers were able to evaluate other teachers’ performance
without any fear or confusion. Principals did not have to stress about teachers who took accountability seriously and responsibly. The teachers motivated themselves to benefit through accountability and personal growth in promoting quality education and were keen for learners’ success. Teachers ranked professional development as an instrument which would succeed in improving practice, but only when they were working together and being monitored, though there was a difference of opinion about principals shifting accountability to the STDs and DSGs. The study reveals that there was no support from the district officials, which disheartened members of other structures.

The irresponsibility of district officials and principals caused tension among staff members who saw the IQMS as punitive, with only the subordinates to be accountable, while their superiors were immune. The process of DA for teachers was also regarded as fraudulent when the DSGs scored teachers in their absence. This was observed where there was no true reflection of scores when matched with one’s file. One can conclude that the above was only done for pay progression and compliance with filing requirements.

5.2.5 Challenges encountered in IQMS Implementation

Principals found it very difficult to cope with the demands of the IQMS process, and forced the SDTs to threaten teachers by reminding them it was compulsory to undergo DA. Developmental Appraisal has been done over many years, but principals still lack to understanding of the objectives and aims of DA. There are issues which were left unattended by the Department of Education which need a full-blown set of strategies to address. The poor performance of teachers has come from lack of commitment and reports on teachers’ weaknesses that were also ignored. Some teachers were over-scored, and others underscored, and this was indicative of a process in total disarray among both internal and external evaluators. Since there was no grievance committee, teachers were not afforded an opportunity to express their concerns about some of the judgements. There was no coherent or logical process to be followed when making submissions to the district.

The performance standards of the IQMS did not measure teachers’ overall performance since contextual factors were not considered in the criteria. Performance standards, which seek for a conducive learning space, were regarded as a impossible to implement by teachers in overcrowded classrooms. Teachers overlooked the DA process where they felt it made their workload more burdensome while implementing the IQMS. The DA was viewed as time-consuming because nothing was drawn up or timetabled specifically for such evaluation. The
study also revealed the chaos where learners were left unattended while their teachers were appraising others, and as a result of supervision in some schools, learners were exercising brutalism to their classmates. It was discovered that almost all the schools’ running the implementation of IQMS process were measured as lacking in resources.

5.2.6 The Effectiveness of the IQMS in Educator Performance

The collected data affirm the long-held belief that through successful implementation IQMS, teachers’ performance improved. Most participants advised that for the IQMS implementation to be effective, it should be well-communicated, understandable and flexible in its application, taking into account the different circumstances of each school. The study also revealed that for professional development to be effective, teachers have to be self-directed. Most of these teachers were positively inclined towards the implementation of IQMS. The system had helped them to evaluate their strengths and weaknesses, and seek ways of meeting their professional needs. They had to adapt their performance to the school curriculum which, since its transformation, had annually yielded poor results.

There was a sizable number of participants 80% opposed to the IQMS claiming it had not improved their performance as they had been developing themselves, which had not been recognised by the Department of Education. The results also show that teachers’ development is needed but it remains unclear how to develop a policy that has such importance in schools. How to provide professional support is clear and well presented in the IQMS policy, but mismanaged by the structures concerned. Since teachers’ performance is measured in terms of learner outcomes, it is a concern that there are teachers who lack professional integrity and seem to disregard learner outcomes as important; good learners’ results are greatly to be valued in one’s professional development.

5.3 RECOMMENDATIONS

Based on the questions of this research as stated in Chapter 1 and the discussions that ensued, the following recommendations are advanced.

1 Review of the IQMS policy - Constant review of the Integrated Quality Management System is necessary at the level of both school level and by the Department of Education in order to evaluate the extent to which policies and procedures are being adhered to, and to ascertain whether developmental programmes identified for individual teachers and schools are followed through and are achieving their intended
objectives. This research recommends the breaking down of the three fundamental components, that is the Developmental Appraisal, the Performance Measurement and the Whole School Evaluation of this single tool since they all work differently, but for one purpose. As the Developmental Appraisal has not reached its full potential, it is questionable whether a single tool can perform three diverse functions.

