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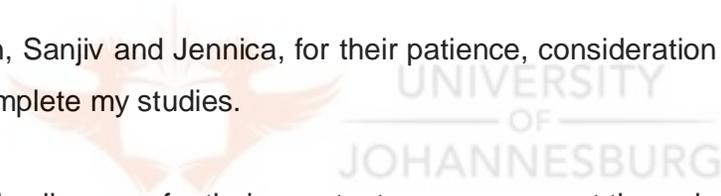
SINOPSIS

The widespread quest for quality education and the urgency to improve learner achievement make educator competence in South Africa essential. The tide of educational change since 1994 marked a dramatic shift in attitudes towards accountability and control of education in South Africa. Davidoff and Lazarus (1997:95) contend that the demands of democracy and efficiency require some form of accountability. They point out that all stakeholders have to be held accountable for their responsibilities and decisions they make.

Educator appraisal was and still is a thorny issue for school leadership throughout the world. The National Department of Education (NDoE) has attempted to place appraisal within the context of the South African educational system (Mathula, 2004:3). All role players in the education environment have agreed over the years that there is a need for change - to introduce an appraisal system acceptable with educator unions that will enhance the competency of educators and the standard of education in South Africa. There is no doubt that this new model (IQMS) for quality management in schools holds significant benefits for learners, educators and schools alike.

The purpose of this research study was to investigate the critical role of decision-making and accountability as aspects of performance measurement and enhancing educator competence and ultimately school effectiveness. The focus in this research study was the need for accountable decision-making, empowerment and democratic participation for successful implementation of the Integrated Quality Management System (IQMS) in schools.

The introduction of the Integrated Quality Management System (IQMS), a national initiative is essentially associated with the enhancement of teaching and learning. According to the Collective Agreement Number 8 of 2003:4, of the Educator Labour Relations Council (ELRC), the tenets of IQMS are underpinned by the purpose of quality management systems which are to determine competence; to assess strengths and areas for development; to provide support and opportunities for

development; to ensure continued growth; to promote accountability and to monitor overall effectiveness of an institution.

One of the objectives of this research was to assist educators in ensuring that they receive quality developmental support on an ongoing basis as well as to have an appraisal system that is workable and effective. The focus was therefore on the levels of preparedness of the principal and SMT members in relation to IQMS as well as accounting for decisions made when evaluating educator performance.

The researcher opted for a quantitative research approach. The advantage of the quantitative approach is that it measures the reactions of a great many people to a limited set of questions thus facilitating comparison and statistical aggregation of the data (Creswell,1994:117; Macmillan & Schumacher, 1993:114). In order to determine the perceptions of educators about decision-making and accountability pertaining to the implementation of IQMS in their schools, a structured questionnaire was used to collect data.

In this research study thirty-one (31) items were designed to secure information on the perceptions of educators at various post levels in order to determine the implementation of IQMS at schools. The construct validity of the structured questionnaire was investigated by means of successive first and second order factor.

These procedures resulted in the thirty-one (31) items being reduced to three factors namely:

- **Democratic participation** consisting of 12 items with a Cronbach-alpha-reliability coefficient of 0.887 with 10 items rejected.
- **Empowerment** consisting of 6 items with a Cronbach-alpha-reliability coefficient of 0.895 with 7 items rejected.
- **Accountable decision-making** consisting of 6 items with a Cronbach-alpha– reliability coefficient of 0. 849 with 4 items rejected.

It should be noted that both the first and second order factors are valid and have high reliability coefficients, which could serve as a basis for providing guidelines for the implementation of IQMS in schools.

Based on the research conducted, it was found that collaboration and decision-making at all levels are key to successful implementation of systems. This is equally applicable to the successful implementation of performance management systems in schools.

Thus, the researcher recommends that:

- **Principals must be trained in effective system implementation.**

The leadership role of the principal is one that influences the effective performance of educators. By virtue of their positions, principals are responsible for implementing education systems and change, including, managing performance management systems. One way of doing that is to become skilled leaders and change managers that have the professional abilities and skills for intelligent decision-making and a willingness to be held accountable for their actions.

- **Develop support structures at district level to improve the sustainability of new systems and continuous professional growth.**

The district must invest time and resources in professional development opportunities for collaboration so that educators are provided the means to build the capacity over time. People at all levels need to be made competent and confident to implement policy.

- **Training and development**

Training strategies for successful implementation must be strengthened. Many implementation efforts fail because of insufficient training on the skills and knowledge required for effective implementation. One of the criticisms levelled at appraisal systems of the past, is that educators did not receive adequate training.

New systems mean dealing with changes, which means dealing with challenges. In order to manage change, it is imperative to look at quality, quantity and complexion of implementation.

The department needs to put in strategic steps whenever introducing new systems, such as the IQMS. Training can only be worthwhile if properly executed.
The following should be included for implementation: resources, time and contextual factors. Educators must have sufficient time to interact with the material, at all levels, in order to gain ownership of the process.

- **Empower principals to manage systems**

The leadership role of the principal is one that influences the effective performance of educators. By virtue of their positions, principals are responsible for managing performance management systems. One way of doing that, is through good leadership, good decision-making and a willingness to be held accountable.

- **Supporting continuous implementation**

The district must invest time and resources in professional development opportunities for collaboration so that educators are provided the means to build the capacity over time.

- **Intervention strategies**

Training strategies must be strengthened. Many implementation efforts fail because educators have not been trained on the skills required. One of the criticisms levelled at appraisal systems of the past is that educators did not receive adequate training.

From the research conducted, it can be concluded that decision-making and accountability of the performance instrument revolves around the constructs of democratic participation, empowerment and accountable decision-making. These constructs were shown to have construct validity, high reliability and could thus serve as a basis for implementing the process of IQMS effectively.

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CHAPTER ONE

1.1   INTRODUCTION

The widespread quest for quality education and the urgency to improve learner achievement make educator competence in South Africa essential. The tide of educational change since 1994 marked a dramatic shift in attitudes towards accountability and control of education in South Africa. Davidoff and Lazarus (1997:95) contend that the demands of democracy and efficiency require some form of accountability. They point out that all stakeholders have to be held accountable for their responsibilities and decisions they make.

Educators are the key contributors to the transformation of education at all levels in South Africa. Educators have a particularly important role to play. The National Curriculum Statement envisions educators who are qualified, competent, dedicated and caring and who will be able to fulfil the various roles outlined in the Norms and Standards for Educators (0f 2000).

While parents and taxpayers are demanding accountability in education performance, educators are demanding accountability in the appraisal methods and techniques used in their evaluations. It is therefore imperative that the culture of teaching and learning standards be regained, improved and maintained.

All too often school improvement efforts focus on searching for quick fixes, programmes and procedures that will transform a school. Unfortunately these efforts cannot be regarded as a panacea for complex problems (Defour and Berkley, 1995:2). It is not the programmes and materials that bring about effective improvement but the people in the education system do. Focusing on people is the key to quality and effective improvement in schools and organisations (Castetter, 1992:2).

In view of the preceding introduction, the motivation for this study follows:

1.2   MOTIVATION AND BACKGROUND TO THE PROBLEM

Educator appraisal has been a thorny issue for school leadership throughout the world. For many years in South Africa, attempts to put together an appraisal system in order to enhance educator performance proved to be unsuccessful. The National Department of Education in South Africa has attempted to place appraisal within the context of the South African educational environment (Mathula, 2004:3).

When the Development Appraisal System (DAS) and Whole School Evaluation (WSE) process fell into disuse, National Education Policy had to provide a way to link the needs of the school as expressed through the school development plan with the aspirations of educators in terms of their own professional development.

The Education Labour Relations Council, in Collective Agreement Number 8 0f 2003 (ELRC, 2003) agreed to the implementation of the new combined instrument which is named The Integrated Quality Management System (IQMS).

Integrated Quality Management System (IQMS)

In order to enhance the delivery process of a quality education for all South Africans, The Integrated Quality Management System (IQMS) is a recently advocated policy innovation. The IQMS is informed by Schedule 1 of the Employment of Educator's Act (EEA) 76 0f 1998. This document states the performance standards for educators for which their performance is to be evaluated.

The three programmes necessary to enhance and monitor performance of the education system are:

- Developmental Appraisal
- Performance Measurement
- Whole School Development

Each of these programmes has a distinct focus and purpose.

The Educator Labour Relations Council (ELRC),Collective Agreement Number 8 (2003:4),the tenets of IQMS are underpinned by the process of quality management systems which are to determine competence; to asses strengths and areas of development; to provide support and opportunities for development; to ensure growth; to promote accountability and to monitor the overall effectiveness.

Developmental Appraisal (DA) is an important aspect of educator development and support. It outlines the processes and structures that need to be in place in order to identify the professional needs of educators. It aims to appraise educators in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development.

Performance Measurement (PM) means to evaluate individual educators for salary progression, grade progression, affirmation of appointments and rewards and incentives.
The DA and PA inform and strengthen one another without duplication of structures and procedures and should be linked to an annual cycle, which must be completed within a calendar year.

Whole School evaluation (WSE) means to evaluate the overall effectiveness of a school – including support by the district, school management, infrastructure and learning resources – as well as the quality of teaching and learning.

DA and PA inform and strengthen internal Whole School Development.
The philosophy underpinning the IQMS is based upon the fundamental belief that the purposes of QMS are five fold:

- to determine competence,
- to assess strengths and areas for development,
- to provide support and opportunities for development to assure continued growth,
- to promote accountability and
- to monitor an institution's overall effectiveness.

These tenets and the Norms and Standards for Educators have informed the development of a single instrument for evaluating the performance of institution-based educators.

The alignment of the Quality Management System is informed by the following principles:

- The recognition of the crucial role of the delivery of quality public education.
- That all learners have equal access to quality education.
- The need for an IQMS, which is understood, credible, valued and used professionally.
- That the system's focus includes a process of self-evaluation and discussion of individual expectations.
- The need to minimise subjectivity through transparency and open discussion, and quality controls to ensure validity, reliability and relevance.
- The need to ensure fairness by affirming the rights of educators, for example, there can be no sanctions against individual educators.
- That the system promotes individual growth of educators, and ongoing support for educators and the school.
- That the system provides a clear protocol governing the interaction of the parties.
- The need for IQMS to provide for and encourage diversity in teaching styles.
- The system meets professional standards for sound quality management, including propriety (ethical and legal), utility (useable and effective), feasibility (practical, efficient and cost effective), and accuracy.
- Developmental takes place within a national Human Resource Development strategy and Skills Development.
- The need for all schools to look for ways to continually improve.

In view of the above information, we can see that efforts have been made to alleviate the fears of educators who have been exposed to unfair appraisal systems of the past. The question is: Are these efforts adequate?

One of the objectives of this research topic is to assist educators in ensuring that they receive quality developmental support on an ongoing basis as well as to have

an appraisal system that is workable and effective. However, the opinion of the educator is essential in formulating any structure for the evaluation process. The assumption that those who implement solutions should be part of the decision-making process has implications for the level of decision-making and the distribution of power between principals and teachers (Kirby & Colbert, 1994:40).

Principals play a key role in terms of creating a positive climate for collaboration (Ehrich,1997:14).Involving staff in designing, implementing and developing programmes will improve their readiness for effective learning. Educators can also be involved in determining training needs, identifying appropriate approaches, designing follow-up activities and designing the most appropriate evaluation procedures.

The IQMS system was designed by the ELRC, together with the National department of Education, using minimal educator input via educator unions. Very few educators, other than union representatives have been involved in the design, while educators over a broad spectrum seemed to have received only minimal information and training by officials, who perhaps, have little practical knowledge of managing educator performance (Loock, Grobler and Mestry, 2006:64).

This calls for a new kind of decision-making in many schools, one that is shared in order to encourage "ownership"of policy, shared leadership and high levels of performance. It also requires better approaches to developing human resources, and better incentives for performance.

1.3   PROBLEM STATEMENT

This particular research therefore focuses on the levels of preparedness of the principal and school management team (SMT) in relation to IQMS as well as accounting for decisions made when evaluating educator performance.

Taking cognizance of the above, the problem of this research can be epitomized by means of the following questions:

- How prepared are the role players to be held accountable for decision-making?

- What are the levels of competency of the Principal and School Management Team (SMT) in relation to decision making on the Personal Growth Plan (PGP)?
- How competent and knowledgeable are the Principal and SMT in applying the minimum standards when evaluating educator performance in the context of IQMS?
- To what extent in relation to Performance Management is based on contextual factors?

Having demarcated the research problem, it is now necessary to state the aim of this research project.

1.4 AIMS OF THE RESEARCH

The general aim of this research is to investigate the aspects of decision-making and accountability as intrinsic elements of the IQMS Instrument. In order to achieve this, the following specific aims are applicable:

- To investigate and ascertain the role of the principal and other role players in managing performance in schools.
- to investigate how prepared the principal and other role players are in accepting accountability for decision-making relating to PM.
- to describe the extent to which the principal and (SMT) articulates the contextual factors in relation to PM.
- to probe the perceptions of educators regarding the competency levels and knowledge of the principal and SMT.

1.5   RESEARCH METHODOLOGY

The concept "research methods" refers to the range of approaches used in educational research to gather data, which are to be used as a basis for inference and interpretation and for explanation and prediction (Cohen & Manion, 1980:41).

Quantitative research

In this study the researcher opted for a quantitative approach. The advantage of the quantitative approach is that it measures the reactions of a great many people to a limited set of questions thus facilitating comparison and statistical aggregation of the data (Cresswell, 1994:117; MacMillan & Schumacher, 1993:14).Quantitative methods are standardised measures that merge diverse and various opinions and experiences into predetermined responses.

In order to determine the perception of educators about decision-making and accountability pertaining to the implementation of the IQMS in their schools, a structured questionnaire will be used to collect data.

The research sample

Schools will be randomly selected by using stratified random sampling. Stratified random sampling of population ensures that an equal number of respondents pertaining to gender are taken into consideration (Cohen & Manion,1980:110). In random sampling, each member of the population under study has an equal chance of being selected.

Literature Study

The literature study will include the perusal of documentary sources on the implementation of the IQMS and aspects of performance management in schools. Documentary sources that were employed included primary and secondary sources. Each source will be carefully selected, analysed and studied with the purpose of drawing out only relevant, authentic objective, valid and reliable data on the

significance of decision-making and accountability pertaining to performance measurement and management.

Primary sources, which are considered of importance in this study include policy documents such as the South African School's Act of 1996, the Employment Equity Act of 1998, the Further Education Training Act of 1998 and the Skills Development Act of 1999, as well the South African Constitution, Act 108 of 1996 and other circulars and gazettes.

Data analysis

According to De Vos (2002:203) data analysis refers to the categorizing, ordering, manipulating, and summarising of data to get answers to a question. A primary purpose is to reduce data to an intelligible and interpretable form so that the relations of research problems can be studied and tested in order to draw conclusions. A computer aided statistical analysis (SPSS 12.0 for Windows) was used in the analysis of data.

All research is concerned with producing valid and reliable knowledge in an ethical manner. Being able to trust research results is especially important to professionals in applied fields, such as education, in which practitioners intervene in people's lives (Merriam,1998:198). The respondents were informed of all data collecting instruments and activities.

The following ethical measures will be conveyed to the respondents participating in the research namely:

- **Voluntary participation** – respondents will be informed that participation is voluntary.
- **Permission** – from respondents and the appropriate authorities will be obtained.
- **Annonymity and confidentiality** – respondents are to remain anonymous and all information will be treated as confidential.
- **Withdrawal** – respondents will be free to withdraw from this research project.

- **Reason for gathering data** – the aim of the research and the use will be clearly specified.

1.6 CONCEPT CLARIFICATION

1.6.1. Role players

According to the MacMillan English Dictionary, (2006:1231) the word role means the purpose or influence of someone or something in a particular situation. "Role" is synonymous with position; function; responsibility and task. For the purpose of this research, we are concerned with the position, function or responsibilities performed by the role players in evaluating educators in the IQMS process in schools. It will be necessary to define the following role players:

The principal and the school management team (SMT).

The principal

Freese (2003:11) is of the opinion that a principal can be defined as the educator in charge of the school. The principal administers and supervises the entire school operation including the physical plant, equipment and teaching resources, staff, pupils and instruction programme (Fullan, 1995:144). In this research reference is made to a principal as being a person who is responsible and accountable for the management of the school as well as making sure that decisions are taken in collaboration and delegation, taking into consideration transparency, accountability, responsibility and democracy.

School Management Team (SMT)

Educational management according to Bolam (1986:194) is an "executive function for carrying out agreed policy". According to Godden et al., (1996:27) good management is an essential aspect of any education service, but its central goal is the promotion of effective teaching and learning in schools. The SMT comprises of the principal, deputy principal and heads of departments, whose primary purpose is to improve the quality of teaching and learning practice in the school.

1.6.2 Competence

According to the Webster Dictionary (1992:267), competence implies the state of being competent. Competent implies having sufficient ability or authority or possessing the required qualification or authority. Furthermore, to be competent will mean to be able to carry out the requirements of a task with commitment, dedication, loyalty and perseverance, hence ensuring success through excellence. For the purpose of this research study, the competence of the role players in the implementation of IQMS will be investigated.

1.6.3 Contextual Factors

According to the MacMillan English Dictionary, (2006:300) the word context is the general situation in which something happens which helps to explain it. It is synonymous with background; circumstance; situation; framework; perspective or environment. For the sake of this research, the focus will be on the circumstances or environment that could influence the teacher's effectiveness. These factors include: access to text- books, educational and teaching resources as well as environmental conditions, such as socio- economic factors.

1.6.4 Decision - making

According to the Webster Dictionary, (1992:333) decision- making is the process by which decisions are made, especially important decisions affecting others and made by virtue of one's office or position. It is also the power or ability to make decisions of consequence. Research indicates that educators need to be empowered to participate in decision-making. Steyn in (Freese, 2003:24) argues that research on shared decision-making in schools, builds a strong case for professional and autonomous role for educators, which could enhance school quality for the following reasons:

- Increased participation of educators is a powerful means of improving the quality of teaching in schools due to enhanced ownership;

- Shared decision-making enhances control by extending its influence over a wider range of decisional issues;

- Increased decision-making improves job satisfaction; and higher performance of both educators and students is achieved.

Educator participation in decision- making is confirmed by Garrison (1998: 501) who states that individual educators should be empowered to participate in the process of knowledge production and distribution and not just passive consumption.

1.6.5   Accountability

Kogan in Mestry, (2004:127) defines accountability as being "answerable to one's clients (moral accountability), liable to one's self, one's colleagues (professional accountability) and responsible to one's employers (contractual accountability). Accountability is the state of being accountable, liable and responsible for certain actions or decisions.

From the point of management at school level, evaluation is an unavoidable process because of the fact that tasks have to be delegated and that accountability for fulfilling tasks and realising goals are part of any organisation. All managers, as well as educational managers have to delegate. A person is vested with the necessary authority and accountability when delegation occurs so that tasks may be carried out, while the subordinate is held accountable for the task and for ensuring its quality. It can be assumed that the observation of delegation is accountability.

1.7 EXPOSITION

Having clarified the key concepts used in this research, the following is an outline of the study:

 Chapter one consists of the introduction, which emphasises the importance of the research, statement of the problem, aims and objectives of the research and research methodology.

In Chapter two the emphasis will be on the literature survey regarding the IQMS implementation in schools.

For the sake of this project, the literature survey will attempt to accomplish the following purposes:

- it will share with the reader the results of other studies that are closely related to the study ;
- it relates to the larger , ongoing dialogue in the literature about the topic, filing in gaps and extending studies;
- it improves a framework for establishing the importance of the study, as well as a benchmark for comparing results.

 In Chapter three the research design, development of the research instrument and sampling will be discussed, while **chapter four** will deal with tabulating, analysing and interpreting the findings. **Chapter five** will deal with a summary and conclusion on the findings, recommendations and reflections on the research study.

1.8 SUMMARY

This chapter introduced and highlighted the background to the study. The role of management in involving stakeholders in decision-making was discussed.

It is necessary to identify and understand the essential aspects involved in Performance Measurement to assess decision-making and accountability in educator competence.

The next chapter **(chapter two)** will involve a literature study to ascertain the essence of decision-making and accountability and the impact they have on performance measurement.

CHAPTER TWO

LITERATURE SURVEY

2.1   INTRODUCTION

In this chapter the researcher will attempt to determine the critical role of decision-making and accountability as aspects of performance measurement, and enhancing educator competence and ultimately school effectiveness.

According to Gerber, P.D, Nel, P.S and Van Dyk, R.S (1997:212), performance appraisal is an activity that determines the employee's future in the organisation and as such, a system should be characterised by fairness, accuracy and the use of correct performance appraisal results. It must also be handled with particular circumspection. An employee's self image in the work group, motivation, promotion, career opportunities, merit remuneration and commitment to perform or improve are all dependent on performance appraisal.

Performance appraisal probably ranks near the top of the "least favourite" work activity for most people. There is often a sense of dread - "it's that time of year atmosphere" in the workplace. This sense is shared by those involved in performance measurement, as well as those conducting the process. It therefore, very often does not receive the attention it deserves in the organisation (Evans, 2004:3). (Meyer,1991 in Evans, 2004:3) purports that performance appraisal is one of the most frequent sources of dissatisfaction in the entire human resources system and, further, that few supervisors or staff are satisfied with their current performance appraisal system.

The general concern with performance appraisal systems is the lack of transparency, accountability and democracy about the purposes for which the data collected are to be used, as well as the criteria and procedures followed. Skinkfied and Stuffelbeam (1995:35) contend that the purpose, criteria and procedure for appraisal are seldom agreed upon or adequately communicated between educator and educational managers.

Although the new IQMS is an attempt to eliminate problems emanating from the implementation of the previous systems and was designed and introduced by the ELRC (Resolution 8, 2003) in order to promote"transparency, open discussion and quality controls" (ELRC, 2003, 6) the question still remains as to how competent are the role players in implementing the process of IQMS in schools, supported by sound decision-making and accountability.

In the light of the above, it is imperative that the competence levels of the role players be investigated.

2.2   EVALUATOR COMPETENCE

"Competence", in Karimulla (1997:6) refers to an ability or state of being competent, that is, properly qualified, skilled and acceptable. It is a wide concept which embodies the ability to transform knowledge and skills to new situations. It also encompasses the evaluator's skill, capability and credibility.

The word "competent" is applied to the person who exhibits "more than average acquired" or native skill. To be competent means to be able to carry out the requirements of a specific task which may be either satisfactory or unsatisfactory. Competence may, therefore, indicate adequacy rather than excellence in a particular task (Grobler and van der Merwe,1995:2).

Gerber et al., (1999:173) contend that performance appraisal should be carried out by superiors who have the best knowledge of employee's job performance and who are able to observe an employee's job behaviour daily.