2 **Intensive training** – training of teachers must be prioritised; it has to be continuous, and the focus should not be on novice teachers only, but on all teachers. Thorough training and workshops will eliminate confusion, collusion and incompetency shown by teachers while implementing the IQMS. The policy facilitators should ensure that they explain the content sufficiently to teachers to reduce poor performance and failure to identify one’s needs.

3 **Support by structures involved** – district officials should give necessary support to schools so that the principals can play an active role in monitoring other structures like STDs and DSGs throughout the process. The SDT and DSG are obliged to go beyond their call of duty in understanding the policy before they evaluate other teachers’ performance. Through the transparency of facilitators, mutual understanding and willingness to learn can gain its momentum. Over-scoring and cheating can be handled easily when the implementation process is given support and positive encouragement.

4 **Workload and time constraints** – the implementation of IQMS might affect the entire year plan of the school if a relief timetable is not drawn up. The general nature of the process when implementing IQMS presents conflicts where learners are left unattended. Timetabling the classroom observation can allow the appraisers and appraisees to manage this problem. Depending on the number of teachers required to form the DSG, this can sabotage the curriculum needs as add to the teachers’ workload. The Department of Basic Education should support schools with assistant teachers who will monitor the classroom in the absence of the appraisers so that they (appraisers) will not have a burden of additional work at the end of the process.

- **Funding** – this system should be funded by the Department of Basic Education with resources that will enhance quality teaching and learning. Learner-teacher support material should be expanded to ensure that teachers come to terms with the IQMS purpose and goals.
1% pay progression – rewarding teachers should be done only when, after tireless working, an educator can be considered as deserving an incentive. Adding another percent could also motivate teachers to pull themselves together and refrain from treating this appraisal tool dishonestly because of the rewards, and not taking into account the objectives of the IQMS.

Feedback – programmes drawn up for an individual’s needs by the district officials can convince teachers to trust this system to enhance their professional development. Programmes for improving teachers’ performance should also be facilitated by the district officials so that they can serve as guidance to the staff involved.

5.4 SUGGESTIONS FOR FURTHER RESEARCH

One of the limitations of this study is that the study covered only interviews with a small number of circuit managers, principals, deputys, HoDs and SDT members. It could be more insightful to have a larger sample. Another aspect is that this dissertation did not consider external monitoring of the IQMS process. It was not established whether rewards and performance measurement are intertwined or the impact of IQMS on the enhancement of quality teaching and learning in schools. Further research can include the identification of DSGs – is it necessary for an expert to belong to a DSG.

Table 5.1: Suggested areas for further research

<table>
<thead>
<tr>
<th>Item</th>
<th>Responsibility</th>
</tr>
</thead>
<tbody>
<tr>
<td>Lack of capacity</td>
<td>Principal</td>
</tr>
<tr>
<td>Time constraints</td>
<td>SDT / SMT</td>
</tr>
<tr>
<td>Inconsistency of evaluation results (educators’ scores)</td>
<td>DSG</td>
</tr>
<tr>
<td>Identification of the Development Support Group</td>
<td>Subject advisors</td>
</tr>
<tr>
<td>Context and insufficient infrastructure</td>
<td>District officials</td>
</tr>
</tbody>
</table>

Table 5.1 demonstrates areas for further research where chapter 2 alluded to the fact that the main responsibility of training of teachers is vested on the principal since they were trained to train their staff pertaining the implementation of the IQMS. The lack of contextualisation of the IQMS policy was a problem and it was poorly fundamentally implemented due to lack of capacity of school managers. Time was seen as the greatest hindrance to the implementation of IQMS in schools. The process of IQMS was regarded as time-consuming where the SDT
and the SMT were failing to incorporate the plan from the district with those of their schools to minimise the workload for teachers.