The formal exercise of supervision and thus performance appraisal is a professional responsibility of members of educator staff, administration, and professional support staff. In order to exercise this professional responsibility, those engaged in the supervisory process need to have some sense of the substance of supervision with regards to decision-making and accountability.

Harper (1993:68-68) asserts that managers do not look forward to conducting performance appraisals. The two most prominent reasons are a lack of training and the use of inappropriate criteria and methods. Yet, managers learn in their careers that performance appraisals do not need to be negative aspects of their jobs. They recognise that performance appraisals are a great deal like organic fertilizer; properly scheduled and handled; they will definitely improve productivity (Mestry,1996:147).

School principals very often act as evaluators by virtue of their position. Their first hand knowledge of the latest teaching methods, teaching aids, curriculum changes, approaches to teaching, their actual contact with current classroom practice and monitoring of the effectiveness of the learning process, represent just a few problems which could cast doubt on their personal competence as evaluators. To judge the demands made by a differentiated education on didactic education system and insight, as well as the didactic proficiency of teachers requires a high degree of specialisation.

To elaborate further on the competency levels of evaluators it is imperative to discuss the definition of the terms **appraisal, evaluation or measurement** and **evaluator.**

According to Loock et al., (2006:61) no matter how one defines the above terms, they essentially boil down to having to evaluate the educator's work performance through a process of decision-making and judgement. The word appraisal carries an echo of "praise" (to express warm approbation) and may be used in an effort to make educator evaluation more palatable. Common synonyms for appraisal are assessment, estimation and evaluation.

The Development Appraisal System, amongst others also focuses on the role of educators in appraising their own performance. Self-appraisal suggests transparency of the process and this adds a new dimension to the commonalities found in the definitions of Performance Appraisal which Mathula (2004:4) summarises as follows: "it is an on-going process; it is an evaluation of performance; it includes feedback and communication; it allows adjustment or plan of improvement."

Measurement needs to be accurate and some skill is required in the process of measuring. Ideally, measurements should be 'person proof', in the sense that no matter who does the measuring, all should come to the same conclusion. The reliability between the various 'measures' is highly valued. Thus in measurement-orientated evaluation systems, the role of the evaluator is diminished. The principals and supervisors are less important, than the instruments and procedures they use (Sergovanni & Staratt 1993:211). In this context, the competence of the evaluator, feedback and educator training is of utmost importance.

Evaluator

The individual conducting the evaluation is an evaluator. In the context of this study this role is normally fulfilled by an educational manager who may be the school principal, head of department or a specialist from the education department. In the IQMS, the educator's immediate supervisor and a peer are involved in the evaluation process.

Evaluation competencies

Of crucial importance in the implementation process are the evaluation skills or competences that evaluators need. The following competencies are important aspects for the experienced evaluator of educator performance needs to have:

- Good interpersonal relationship skills,
- Being a positive role model,
- Credibility as an evaluator by showing an openness for other people's points of view and by providing honest and constructive criticism in the knowledge the information obtained during evaluation is confidential,
- Personal integrity,
- Objectivity,
- Knowledge and understanding of the process of evaluation,
- Patience and flexibility,
- The ability to avoid stereotyping and initial impressions.

An extremely important aspect of educator evaluation is the ability to provide feedback. It is easy to reveal an educator's strong actions, but the revelation of certain weaknesses in an educator's armoury is never a pleasant task.

Feedback

According to Karrimula (1997:9), feedback forms an ongoing part of the daily work life of professionals within a school (Holly & Southworth,1989:109). A feedback meeting, which is a follow-up of teacher evaluation brings the evaluator and teacher together in a discussion which clearly embraces the successes, problems and needs which can influence performance and improve future teaching (Goldhammer, Anderson & Krajewski, 1980:142). Feedback can take many forms, including oral feedback, a written memorandum or a lengthy report (Sanders, 1994: 49).

Feedback has been identified as a key strategy for professional growth (Sweeney, 1992:11) in Karimulla (1997). It tells a teacher what he or she must do to improve and it directs the evaluator to assist (Sportsman, 1986:10). Accurate and clear feedback, regarding performance is crucial to improvement (Frase,1990:178). Without feedback good performance can deteriorate and poor performance may continue (Spangenberg, 1994:134). Therefore, holistic teachers want evaluations and feedback that help them grow professionally (Searfoss & Enz, 1996:38 in Karimulla, 1997:9).

The feedback process

Certain factors and cognitive characteristics influence the feedback between the evaluator and the person who is evaluated.

Cognitive characteristics that influence the evaluator:

Certain initial impressions about the person evaluated are the result of, amongst other things, a selection of only part of the truth, owns motives, biased attitudes and external factors that influence observation.

Data collected over a longer period, inclines towards being more accurate because evaluators then base their judgement on more recent information and this counteracts the initial intuition.

Evaluators are prone to hide a weak performance evaluation behind the degree of difficulty or to blame others for the educator's short- comings. Thus, the real reasons for poor performance will never be addressed.

It must be borne in mind that the above aspects can be addressed by focused training and by using well- qualified evaluators who are credible and who use multiple sources of information. What is currently happening with regard to the training of principals?

The IQMS is perceived by the ELRC as a performance measurement system that is objective, neutral, and technicist in approach to a certain extent, as it provides a rationale for itself, and seeks to gain legitimacy. One of the guiding principles states that:
"The system meets professional standards for sound quality management, including propriety (ethical and legal), utility (useable and effective), feasibility (practical, efficient and cost effective), and accuracy "(ELRC, 2003, 6).

As the IQMS as a whole is a *fait accompli;* the purpose of training is anti- intellectual and aimed at gaining compliance on the part of a" trainee", cast in the passive role of being trained and moulded in a prescribed manner by an expert who, has been trained (Weber, 2005:69).
The question is how has the amount of training offered, empowered evaluators (principals and other role players), to make sound decisions and to be accountable for the outcomes of the process.

Training

Inappropriate attitudes of educators towards appraisal systems in the past have been motivated by a lack of training in the implementation of the process. The educators were given insufficient time to gather information about the necessary procedures

and skills involved in appraisal. This includes goal-setting skills, theoretical and practical training in the selected training focus, explanation and practice in descriptive and artefact data collection and observation skills (Jantjies,1996 :54).

Appraisal has to be accompanied by extensive training and retraining of appraisers and appraisees to ensure successful implementation. McGreal in (Jantjies,1996:54) complements this view by asserting that the effectiveness of appraisal systems depends greatly on the quality of training received by educators and managers at each school. It is training that would provide educators with goal-setting skills, observation skills, mastery of evaluation procedures and an ability to make competent judgements about standards and criteria that govern the appraisal process (Waghid, 1996:86).

These skills are necessary for the effective implementation and maintenance of developmental appraisal within the context of the school. They should also enable the appraisee to make informed judgements about the appraisee's performance in the classroom.

Creating uniform measures for moderation means acknowledging unique teaching environments and considering contextual factors when evaluating educator effectiveness.

2.3   CONTEXTUAL FACTORS

The absence of contextual factors was one of the criticisms levelled at previous systems of appraisals. The instrument utilized for appraisal must make provision for contextual factors. Resources and needs differ from school to school. It is therefore imperative that the specific setting with its unique circumstances must be taken into account if appraisal is to be sound and legitimate. The IQMS instrument found favour amongst stakeholders because it allowed educators to be appraised within their work context by internally based panels. Within this context, needs are assessed and development strategies are identified (ELRC, Resolution 4 of 1998).

In addition to enhancing the quality of education offered to pupils, developmental appraisal or formative assessment emphasises process rather than product Butler et al. (1999: 55). It is for this reason that the IQMS acknowledges the presence of contextual factors, namely availability of resources, socio-economic status, educators' attitudes and so forth which may possibly influence the educators' performance (Mpolweni, 1998: 57; Butler et al., 1999:55).

It would be unfair for appraisers and evaluators to treat the educators' performance as though it were divorced from the context in which it occurs. Teaching and learning are complex processes that are subject to numerous influences like contextual factors mentioned above. Therefore acknowledgement of contextual factors ensures appropriateness and sufficiency of collected data (Jantjies, 1996:52)

The following aspects of contextual factors are to be considered during the IQMS when appraising educator performance:

Personal, political, economic and social factors

According to Spangenberg (1994:4) the following factors affect performance appraisals and their accompanying assumptions:

- The innate ability and education of the individual,
- Personal effort,
- The capability of processes and systems within which the individual performs,
- specific preparation of the employee by the organisation,
- Observations and judgements of the rater and capability of appraisal systems and processes.

To understand the need to address contextual factors it is necessary to elaborate on each of the factors.

Personal Factors

Developmental appraisal recognises educators as both persons and professionals, hence information on both personal and professional aspects of the educator are

collected (Lukhaimaine, 1997:18). The educators' personal and professional traits should complement each other during instructional performance. Educators may have positive personalities but will still need professional development to enhance effectiveness in teaching and to maximise their performance Mdlalose (2001:17).

Because of a lack of training, appraisers make judgements based on personal experiences and dislikes, as well as what they consider an effective educator should be, more than on the basis of external standards whose credibility has been widely accepted by both appraiser and appraisees. Appraisers should have received specific training to enable them to observe behaviour more accurately and judge it more fairly (Sergiovani & Staratt, 1998:82 in Mdlalose, 2001).

Political Factors

Organisations are political in nature and many decisions, particularly appraisals, are influenced by it. Nevertheless, it is still possible for performance appraisal to be carried out with a high degree of fairness, accuracy and usefulness. Political factors entail the school climate. Working conditions are created by the interaction of employees with their physical work environment. It is the environment which impinges on employees' senses and which is related to their lower order needs, which in turn affect their physiological functioning.

The leadership element in the job context entails that the school consists of the employees' superior (the principal), and the management cadre (the SMT).This leadership element determines numerous aspects of the job. Therefore the leadership elements have a significant effect on the employee's job content environment in the school.

Blasé, in the UNISA Reader (1991:196) asserts that administrators must become acutely aware of their own political motivations, the political motivations of their constituencies, and macro- politics of society. Politics is an inevitable fact of life in schools which successful administrators must recognise. As Farkas and Johnson (1993:196) pointed out in the UNISA Reader, "Politics is how change occurs, how

disputes are mediated, and how consensus is reached. The challenge is to keep politics from descending into pettiness and parochialism.

Socio-economic factors

The socio-economic status of learners hampers or influences educator effectiveness. It would be unfair to expect educators to perform at the same level of educators of schools with less socio-economic problems. Much of their time is focused on dealing with issues relating to poverty, hunger, emotional problems and dreaded diseases. These barriers need to be addressed first and foremost before any effective teaching and learning can take place. It must be borne in mind that educators are not qualified to deal with such issues but at the same time these issues cannot be ignored.

Social factors

According to Jantjies (1996:52), educators desire an appraisal system that develops a sense of self-worth, stimulates critical self-awareness and provides opportunities to express feelings. Jantjies (1996:81) further contends that the developmental rating scale ignores the external influences such as authority structures, school size, school population and socio-economic status of learners which may influence the educator's performance. It is therefore not proper to ignore such important factors during the appraisal.

Interpersonal and group relations are a subsection of working conditions. Interpersonal relations can be defined as the whole range of human conduct between individuals who interact as they are involved in relationships of communicating, cooperating, changing, problem solving and motivation Gerber, (1999:45).

The inter-relationship of these factors is depicted by the following diagram:

Figure 2.1   The inter-relationship of contextual factors in managing educator performance.
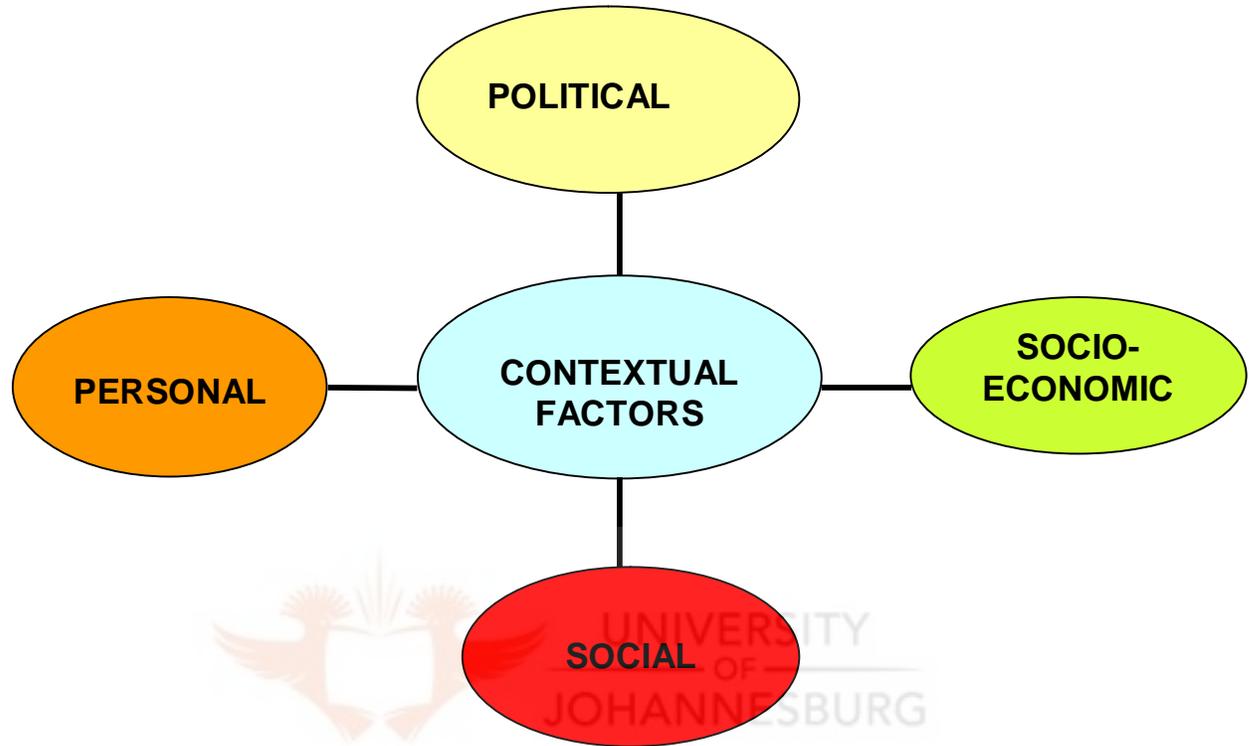
2.4   DECISION - MAKING AND ACCOUNTABILITY

Principals should play a key role in terms of creating a positive climate for development programmes improves their readiness for effective learning. Educators should be involved in determining training needs, identifying appropriate approaches, designing follow-up activities and designing the most appropriate evaluation procedures.

The IQMS system was designed by the ELRC, together with the National Department of Education, using minimal educator input via educator unions. Very few of them have been involved in any design and they are given minimal training by officials who

perhaps have little practical knowledge of performance management (Loock et al., 2006:64).

According to Weber (2005:68), the introduction of the accountability measures has been accompanied by an assertion of the primacy of government control over the school system (NDOE, 200, section1.1.2; Jansen, 2001).

There are three different levels of appraisals: internal appraisals **(Process A)** and external appraisals **(Process B) as illustrated below**

PROCESS A	PROCESS B
- Establishment of structures - Self-evaluation by individual educators. - The development of an instrument plan for lesson observation of teachers. - Lesson observation by DSG – who will make information of lesson observation of teachers available to the SDT for planning of school improvement.	- Drafting an external evaluation plan. - Informing schools timeously of dates for conducting external WSE. - Advocacy and training around Quality Management System if IQMS structures do not exist. - Informing the school what documents will be required. - Preparatory visit to the school. - Identification of a representative cross-section of teachers for observation. - Observation of teachers and writing a report.

At the level of the school, the principal and the School Development (SDT), together with the Development Support Group (DSG), have to implement this performance measuring instrument.

Educators expressed their concern with regard to the implementation of IQMS: "The Department has not included us in the decision-making; we are merely informed and no discussion took place. Learners are not given the attention they deserve, as the primary goal of education is to focus on student and not teacher performance. They are creating a platform for teachers, but in doing so, are ignoring crucial factors such as overcrowded classrooms, disciplinary problems

and a basic lack of respect for teachers" (Radcliffe,2006:1). Judging from this article, educators are cautious, suspicious and apprehensive about IQMS. It has been noted by Mdlalose, (2001:29) as one of the reasons for educator negativity of past appraisal systems, in that appraisal systems ignore the opinions of educators regarding it's design and implementation.

Mullen in Spangenberg (1994:89) argued that instead of measuring the employee's knowledge, skills and contribution to the organisation, we should be evaluating whether or not we are satisfying customer needs and requirements. She proposed new thinking about:

- What we are evaluating ;
- Who is doing the evaluating ;
- Whether they are equipped to do it.

Before designing any performance evaluation system there are certain questions that need to be answered:

- What method will be used?
- How will one design the performance evaluation system?
- What variables will be used to determine educator effectiveness?
- What criteria will be used to judge the quality of work performance?

It should be clear that the design of a performance measurement system is of critical importance. Yet no matter how well the system has been designed, if it is poorly implemented then it is doomed to fail.

It can be said that appraisal is the process whereby the appraisee and the appraiser establish a common understanding of what is expected of each other. They have to come to a common understanding regarding performance, capabilities and needs. This understanding must be based on mutual cohesion and a joint understanding of the process. When designing systems to evaluate human performance, there are certain standards or criteria that need to be considered. Whether or not the system meets the criteria can best be ascertained by first clarifying some issues.

Regarding the IQMS system, Section A on p.10 of the IQMS Manual clearly spells out the evaluation and appraisal relationships:

Figure 2.3   Level of decision-making versus level of implementation of IQMS.

(The broader the level of implementation, the higher the level of Decision-making).

- Level 1 EDUC
- Level 2 HOD
- Level 3 SMT
- LEVEL 4 PRINCIPAL
- LEVEL 5 DISTRICT
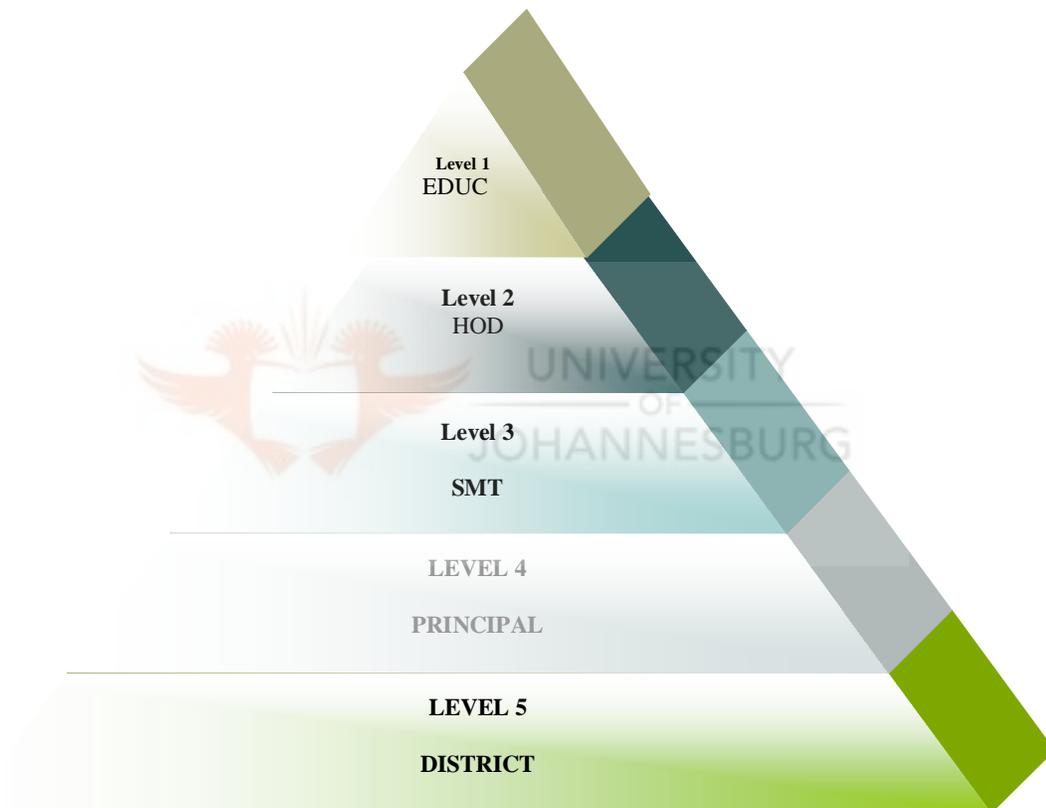
Figure: 2.3   Level of Implementation

Level of decision – making

Level	5	District
Level	4	Principal
Level	3	SMT
Level	2	HOD
Level	1	Educator

(Level 1, meaning the lowest and level 5, meaning the highest)

Educator (Level 1) by Education Specialist / or Head of Department

       (HOD) or principal where there is no HOD.

HOD / Education Specialist (Level 2) by Deputy Principal or

       Principal.

Principal by Regional / District / Area Manager or his / her delegate

An educator may also be evaluated by colleagues or by learners.

- **Steps involved in educator evaluation by the role players**

   - Setting performance standards, criteria or norms (ELRC, DoE)

   - Observation of the work performance and obtaining information
      or data about it (SMT).

   -   Evaluation of the work performance using a process of decision-
      making and judgement (SMT, SDT).

- Providing feedback about the work performance, with the application of corrective steps if necessary (SMT, SDT).

These steps can be used to arrive at a definition of educator evaluation:

- **Evaluation**

"Teacher evaluation is a function of human decision-making resulting from a value judgement about how good or weak a particular work performance is using information that compares the actual work performance with predetermined performance standards and that is followed by feedback to the teacher about how good or weak the performance is." (Grobler 1993:92; IQMS Manual 2005, Section C: 10- 36).

For the Department of Education, and for all educators, the main objective is to ensure quality public education for all and to constantly improve the quality of learning and teaching, and for this we are all accountable to the wider community.

The key aspect in developing a Performance Management System is to drive strategy implementation and to hold performers accountable (Weber, 2005: 69). Weber further asserts that the relationship between internal, teacher and school-based evaluation is problematic, in no small measure due to the fact that a prescribed framework has been mandated.

In order to ensure accountability, it is imperative to clarify roles and responsibilities, for implementation.

2.5 CLARIFYING ROLES AND RESPONSIBILITIES

According to Hopkins (1989:32), the role of the evaluator has role implications for the implementation of a performance management system. Because of the hierarchical nature of school leadership, WSE requires that School Management Team members to play a dual role – that of being an evaluator and at some

stage, the one whose work is evaluated. This complexity of role reversal, will impact on the way in which school leadership views WSE as part of IQMS.