The inconsistency of evaluation results was a major concern where the DSG treated this process not for collegiality through professional development but for fault-finding. The identification of DSGs has caused tension in schools. The IQMS includes observation of teachers in practice, but, where some DSGs are not qualified in the subjects taught by teachers, for the DSG to able to make accurate judgements. There was a distinct concern where the subject conveners were supposed to be the senior educators for the effectiveness of professional appraisal. The teachers in some cases were able to contextualise the IQMS content but infrastructure was a major problem where contextual factors differed in schools. The schools were somehow generally aware of the IQMS content but due to insufficient resources, its effective implementation was still questionable.

5.5 CONCLUSION

What has been found is that managing quality education in South African schools is a significant element in promoting change and enhancing teaching and learning in schools. It is difficult to understand what really makes a developmental programme effective since researchers’ results have shown the highest shortcomings in the implementation of IQMS, although they always provide the recommendations of professional development. Professional development is not always something one does for others. However, one can be guided and monitored to achieve success. It is only then that meaningful assistance can be given to teachers, who should then account for their changed practices. Judging teachers’ performance through learners’ results can be difficult to measure. Professional development is a necessary tool to develop teachers, though it has been faced with challenges in its implementation. The Department of Basic Education should pay more attention to addressing certain issues which have been ignored for many years. The Department should also consider the lack of resources in schools, which limits the effective implementation of the IQMS. The DA is ineffective if sufficient training is not provided. Implementing the IQMS policy is fragmented when district officials and all other structures involved do not provide the necessary support, and when compliance with the process is financially motivated, and not monitored with passion for attaining IQMS objectives.
REFERENCES


Kolobe, A. B.(2013). Teacher perceptual and conceptual idiosyncrasies with regard to the implementation of the integrated quality management system (IQMS) in the foundation phase. Bloemfontein: Central University of Technology Library


Mchunu, N. & Theron, F. (2015). *Beyond pseudo participation to Third Sector co-production of public services in South Africa*. IIAS Study group on co-production of public services, Radbound University, Nijmegen, the Netherlands, 8-9 June, Nijmegen


APPENDIX A: LETTER TO THE DEPARTMENT OF EDUCATION

P.O. Box 21

Nyoni

3802

05 May 2015

KWAZULU-NATAL DEPARTMENT OF EDUCATION

Private Bag X 9137

Pietermaritzburg

3200

Dear Sir/Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I am presently registered for the M. ED Degree in the Faculty of Education at the University of Zululand. As part of this programme, I am required to undertake field based research on a topic as approved by the Senate of the University. My study is entitled: “An evaluation of the Integrated Quality Management System as an appraisal tool in Mandeni Circuit.” To be conducted under the guidance and supervision of Dr DW Mncube.

I am writing to request access to your school, in order to carry out an investigation regarding the above-mention topic. I wish to administer a questionnaire to teachers of different phases and carry out structured interviews with you and one of the SDT members.

You are assured that the study will not in any way interfere with the normal running of the school. The teachers will be requested to complete the questionnaire in the spare time, and special times will be arranged for the principal’s interview. Copies of questionnaires and interview schedule are attached for your perusal. I hope they will meet your approval. Throughout the study and in the report that will follow, the principles of anonymity and confidentiality will be strictly observed. Should you deem it necessary, I undertake to favour your office with a copy of the dissertation reporting the findings of this investigation.

Your permission allowing me to conduct research in the schools in Mandeni Circuit will be highly appreciated.
Yours Faithfully

Rose Jabulile Mthembu (Ms)
APPENDIX B: LETTER TO THE PRINCIPAL

Private Bag X1001
KwaDlangezwa
3886

Enquiries: Ms RJ Mthembu  Reference: Research  Date: 27-07-15

THE PRINCIPAL

Dear Sir/Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I am presently registered for the M. ED Degree in the Faculty of Education at the University of Zululand. As part of this programme, I am required to undertake field based research on a topic as approved by the Senate of the University. My study is entitled: “An evaluation of the Integrated Quality Management System as an appraisal tool in Mandeni Circuit. To be conducted under the guidance and supervision of Dr DW Mncube.

I am writing to request access to your school, in order to carry out an investigation regarding the above-mention topic. I wish to administer a questionnaire to teachers of different phases and carry out structured interviews with the SDT members.