Goal setting theory has a strong impact on employee performance. It forms the basis of performance management (Spangenberg1990:95). It has the following advantages:

- People are willing to commit themselves to objectives they have participated in setting.
- People will perform better if they can measure their progress.
- People are objectives-oriented and desire to make a significant contribution to the organisation if they are given the opportunity to do so.
- Delegation and mutual agreement on what is to be delegated are to be emphasised.
- Results rather than means are to be emphasised.
- People perform better when they have some control over their destiny.

The IQMS clearly defines and tabulates the roles and responsibilities of the evaluators.

The Roles and Responsibilities of the key role players in the implementation of IQMS.

ENTITY	ROLES AND RESPONSIBILITIES	LEVEL OF DECISION-MAKING AND ACCOUNTABILITY
Principal	- Ensures that the SIP is developed taking into cognizance the PGPs of all educators. - Develops a Skills Development Plan for the PS Staff's PMDS development needs. - Reports to the District (IDSO) on all IQMS issues e.g. Functionality; IWSE and the SIP. - Ensures that all documentation sent the district office is correct and delivered on time.	**LEVEL 4**

SMT	- Liasing with educators, regional and district area offices to coordinate the provision of developmental programmes for educators(DA) - Develop school's SIP programme. - Assist with the broad planning (year plan inclusion) and implementation of IQMS. - Does <u>internal moderation</u> at school level. - Alignment of school budget to the SIP for the development of educators at <u>school level.</u>	**LEVEL 3**
SDT	- Coordinate the observation of educators in practice and appraisals for PM. - Keep the records of these processes. - Develop the school's SIP. - Records the WSE processes	**LEVEL 2**
Educator	- Self-appraisal - Provide input for SIP	**LEVEL 1**

(the higher the level of implementation, the higher the level of decision-making and accountability)

Only two structures are needed in the school:

- The **Staff development Team (SDT**), which could include the principal, senior management and educators.
- The **Development Support Group (DSG)**, for each educator, consists of the immediate senior and one other educator.

What are the responsibilities of the SDT?

The SDT, together with the SMT, will be responsible for liasing with educators as well as regional / district / area offices to coordinate the provision of developmental programmes for educators (Developmental Appraisal).

The SDT must monitor the process of Developmental Appraisal (self-appraisal by the educator), mentoring and support by the educator's personal Developmental Support Group (DSG).

The SDT must also coordinate the observation of educators in practice and the appraisals for Performance Measurement (PM) and must keep the records of these processes. The SDT and SMT must also develop the school's own School Improvement Plan (SIP), incorporating strategic objectives of the strategic Plan of the department, and the PGP of individual educators. The SIP sets targets and time frames for school improvement using the Whole School Evaluation (WSE) instruments and must monitor and measure progress against theses targets. The SIP should be revised periodically, setting new goals or priorities which reflect the progress already made. Records of WSE processes should also be kept by the SDT (Loock et al., 2006:82).

The SIP must be submitted to the regional / district / area office. SIP's from different schools must report on their planning to enable the regional / district / area office to coordinate provision of in-service training (INSET) and other programmes that are aligned to the needs that have been identified by schools.

Self – Appraisal

The IQMS also makes provision for educators to evaluate themselves. Immediately after the initial advocacy and training, each educator should evaluate himself or herself using the same instrument that will be used for both DA and PM. This enables the educator to become familiar with the instrument. Educators should familiarise themselves with the performance standards, 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. Thus, self-evaluation forms part of both DA and PM. Since PM will be used for determining pay and / or grade progression (notch increases) it must be used to evaluate the performance within the period of a calendar / school year, even though the award will be made in the following year. It is important to note that the award will therefore, always be based on the previous year's work.

The emphasis on self-evaluation in the IQMS serves the following purposes:

- The educator becomes familiar with the instrument that will be used for DA and PM.
- The educator is compelled to reflect critically on his or her own performance and set his or her own targets and time frames for improvement. The educator takes control of improvement and is able to identify priorities and monitor his or her own progress.
- Evaluation, through self-evaluation, becomes an ongoing process which is more sustainable in the long term because fewer 'outside' evaluations (involving other people) are required, thereby the investment and of human resources.
- The educator is able to measure progress and successes and build on these without becoming dependent on cyclical evaluations (recommendations for development and interventions that are also only cyclical) Loock et al., (2006: 83).

Self-evaluation is an inherent part of the IQMS and educators are actively involved via the SDT and the DSG. Each educator also needs to complete a personal growth plan PGP and each school, a school improvement plan (SIP). This is good but seems overly bureaucratic and could give rise to large volumes of paper work.

Loock et al., (2006:83) express concern for the use of the measuring instrument, that it is being elevated to the most important aspect of the evaluation process, whilst it is the evaluator's judgement that should add meaning to the process.

Fairness in Appraising Educator Performance

Being accountable to educators for the outcome of appraisals by appraisers cannot be stressed enough. We all try to be scrupulously fair in evaluating employees. We

know that work is important to people who may define themselves by their jobs (Hall, 1986; Nicholson, 1987 in the UNISA Reader, 1997:40).

Gerber (1997:170) asserts that, even with the best of intentions, performance appraisal can never be fully objective and accurate. The most important reason is that people have a limited ability to process information. Nevertheless, he adds that it is still possible for performance appraisal to be carried out with a high degree of fairness, accuracy and usefulness.

Employee evaluation is a serious responsibility. Performance appraisals identify the people who should be recognised, promoted, or given additional responsibilities and opportunities, as well as those who should be given additional training, counselling, or a chance to work somewhere else. To accomplish this, the ratings must be accurate.

According to Mdlalose (2001:20), the negative attitude of educators towards appraisal in the past was further compounded by their opposition to the rating scale in the appraisal system as a measure of the educator's efficiency. Jantjies (1996: 51) and Waghid (1996:81) contend that rating scales used in appraisal are not transparent. Inferences take place in a person's head.

Shinkfield & Stuffelbeam (1995:16), assert that, this raises doubt in educators about criteria used to judge effective teaching. These criteria shift the focus of appraisal away from behaviours directed at effective management conditions within classroom and teaching skills themselves.

The rating is obtained subjectively from the appraiser's own judgement and assumptions about good or bad teaching performance. As a result, the appraiser's evaluation may be influenced by such issues as educator deception, compliance and the halo effect. This is because the core criteria used in appraisal concentrate overwhelmingly on observable aspects such as educator characteristics, learner achievement and observation of educator performance.

The IQMS Instrument and accountability

As far as the IQMS is concerned, no direct mention of paradigms or variables can be found. Instead, this system makes use of performance standards or areas which in turn may have sub-areas. It is thus confusing, as 'standard' normally means "a measure to which others conform or by which the accuracy of others is judged".

The IQMS system contains a performance measurement instrument (PM) for educator evaluation and consists of two parts. One part (made up of four Performance Standards) is used for the observation of educators in practice.
The other part (made up of eight Performance Standards) is related to aspects for evaluation that fall outside the classroom (Loock et al., 2006:69).

The first part, namely the lesson observation, is designed for observation of educators in practice for developmental appraisal, Performance Measurement and Whole School-evaluation (external).

This part of the instrument consists of four performance standards:

1. The creation of a positive learning environment
2. Knowledge of curriculum and learning programmes
3. Lesson planning, preparation and presentation
4. Learner assessment

The second part is for aspects outside the classroom. This part of the instrument is designed to evaluate the performance of educators with regard to aspects outside the classroom and consists of eight performance standards:

5. Professional development in field of work / career and participation in professional bodies
6. Human relations and contribution to school development
7. Extra- curricular and co-curricular participation
8. Administration of resources and records
9. Personnel

10. Decision-making and accountability

11. Leadership, communication and servicing the governing body

12. Strategic planning, financial planning and EMD

These eight (8) performance areas are indeed all to be found in the educator's work environment, but certain administrative aspects seem to be overly-represented, for example," The creation of a positive learning climate" could cover a very wide range of aspects. If you believe that the educator was the most important influence in the learning environment, then probably list aspects such as:

a. The academic achievements of learners in the external environment

b. Thorough lesson preparation or stimulating presentation.

The IQMS then provides "descriptors" for each criterion. For example, the learning space is circumscribed by four descriptors that vary from unacceptable to outstanding. These descriptors come from a rating scale, namely.

- **Rating 1:** Unacceptable. This level of performance does not meet minimum expectations and requires urgent intervention and support.

- **Rating 2**: Satisfies minimum expectations. This level of performance is acceptable and is in line with minimum expectations, but development and support are still required.

- **Rating 3**: Good. Performance is good and meets expectations, but some areas are still in need of development and support.

- **Rating 4**: Outstanding. Performance is good and exceeds expectations. Although performance is excellent, continuous self-development and improvement are advised(Loock et al., 2006:75).

As suggested by Sergiovanni and Staratt (1993:62), evaluation must be person-proof, because decisions made, will impact significantly on the lives of people. Despite the best efforts, rating errors will still be made. Some elements of errors are probably unavoidable, since evaluation is a human enterprise. However, research suggests that many more performance evaluation errors are made than there should be, even with the best evaluation instruments.

Rating errors can be minimised if evaluators are made aware of them. Real minimisation requires staff development programmes incorporating simulations, exercise, practice, and coaching (Wexley, Sanders and Yukl (UNISA Reader, 1973:168), but awareness is the first step.

What is a rater error?

A rater error is an attitude, response, tendency, or inconsistency in the rater that interferes with his or her ability to produce accurate performance ratings.
Rater errors occur in all types of employees. The errors are not made consciously, but they are made frequently.

The following rater errors occur, according to Hartzell, in UNISA Reader, 1973:168):

- **Unwarranted Strictness** is the tendency to rate virtually everyone lower than they may deserve.
- **Unwarranted Leniency** is the tendency to rate everyone more positively than their performance really merits.
- **Central Tendency** is the disposition of some evaluators to rate nearly everyone in the middle range.
- **Halo Effect** error causes evaluators to rate employees at similar levels across the whole evaluation instrument.
- **Recency occurs** when evaluators are influenced by recent events and don't base their judgements on evidence from across the entire period since the last performance appraisal.
- **Contrast error** occurs when the evaluators' perceptions of a given person's performance are influenced by the evaluations of those who came before.
- **Attribution** occurs when evaluators assume the reason or cause for a person's behaviour is some positive or negative characteristic of that person (intelligence,laziness, honesty or dishonesty).

Personal preferences, prejudices and biases can also cause errors in performance appraisals. Managers with biases or prejudices tend to look for employee behaviours that conform to their biases. Appearance, social status, dress, race, and sex have

influenced many performance appraisals. Managers have also allowed first impressions to influence later judgements of an employee. First impressions are only a sample of behaviour; however, people tend to retain these impressions even when faced with contradictory evidence (Byars, L & Rue, L W, 2000:285).

In terms of the preceding discussion, the potential for errors in performance appraisals is great. Research and practice offer some suggestions for minimizing the likelihood of rating errors.

Minimising errors

Improving the skills of a rater is a promising approach to overcoming errors in performance appraisals. Suggestions on the specific training that should be given to evaluators are often vague, but they normally emphasise that evaluators should be trained to observe behaviour accurately and judge it more fairly. However, at a minimum, raters should receive training in the performance appraisal method used by the organisation, the importance of the rater's role in the total appraisal process, the use of performance appraisal information, and the communication skills necessary to provide feedback to the employee.

From the preceding information, there are many questions that still remain regarding the levels of accountability and decision-making with performance appraisals (Newman et al., in Weber, 2005:69), asks: Will school performance improve as a result of external accountability measures? How does accountability stand in relation to teachers' individual knowledge and experience of their work?

The school's institutional capacity and collaborative endeavours are crucial. The references below are research completed in the United States, but the principles are relevant to other countries as well: "We have seen strong external accountability is difficult to implement, and even when it is implemented, it can present serious obstacles to or undermine a school's organisational capacity. We showed that when highly specific prescriptive standards are connected to high-stakes, consequences are mandated by external authorities, this can deny school staff both the 'ownership

or commitment and the authority it needs to work collaboratively to achieve a clear purpose for student learning (Newmann et al.,1997:62).

2.6 SUMMARY

Various strategic approaches have been adopted by the Department of Education to inform the latest quality management system – a multi-dimensional initiative that would ensure the department's aim of a quality education for all South Africans. Decision-making and accountability are critical issues for the effective implementation of an appraisal system. Intensive training of the evaluator in making decisions that will have a profound impact on an educator's career cannot be overemphasised.

With the adoption of the Collective Agreement Number 3 of 2003 (ELRC, 2003 (b) attempts have been made by the department to make definite improvements in the new appraisal system, IQMS. While little attempt has been made in order to provide adequate training to facilitate effective implementation of the process, the issue of concern, still remains, the lack of involving educator opinion in the design and implementation of the IQMS. This highlights the question of competence and preparedness of evaluators in implementing IQMS.

2.7 CONCLUSION

The need to initiate an appraisal system for educators was shared by all stakeholders "the restoration of the culture of teaching, learning and management involves the creation of accountability", in South Africa.
The essential aspects of implementation of a quality management strategy in schools are the development of educators and whole school development.

The objective for the implementation of IQMS is ensuring quality education for all.
The evaluation instrument aims to achieve the following:
Internal Whole School Evaluation which emphasises educator development and whole school improvement; External Whole School Evaluation encompasses the moderation of schools; identification and evaluation of school effectiveness; increase

the level of accountability; strengthen the support given to schools ; provide feedback to all schools and identify aspects of excellence within the system.

The implementation of a quality management system encompasses changes in organisational culture, organisational structures, leadership styles, educator development, monitoring tool, educator assessment and evaluation, resource allocation, behaviour, performance and reward systems. The implementation of IQMS, has however, been accompanied by numerous problems as the appointment of the Colloquium 2006 testifies.

Despite the numerous changes recommended by this committee (IQMS Colloquium 2006), the implementation process is plagued by many problems. It appears as if the designers of this change process were not aware of the complexity of the implementation process and the changes involved. The IQMS implementation is process that involves complex change. Such complex changes, if it is to be productive, require skills, capacity, commitment, motivation, beliefs and insights and discretionary judgement on the spot. If there is one fundamental rule of change where humans are involved, then it is that you cannot make people change. You cannot force them to think differently or compel them to develop new skills (Fullan, 1993:23). The more complex the change the less you can force it and any major change is indeed a complex change process.

State mandated implementation is often characterised by the use of bureaucratic power as the state normally has the human resources and administrative procedures that are needed to manage the process. Bureaucratic power manifests itself in the use of top – down communication, advocacy, resistance and a lack of ownership for the implementation process . The use of advocacy is substantiated in that educators and parents were not involved in meaningful participation in any way and the one – sided presentation of the positive aspects of IQMS. Educators should be seen as being central to the decision-making processes and communication must not be perceived as top-down. Further, if educators are not involved in the decision – making processes with respect to the implementation of IQMS, they are unlikely to accept ownership for the implementation.

CHAPTER THREE

RESEARCH DESIGN AND METHODOLOGY

3.1 INTRODUCTION

Chapter two highlighted the aspects of accountability and decision-making as important components of any performance measurement instrument, in particular the Integrated Quality Management System (IQMS).

This chapter will outline the research methodology utilised in this study. A brief discussion of the research design will be conducted; hereafter the specific procedures and investigative processes will be explored.

3.2 THE RESEARCH DESIGN

The researcher opted for a quantitative research as a method to be utilised in this investigation. The purpose of this research is to determine the extent to which a sample of educators perceive the critical role of decision-making and accountability as aspects of the performance instrument in the Integrated Quality Management System (IQMS) on educators at schools.

The design of the research can be seen as setting up a programme to guide the researcher in collecting, analysing and interpreting observed facts. Research design can be understood, as the planning of a scientific research from the first to the last step (Bless and Higson-Smith, 1995:63).According to Mouton (2001:74) a research design can be defined as a plan or blueprint of how one intends to conduct the research.

3.3 QUANTITATIVE RESEARCH

Mouton and Marais (1989:157) define the quantitative approach as the approach, used by researchers in the social sciences that is, more formalised in nature as well as explicitly controlled, with more carefully defined scope, and that is relatively close to the approach used by researchers in the social sciences. This approach aims at examining the generally accepted explanations of phenomena, and is therefore more structured and controlled in nature. The scope of this type of approach is larger and more universal in nature, and can also be defined accurately (Grobbelaar in UNISA Guide, 2000:82).

In this type of research, preference is given to the following methods and techniques (Nester et al., 1995:53 in the UNISA Guide, 2000: 88):

1. Conceptualization of concepts that can be operationalised through measuring instruments,
2. Data-collection techniques, such as structured questionnaires and schedules.
3. Data-analysis techniques, varying from simple cross-tabulation of the data to complex analysis techniques.

For the purpose of this research study, the researcher will focus on the questionnaire as a method of data collection.

3.4 SAMPLING

A sample comprises the elements of the population considered for actual inclusion in the study or it can be viewed as a subset of measurements drawn from a population in which we are interested. (Arkava and Lane, 1983:27 in de Vos, 2002:199).

Bless et al., (1995:85), states that sampling is a technical accounting device to rationalise the collection of information, to choose in a restricted way the restricted set of objects, persons, events and so forth from which the actual information will be drawn.

3.4.1 Rationale for the Sampling Technique

Stratified random sampling deemed suitable for this research study for the following reasons:

- The population used in the sample is heterogeneous in respect of the variable investigated, which is associated with the elements of the population.
- The population can be divided into so-called sub population or strata, each of which is more homogeneous than the population as a whole (UJ, 2005:77).

Stratified random sampling thus means that a random (sub) sample is drawn from each stratum (regardless of whether it is done through simple random sampling or systematic sampling) of the sub-populations that make up the entire population, targeted for this study.

Bless et al., (1995:91), states that the principle of stratified random sampling is to divide a population into different groups, called strata, so that each element of the population belongs to one and only one stratum. Then within each stratum, random sampling is performed using either simple or the interval sampling method. The advantage of stratification is that it makes representatives of a particular segment of the population possible (Brink, 1996:139).

In this research study, the population consists of schools in the Gauteng and North West Departments of Education of which the population is homogeneous in nature such as gender, age, post status and teaching experience. The composition of the sample was SMT members and educators.

3.5 DATA COLLECTION

The questionnaire is particularly useful when information need to be obtained from fairly large groups. In this research study, the researcher needed to obtain data from a representative of educators in Gauteng and North West Province schools.

De Vos (1998:152) defines a questionnaire as "a set of questions in a form to be completed by the respondents in respect of a research project". The questions can be open (e.g."Do you have any comments on this matter?") or closed, with an option to respond either "yes or no" (e.g. "Have you used the university library before?").

The aim of the questionnaire for the purpose of this research study was to establish the perceptions of educators in relation to decision-making and accountability as aspects of performance measurement in IQMS. Close-ended questions were largely used in order to represent critical issues on the implications of the process of IQMS in schools.

The advantages and disadvantages of using a questionnaire as a technique are as follows:

Advantages:

- Relatively low costs – as compared to other forms of gathering data, namely, interviews where cost is high owing to the nature of face-to- face interaction with the individual.
- Can involve large groups - questionnaires can be distributed to as many respondents as possible.
- Can involve respondents who are usually more difficult to access - distribution can be possible to respondents throughout the country if needs be.
- Information / data can usually be interpreted easily- as compared to other data collecting techniques, namely, interviews, where it is time consuming to analyse data.
- Can use respondents from various heterogeneous strata – respondents can be reached from all sectors of the population.
- Confidentiality can be assured because the questionnaire can be completed anonymously – the individual will be able to complete the questionnaire privately within his or her capacity.

  Disadvantages:

- Lack of mobility; the respondent should answer the given question, which is usually in a structured and printed format,

- Information is not obtained in great depth because the respondent should stick to the structured format, and in this way, often highly specific individual information is ignored,
- It is difficult to ensure that the "correct" (required) person has completed / filled the questionnaire ,
- The questionnaire technique is not very suitable when a respondent is illiterate. (University of Johannesburg, Research Methodology, Study Guide 2005:50).

3.6 THE INSTRUMENT OF RESEARCH

The research instrument used was a structured questionnaire designed by a group of three students involved in the Master's course, after which it was submitted to the Statistical Consulting Services (STATKON) at UJ for further refinement and validation.

3.6.1 The design of the questionnaire

The structured questionnaire consisted of thirty-one (31) close-ended questions. The questions were designed to obtain the perceptions of the educators and SMT members to determine the competency levels of the educators regarding aspects o decision-making and accountability in the implementation of IQMS in their schools.

Composition of the questionnaire
The questionnaire consists of two sections.

Section A: This section contains the biographical details of respondents viz. gender, age, teaching experience, highest academic qualification, present post level, classification of current school, location of school, attendance of educators at school and average age of SMT.

Section B: Thirty–one (31) questions are posed to determine the perceptions of educators regarding the implementation of IQMS at the school. Respondents had to indicate their responses on a Likert-type scale containing responses as indicated by the following:

1	2	3	4	5	6

1 - Strongly disagree

2 - Disagree

3 -   Partially disagree (leaning more to disagreeing)

4 -   Partially agree (leaning more to agreeing)

5 -   Agree

6 -   Strongly agree

The following themes were identified during the literature survey and inserted in the questionnaire, namely:

- Items associated with accountability
- Items associated with decision-making
- Items associated with contextual factors
- Items associated with individual competence

3.6.2   The administration of the questionnaire

The questionnaire was distributed to 270 respondents including SMT members and educators in the Gauteng and North West provinces. Questions were distributed and collected by hand after which it was submitted to STATKON for further data clean up and statistical analysis.

TABLE 3.6.1: BASIC FREQUENCIES - ITEMS ASSOCIATED WITH DECISION-MAKING AND ACCOUNTABILITY AS ASPECTS OF THE PERFORMANCE INSTRUMENT ACCORDING TO MEAN SCORES AND RANK ORDER.