You are assured that the study will not in any way interfere with the normal running of the school. The teachers will be requested to complete the questionnaire in the spare time, and special times will be arranged. Copies of questionnaires and interview schedule are attached for your perusal. I hope they will meet your approval. Throughout the study and in the report that will follow, the principles of anonymity and confidentiality will be strictly observed. Should you deem it necessary, I undertake to favour your office with a copy of the dissertation reporting the findings of this investigation.

Your permission allowing me to conduct research in your school will be highly appreciated.

Yours Faithfully

Rose Jabulile Mthembu (Ms)__________________________
APPENDIX C: LETTER TO THE CIRCUIT MANAGER

Private Bag X1001
KwaDlangezwa
3886

Enquiries: Ms RJ Mthembu  Reference: Research  Date: 27-07-15

THE CIRCUIT MANAGER

Dear Sir/Madam

RE: REQUEST FOR PERMISSION TO CONDUCT RESEARCH

I am presently registered for the M. ED Degree in the Faculty of Education at the University of Zululand. As part of this programme, I am required to undertake field based research on a topic as approved by the Senate of the University. My study is entitled: “An evaluation of the Integrated Quality Management System as an appraisal tool in Mandeni Circuit. To be conducted under the guidance and supervision of Dr DW Mncube.

I am writing to request access to your school, in order to carry out an investigation regarding the above-mention topic. I wish to administer a questionnaire to teachers of different phases and carry out structured interviews with you and one of the SDT members.

You are assured that the study will not in any way interfere with the normal running of the school. The teachers will be requested to complete the questionnaire in the spare time, and special times will be arranged for the principal’s interview. Copies of questionnaires and interview schedule are attached for your perusal. I hope they will meet your approval. Throughout the study and in the report that will follow, the principles of anonymity and confidentiality will be strictly observed. Should you deem it necessary, i undertake to favour your office with a copy of the dissertation reporting the findings of this investigation.

Your permission allowing me to conduct research in your school will be highly appreciated.

Yours Faithfully

Rose Jabulile Mthembu (Ms)
APPENDIX D: LETTER TO THE PRINCIPALS

P.O.Box 21
Nyoni
3802
05 May 2015

To: Principals

Deputy Principals, HoDs, SDTs

CONSENT FORM FOR CONDUCTING A RESEARCH

My name is Rose Jabulile Mthembu a Masters Student in the Faculty of Education of the University of Zululand. In fulfilment of the requirements of the said degree I intend to conduct a study on the topic: ‘An Evaluation of the Integrated Quality Management System as an Appraisal Tool for Teachers in Ilembe District’. The study involves investigation through the use of interviews to Principals, Deputy Principals, HoDs and SDTs, and a questionnaire will be administered to teachers. I request that you be one of the respondents. I request permission to use a tape recorder for interviews and questionnaires are the only form of data gathering for post-level one teachers.

I undertake to treat all the information you provide in strict confidence and to use it for research purposes only. Your name and your identity will be not disclosed. The research data will be stored in a secure place where only my supervisor and I can accesses. Participating in this study is voluntary and you will be free to discontinue your participation at any time you find this necessary. Attached please find a letter of permission from Dr N Sishi (PhD) Head of Department in Education (KZN).

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

REPLY SLIP

Dear Ms. Mthembu

I hereby give consent, to participate in your study on an evaluation of the Integrated Quality Management System as a developmental appraising tool in Mandeni Circuit.

__________________________

Sign

__________________________

Date

I Rose Jabulile Mthembu, the researcher undertake to treat all the information provided by the respondents in strict confidence and for the sole purpose of research.