Item	Description	Mean	Rank Order	Factor
B1	Opportunities for discussion about IQMS are allowed.	4.05	9	1
B2	The SMT has received sufficient training in implementing IQMS	3.82	18	1
B3	At my school peers can efficiently appraise an educator.	3.78	20	1
B4	Educators are sufficiently knowledgeable about the complexities of teacher appraisal.	3.66	25	1
B5	At my school educators have the ability to be constructive in their criticism.	3.56	27	1
B6	At my school educators perceive the educator appraisals as fair	3.63	27	1
B7	Situational factors should be/is taken into consideration when an educator is appraised.	3.81	19	1
B8	At my school educators are sensitive towards each others needs when doing appraisal.	3.68	24	1
B9	At my school educators take part in the development of performance standards	3.77	21	1
B10	When evaluated an educator should be asked for his/her opinion about the appraisal process	4.20	4	
B11	An educator should be permitted to evaluate the criteria that will be used during the appraisal	4.18	5	
B12	Principals will become accountable leaders as a result of implementation of IQMS.	4.03	10	
B13	The implementation of IQMS ensures that all role players form part of the decision making process	4.00	11	
B14	Our principal encourages participative decision-making during the implementation of IQMS	4.10	8	

B15	The DSG always provides sufficient support during the implementation of IQMS	3.26	29	1
B16	The DSG always provides sufficient mentoring during the implementation of IQMS.	3.33	28	1
B17	The DSG should have a pre-evaluation discussion with the person being evaluated	3.95	13	
B18	The DSG should have a post-evaluation discussion with the person being evaluated	3.99	12	
B19	At my school, the SDT is democratically elected by the staff	4.31	1	2
B20	At my school, the SDT ensures that all staff members are sufficiently trained in IQMS.	4.00	11	2
B21	At my school, the SIP is developed through collaboration with educators.	3.92	15	2
B22	At my school, PGP is developed by the individual educator.	3.94	14	3
B23	The principal of a school should ensure that every educator embarks on a process of self-evaluation.	4.30	2	3
B24	At my school the principal ensures that every educator understand how the IQMS system works.	4.25	3	3
B25	The SDT tracks progress with regards to implementation of IQMS.	3.87	17	2
B26	The SDT provides mentoring to the educator being evaluated.	3.70	23	2
B27	The SDT provides support to the educator being evaluated.	3.73	22	2
B28	The IQMS allows for the development of a PGP.	3.90	16	1
B29	At my school, the principal demonstrates a commitment towards the effective implementation of the IQMS.	4.16	6	3
B30	At my school, the principal monitors the management plans for he IQMS.	4.16	6	3
B31	At my school the principal ensures that self-evaluation is done in terms of the WSE policy.	4.13	7	3

These items are discussed in more detail below:

3.6   DISCUSSION OF ITEMS ASSOCIATED WITH DECISION-MAKING AND ACCOUNTABILITY IN SECTION B.

TABLE 3.6.2: ITEMS ASSOCIATED WITH ACCOUNTABILITY

Item	Description	Mean Score	Rank Order
B23	The principal of a school should ensure that every educator embarks on a process of self-evaluation	4.30	1
B29	At my school the principal ensures that every educator understand how the IQMS system works	4.16	2
B30	At my school, the principal monitors the management plans for the IQMS	4.16	2
B31	At my school the principal ensures that self-evaluation is done in terms of the WSE policy	4.13	3
B6	At my school educators perceive the educator appraisals as fair	3.63	5
	Average	4.06	

According to table 3.6.2 the mean scores range from 4.30 to 3.63. Items B29 (4.16) and B31 (4.13) are ranked 2nd and 3rd respectively. Averages mean score of 4.06 imply that respondents partially agree to agree that accountability is an important aspect of the IQMS. This could also imply that although majority of respondents are seemingly satisfied about the accountability inherent in the implementation of IQMS in their schools there are still respondents who are undecided or not entirely satisfied about the situation.

This indicates that there is a margin of dissatisfaction among some of the educators in relation to their perception of accountability. These educators distrust the performance measurement system as implemented in their schools. Interesting to note is the relatively low mean score associated with Item B6 (3.63). This suggests that a substantial number of educators (69) (2.2%) are of the opinion that the process lacks accountability and is even unfair (see table 3.6.3), that follows:

TABLE: 3.6.3: SHOWING THE DISTRIBUTION OF RESPONSES ON A 6 POINT SCALE

Rank	Item	1	%	2	%	3	%	4	%	5	%	6	%	Total
1	B23	2	.7	5	1.9	29	10.7	106	39.3	127	47.0	1	.4	270
2	B29	1	.4	7	2.6	49	18.1	103	38.1	109	40.4	1	.4	270
3	B30	2	.7	7	2.6	42	15.6	111	41.1	106	39.3	2	.7	270
4	B31	1	.4	5	1.9	55	20.4	105	38.9	104	38.5	0	0	270
5	B12	6	2.2	12	4.4	50	18.5	101	37.4	100	37.0	1	.4	270
6	B6	5	1.9	16	5.9	69	42.2	114	42.2	64	23.7	2	.7	270

The following table deals with the items associated with decision-making:

TABLE: 3.6.4: ITEMS ASSOCIATED WITH DECISION-MAKING

Item	Description	Mean score	Rank Order
B10	When evaluated an educator should be asked for his/her opinion about the appraisal process	4.20	1
B14	Our principal encourages participative decision-making during the implementation of IQMS	4.10	2
B1	Opportunities for discussion about IQMS are allowed	4.05	3
B13	The implementation of IQMS ensures that all role players form part of the decision making process	4.00	4
B21	At my school, the SIP is developed through collaboration with educators	3.92	5
B9	At my school educators take part in the development of performance standards	3.77	6
B6	At my school educators perceive the educator appraisals as fair	3.63	7

According to table 3.6.4, the mean scores of the items B14 to B13 range from 4.10 to 2.79. This indicates that more respondents are satisfied with the aspect of decision-making during the IQMS implementation than those who are not. B21 to B6 range from 3.92 to 3.63 suggests that while respondents appear to be satisfied with the aspect of decision-making, 96(35.6%) of the respondents still feel that there is some unfairness(item B6) with regard to decision-making inherent in the system. (See table 3.6.5 below).

TABLE: 3.6.5: SHOWING THE DISTRIBUTION OF RESPONSES ON A 6 POINT SCALE.

RANK	ITEM	1	%	2	%	3	%	4	%	5	%	6	%	TOTAL
1	B10	2	.7	4	1.5	42	15.6	112	41.5	110	40.7	0	0	270
2	B14	3	1.1	4	1.5	54	20.0	110	40.7	99	36.7	0	0	270
3	B1	2	.7	3	1.1	62	23.0	115	42.6	87	32.2	1	.4	270
4	B13	5	1.9	8	3.0	59	21.9	109	40.4	89	33.0	0	0	270
5	B21	3	1.1	15	5.6	68	25.2	95	35.2	86	31.9	3	1.1	270
6	B9	2	.7	14	5.2	85	31.5	112	41.5	57	21.1	0	0	270
7	B6	5	1.9	10	3.7	96	35.6	125	46.3	32	11.9	2	.7	270

The following table deals with the aspect of competence in the implementation of the IQMS.

TABLE: 3.6.6: ITEMS ASSOCIATED WITH INDIVIDUAL COMPETENCE

Item	Description	Mean Score	Rank Order
B20	At my school, the SDT ensures that all staff members are sufficiently trained in IQMS	**4.00**	**1**
B2	The SMT has received sufficient training in implementing IQMS	**3.82**	**2**

TABLE: 3.6.7 THE DISTRIBUTION OF RESPONSES ON A 6 POINT SCALE

Rank	item	1	%	2	%	3	%	4	%	5	%	6	%	Total
1	B20	1	.4	14	5.2	66	24.4	89	33.0	98	36.3	2	.7	270
2	B2	1	.4	14	5.2	80	29.6	11	41.1	63	23.2	1	.4	270

According to table 3.6.6, the mean scores of the items B2 and B20 range from 3.82 to 4.00. This indicates that more respondents are satisfied with the levels of competence of the SMT and SDT to deal with the IQMS. However, table 3.6.7 indicates that 80 respondents (29.6%) tend to lean towards disagreeing with this aspect, while close to 6% totally disagree. This suggests that improvement of competence and training is still important and should be addressed on an ongoing basis.

TABLE: 3.6.8: ITEMS ASSOCIATED WITH CONTEXTUAL FACTORS

Item	Description	Mean score	Rank Order
B7	Situational factors should be/is taken into consideration when an educator is appraised	3.81	1
B8	At my school educators are sensitive towards each others' needs when doing appraisal	3.68	2

TABLE: 3.6.9 THE DISTRIBUTION OF RESPONSES ON A 6 POINT SCALE

Rank	item	1	%	2	%	3	%	4	%	5	%	6	%	Total
1	B7	5	1.9	16	5.9	69	25.6	114	42.2	64	23.7	2	.7	270
2	B8	2	.7	15	5.6	92	34.1	119	44.1	41	15.2	1	.4	270

According to table 3.6.9, the mean scores of the items B7 and B8 range from 3.68 to 3.81. This indicates that respondents are not altogether satisfied with the manner in which contextual factors are considered during the IQMS. Accumulatively 55.4% of the respondents partially disagree to strongly disagree that situational factors (B7) are fully considered during appraisal. There is a serious deficiency in the system.

3.8 DISCUSSION OF ITEMS ASSOCIATED WITH SECTION A:
BIOGRAPHICAL DATA

The following tables on the biographical data provide examples of the extent of representivity of the sample used.

TABLE 3.7.1: GENDER

Response	F	%
Male	74	27.4
Female	190	70.4
Missing System	6	2.2
Total	270	100
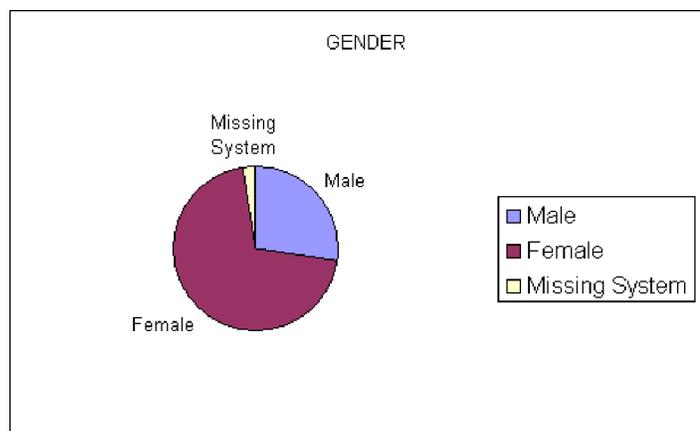
This table indicates that 70.4% of the respondents in the sample are female educators which implies that the majority of the educators in the South African education system are females.

TABLE 3.7.2 : HIGHEST QUALIFICATION

Response	F	%
Grade 12 (or lower)	2	0.7
Post school diploma or certificate	2	0.7
Grade 12 plus a Teacher's diploma	89	33
Teacher's diploma & Further Educational Diploma	81	30
Bachelor's Degree	1 2	4.4
Bachelor's degree & Teacher's Diploma	42	15.6
Honours Degree & Teacher's Degree	36	13.3
Master's Degree & Teacher's Diploma	4	1.5
Missing System	2	0.7
Total	270	100
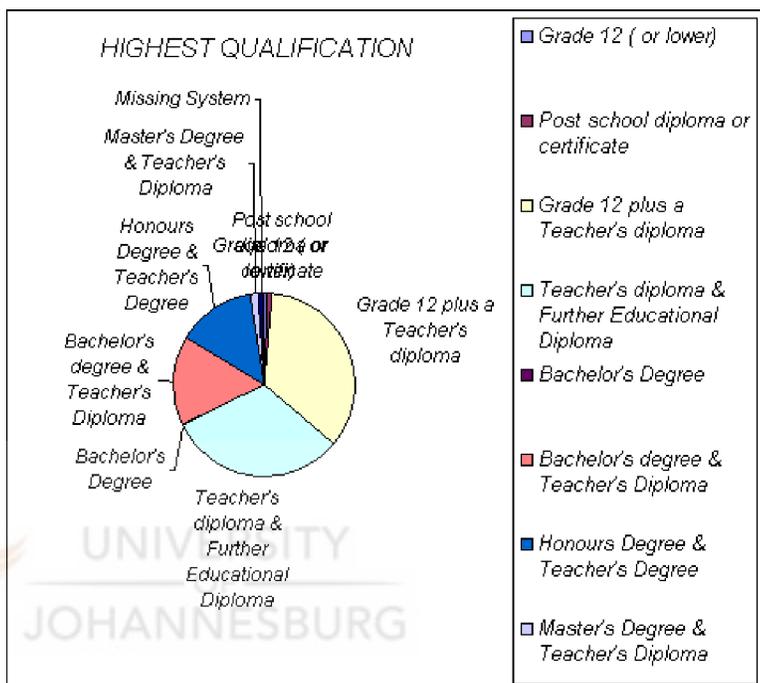
This table indicates that the majority of the respondents possess a Grade 12 plus a Teacher's Diploma which is a minimum requirement according to the Norms and Standards for Educators. Training and development as well as motivation to upgrade qualifications are imperative to boost performance levels of educators.