__________________________

Sign

__________________________

Date
APPENDIX E: CLEARANCE CERTIFICATE LETTER FROM THE RESEARCH OFFICE

UNIVERSITY OF ZULULAND
RESEARCH ETHICS COMMITTEE
(Reg No: UZREC 171110-030)

RESEARCH & INNOVATION
Website: http://www.unizulu.ac.za
Private Bag X1001
KwaDlangezwa 3886
Tel: 035 902 6887
Fax: 035 902 6222
Email: MangeleS@unizulu.ac.za

ETHICAL CLEARANCE CERTIFICATE

<table>
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<tr>
<td>Project Title</td>
<td>An evaluation of the integrated quality management systems as a developmental appraisal tool for educators in the iLembe District</td>
</tr>
<tr>
<td>Principal Researcher/Investigator</td>
<td>RJ Mthembu</td>
</tr>
<tr>
<td>Supervisor and Co-supervisor</td>
<td>Dr DW Mncube</td>
</tr>
<tr>
<td>Department</td>
<td>Social Sciences Education</td>
</tr>
<tr>
<td>Nature of Project</td>
<td>Honours/4th Year</td>
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The University of Zululand’s Research Ethics Committee (UZREC) hereby gives ethical approval in respect of the undertakings contained in the above-mentioned project proposal and the documents listed on page 2 of this Certificate.

Special conditions: (1) The Principal Researcher must report to the UZREC in the prescribed format, where applicable, annually and at the end of the project, in respect of ethical compliance.
(2) Documents marked “To be submitted” (see page 2) must be presented for ethical clearance before any data collection can commence.

The Researcher may therefore commence with the research as from the date of this Certificate, using the reference number indicated above, but may not conduct any data collection using research instruments that are yet to be approved.

Please note that the UZREC must be informed immediately of

- Any material change in the conditions or undertakings mentioned in the documents that were presented to the UZREC
- Any material breaches of ethical undertakings or events that impact upon the ethical conduct of the research

RJ Mthembu - PGM 2015/213

Page 1 of 2
Cla. ification:

<table>
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Low Risk  Medium Risk  High Risk  
X

The table below indicates which documents the UZREC considered in granting this Certificate and which documents, if any, still require ethical clearance. (Please note that this is not a closed list and should new instruments be developed, these would require approval.)

<table>
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<th>Documents</th>
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<td>Only if necessary</td>
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<td>Other data collection instruments</td>
<td>Only if used</td>
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The UZREC retains the right to

- Withdraw or amend this Certificate if
  - Any unethical principles or practices are revealed or suspected
  - Relevant information has been withheld or misrepresented
  - Regulatory changes of whatsoever nature so require
  - The conditions contained in this Certificate have not been adhered to

- Request access to any information or data at any time during the course or after completion of the project

The UZREC wishes the researcher well in conducting the research.

Professor Nokuthula Kunene  
Chairperson: University Research Ethics Committee  
09 December 2015

CHAIRPERSON  
UNIVERSITY OF ZULULAND RESEARCH ETHICS COMMITTEE (UZREC)  
REG NO: UZREC-171110-20  
09 -12- 2015  
RESEARCH & INNOVATION OFFICE
APPENDIX F: PERMISSION TO CONDUCT RESEARCH IN KZN SCHOOLS

Dear Miss Mtchembu,

PERMISSION TO CONDUCT RESEARCH IN THE KZN DoE INSTITUTIONS

Your application to conduct research entitled "AN EVALUATION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM AS A DEVELOPMENTAL APPRAISAL TOOL FOR EDUCATORS IN MANDENI CIRCUIT", in the KwaZulu-Natal Department of Education Institutions has been approved. The conditions of the approval are as follows:

1. The researcher will make all the arrangements concerning the research and interviews.
2. The researcher must ensure that Educator and learning programmes are not interrupted.
3. Interviews are not conducted during the time of writing examinations in schools.
4. Learners, Educators, Schools and Institutions are not identifiable in any way from the results of the research.
5. A copy of this letter is submitted to District Managers, Principals and Heads of Institutions where the intended research and interviews are to be conducted.
6. The period of investigation is limited to the period from 25 June 2015 to 31 July 2016.
7. Your research and interviews will be limited to the schools you have proposed and approved by the Head of Department. Please note that Principals, Educators, Departmental Officials and Learners are under no obligation to participate or assist you in your investigation.
8. Should you wish to extend the period of your survey at the school(s), please contact Miss Connie Kehologile at the contact numbers below.
9. Upon completion of the research, a brief summary of the findings, recommendations or a full report / dissertation / thesis must be submitted to the research office of the Department. Please address it to The Office of the HOD, Private Bag X9137, Pietermaritzburg, 3200.
10. Please note that your research and interviews will be limited to schools and institutions in KwaZulu-Natal Department of Education.

Mandeni Circuit

Nkosinathi S.P. Sishi, PhD
Head of Department: Education
Date: 19 June 2015
APPENDIX G: QUESTIONNAIRES

QUESTIONNAIRES FOR TEACHERS

TOPIC: AN EVALUATION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM AS A DEVELOPMENTAL TOOL IN ILEMBE DISTRICT.

Confidentiality

All information that is collected in this study will be treated confidentially. While results will be made available by country and by type of school within a country, you are guaranteed that neither you, this school nor any of its personnel will be identified in any report of the results of the study. Participation in this survey is voluntary and any individual may withdraw at any time.

NAME OF THE SCHOOL ________________________________

DATE__________________________________________________

Please use a cross (X) in the space provided to answer the following questions.

SECTION A

Background Information

1. Gender:

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<th>Female</th>
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2. Age:

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3. Marital Status:

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<td>Divorced</td>
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<td>Widowed</td>
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4. Years of experience:

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5. Grade(s) you are teaching.

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6. Professional training.

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<td>UED</td>
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7. Academic Qualification

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<td>4 years Degree</td>
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<td>Honours Degree</td>
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<td>Master’s Degree</td>
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<td>Doctoral Degree</td>
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8. Subjects you are teaching.

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<tbody>
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<td>4.</td>
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<td>5.</td>
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<td>6.</td>
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<td>7.</td>
<td></td>
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<tr>
<td>8.</td>
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</tbody>
</table>

SECTION B
You are to express on a five-point scale, the extent of agreement between the feeling expressed in each statement and your own personal feeling. The five points are: Strongly Agree (SA), Agree (A), Strongly Disagree (DS), Disagree (D), Undecided (U). Please make a cross (X) in the blocks(s) which best suites your answer and which indicates your feeling expressed in each statement as it concerns.
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<th>STATEMENT</th>
<th>SA</th>
<th>A</th>
<th>SD</th>
<th>D</th>
<th>U</th>
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</thead>
<tbody>
<tr>
<td>1.</td>
<td>I feel that the IQMS has brought changes in schools in terms of quality assurance.</td>
<td></td>
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<td>2.</td>
<td>I enjoy this appraisal because it offers teachers effective self-evaluation before they engage in the process.</td>
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<tr>
<td>3.</td>
<td>I believe the organised teaching profession has developed an appraisal instrument (IQMS) that is acceptable to all stakeholders.</td>
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<td>4.</td>
<td>I feel that performance appraisal is a process of systematically evaluating performance and providing feedback on which performance adjustments can be made.</td>
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<tr>
<td>5.</td>
<td>I find the implementation of the IQMS interesting and effective.</td>
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<tr>
<td>6.</td>
<td>I feel that since the IQMS is threefold it is not easy to implement.</td>
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<td>7.</td>
<td>I feel the policy is fit for purpose but I am not able to implement it easily.</td>
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<td>8.</td>
<td>I believe that the IQMS enhances the development of competency for teachers.</td>
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<td>9.</td>
<td>I have observed with dismay the process of implementing the IQMS.</td>
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<td>10.</td>
<td>I feel that tools such as reward systems, job design, leadership and training should be part of a comprehensive approach to managing performance.</td>
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<td>11.</td>
<td>I believe that performance management plays a vital role in helping the organisation achieve its goals by providing a link between strategic planning and performance appraisal.</td>
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<td>12.</td>
<td>I feel the IQMS is based on the fundamental principle of lifelong learning and development.</td>
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<td>13.</td>
<td>I understand that this appraisal implies that one has to prioritise areas for development and growth throughout one’s career in education.</td>
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<td>14.</td>
<td>I believe that the IQMS serves the purpose of the DA to appraise individual teachers in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.</td>
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<td>15.</td>
<td>I feel that the purpose of PM which evaluates individual teachers for salary progression, grade progression, affirmative of appointments and rewards and incentives is null and void.</td>
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<td>16.</td>
<td>I believe that the purpose of WSE which is to evaluate the overall effectiveness of a school is not implemented effectively.</td>
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<td>17.</td>
<td>I feel the support provided by the District is not enough.</td>
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<td>18.</td>
<td>I believe that the SDTs needs the intensive workshop before monitoring other teachers work.</td>
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<td>19.</td>
<td>I feel that the DSG co-operates effectively with the teacher concerned.</td>
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<td>20.</td>
<td>I feel that the IQMS is complicated.</td>
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**SECTION C**

**Please answer the following questions in the spaces provided**
1. Do you think the IQMS is a good DA tool designed for teachers? If no, why? Elaborate briefly.

2. Do you think the IQMS is a good DA tool designed for teachers? If no, why? Elaborate briefly.

3. Do you think the IQMS serves its purpose in schools? If no, state a reason why?

4. Can you affirm that the IQMS has developed you as a professional teacher? If yes, how?

5. List all the things that you feel that need special attention before the process of the IQMS can be properly implemented.

6. What measures do you think can be used to ensure that the process of the IQMS is fair and transparent?

7. Do you think the SDT is well equipped to run the process of the IQMS smooth and fair?

8. Have you ever felt that the DSG is not helpful enough? If yes, what have you done to make them to be helpful?
APPENDIX H: INTERVIEW QUESTIONS

SECTION D

INTERVIEW QUESTIONS FOR THE DISTRICT OFFICIALS

District/Local Office

1. As the district/local officer how you ensure the overall responsibility of advocacy, training and proper implementation of the IQMS.

2. Having an onus and a responsibility with regard to the development and arrangement of professional development programmes, how accordance they are with the identified needs of teachers and its own improvement plan.

3. As a district manager with the responsibility to moderate evaluation results of schools, how you ensure consistency.

4. In cases where the evaluation results of a school are not consistent with the school’s general level of performance, what measures do you use to navigate that the evaluation at a particular school was either too strict or too lenient.

5. If the above have been affirmed what procedures are taken to refer the results back to the school for reconsideration?

6. How you ensure that the evaluation results of schools are captured and processed in time so that successful implementation of salary and grade progression is progressive?

7. How do you get the ball rolling in the implementation process in ensuring that schools are monitored on an ongoing basis?

INTERVIEW QUESTIONS FOR THE SDTs AND THE SMTs

1. How effective the overall responsibility in ensuring that the IQMS is implemented uniformly and effectively at the school?

2. How do you ensure that every educator is provided with a copy of this document and other relevant IQMS documentations?

3. As the SMT together with the SDT members how do you plot a route in advocacy and training of teachers at school level?
4. How do you organise a workshop on the IQMS where individuals will have the opportunity to clarify areas of concern?

5. After advocacy and training how do you facilitate the establishment of the (Staff Development Team) SDT in a democratic manner?

6. How do you ensure that all documentation sent to the District/local office is correct and delivered in time?

7. How do you ensure that the internal moderation of evaluation results is in order to ensure fairness and consistency?
APPENDIX I: CERTIFICATE FROM THE EDITOR

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19 March 2017

Declaration of professional edit

AN EVALUATION OF THE INTEGRATED QUALITY MANAGEMENT SYSTEM AS AN APPRAISAL TOOL FOR TEACHERS IN ILEMBE DISTRICT, KWAZULU NATAL

by

ROSE JABULILE MTHEMBU

I declare that I have edited and proofread this thesis. My involvement was restricted to language usage and spelling, completeness and consistency, referencing style and formatting of headings, captions and Tables of Contents. I did no structural re-writing of the content.

I am qualified to have done such editing, being in possession of a Bachelor’s degree with a major in English, having taught English to matriculation, and having a Certificate in Copy Editing from the University of Cape Town. I have edited more than 100 Masters and Doctoral theses, as well as articles, books and reports.

Sincerely,

Dr Jacqueline Baumgardt
Member, Professional Editors Guild