TABLE 3.7.3 : PRESENT POST LEVEL

Response	F	%
Educator	187	69.3
Head of Department	48	17.8
Deputy Principal	19	7
Principal	13	4.8
Total	267	100

PRESENT POST LEVEL
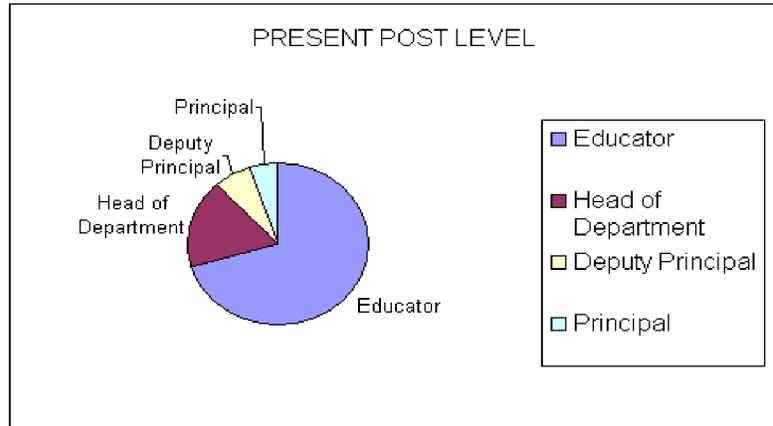
This table indicates that the majority (69.3%) of the respondents were level one educators. As educators are not necessarily involved in managing the implementation of the IQMS, their perception about the purpose of the accountability and responsibility that is inherent in the process is of vital importance. They need to have faith in the process if it is to be successfully implemented.

TABLE 3.7.4: DO YOU HAVE A TEACHER'S DIPLOMA?

Response	F	%
Yes	240	88.9
No	8	3
Missing System	22	8.1
Total	270	100

DO YOU HAVE A TEACHER'S DIPLOMA

It is evident in this table that 88.9% of the respondents have a teacher's diploma while it is of real concern that 8% of the respondents do not have a teacher's diploma. The fact that the majority of the respondents are professionally qualified suggests that their opinions and perceptions can be regarded as professionally sound and valid.

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TABLE 3.7.5 : CLASSIFICATION OF THE SCHOOL

Response	F	%
Primary school	152	56.3
Secondary School	72	26.7
Combined School	33	12.2
Special School	13	4.8
Total	270	100

CLASSIFICATION OF THE SCHOOL
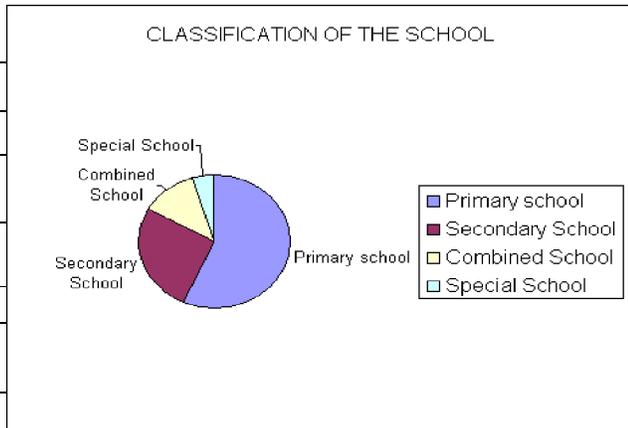
This table indicates that majority of the respondents (56.3%) are primary school educators, only 26.7% are from secondary school and the rest are from other school types. If one takes into account the breakdown on school population were the majority of the educators and learners are in this school phase it will mean that this sample representivity is acceptable.

TABLE 3.7.6: LOCATION OF SCHOOL

Response	F	%
In or close to a city	69	25.6
In a suburban area	65	24.1
In a developed area	75	27.8
In an informal settlement	2	0.7
In a rural area	54	20
Missing system	5	1.9
Total	270	100

LOCATION OF SCHOOL
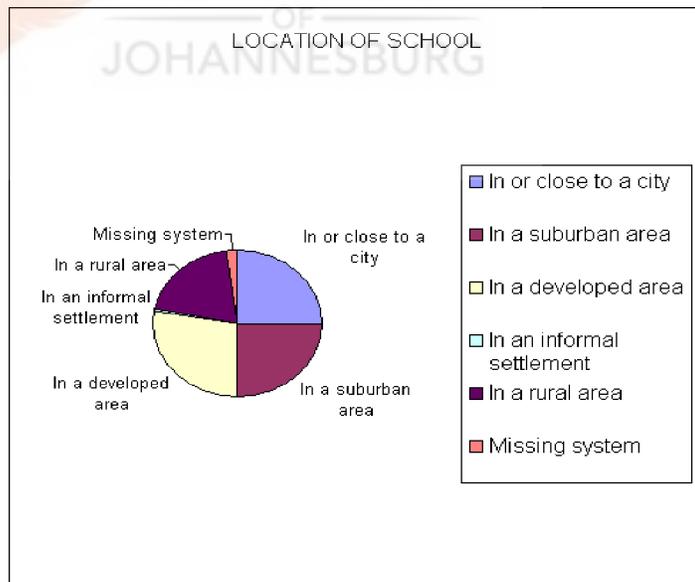
From this table, it can be gathered that majority of the respondents were from a developed area whilst 0.7% were from informal settlements. This would indicate that the sample is largely representative of schools from developed areas.

TABLE 3.7.7:
EDUCATOR ATTENDANCE

Response	F	%
Excellent	169	62.6
Average	88	32.6
poor	13	4.8
Total	270	100

ATTENDANCE OF EDUCATORS AT YOUR SCHOOL
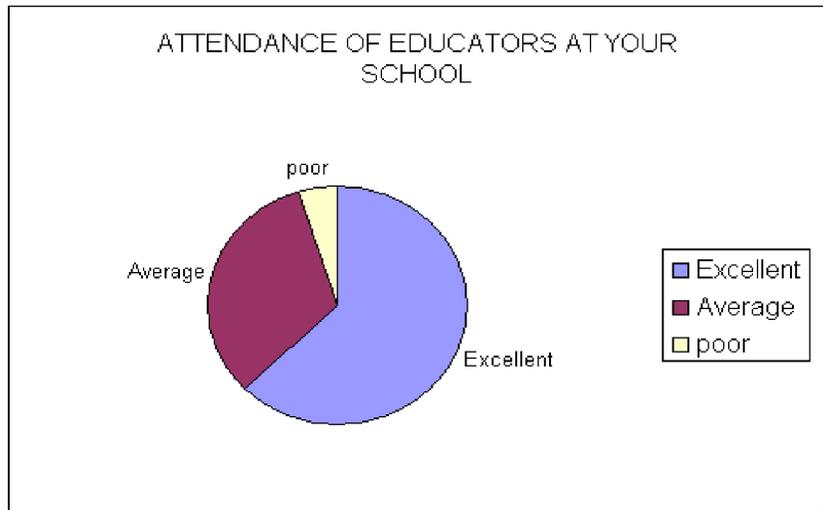
Majority of schools in this table experience excellent educator attendance which is encouraging. However, it is indeed disturbing to find that 37,4% of the schools are only average to poorly attended. This can impact very negatively on the teaching and learning and subsequently will affect the performance of these educators in a negative way.

TABLE 3.7.8:
 LEARNER
ATTENDANCE

Response	F	%
Excellent	131	48.5
Average	120	44.4
Poor	19	7
Total	270	100

ATTENDANCE OF LEARNERS AT YOUR SCHOOL
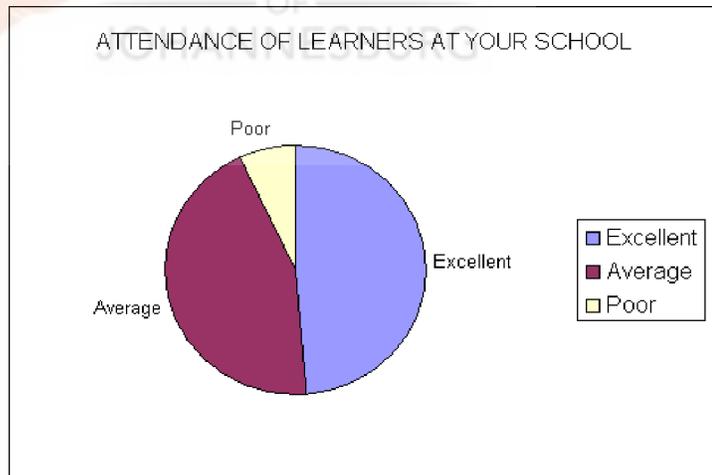
Whilst 48.5% of schools in the research have excellent learner attendance, of real concern is the high rate of average and poor attendance in most schools. (51.49%) This is very disturbing as it will have a direct impact on effective teaching and learning in the school as well as the school climate and culture. Question is, to what extent do school managers take learner absenteeism (and educator absenteeism as indicated above) into account when implementing the IQMS?

TABLE 3.7.9:

AVERAGE AGE OF YOUR SMT

Response	F	%
25 years or younger	5	1.9
25- 36 years	14	5.2
36 – 45 years	126	46.7
46 – 55 years	112	41.5
55 years or older	6	2.2
Missing System	7	2.6
Total	270	100
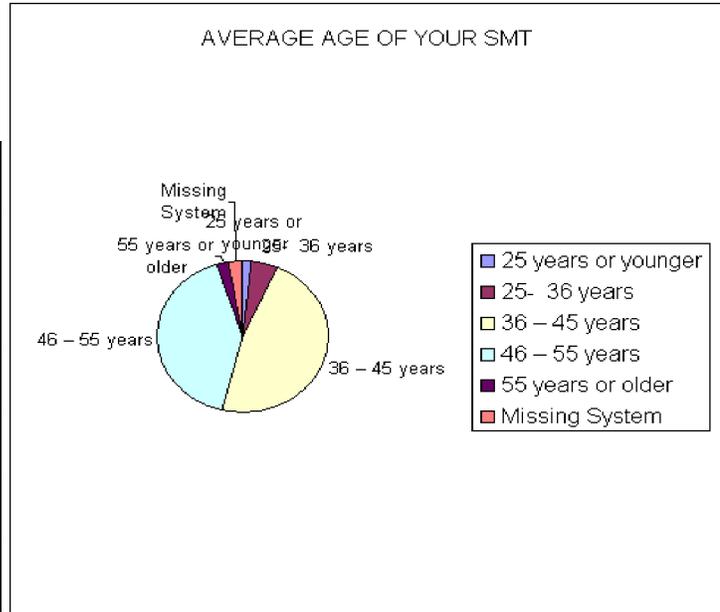
This table reveals that majority of educators (46.7%and 41.5%) are between 36-45 years and 46-55 years old respectively. We can therefore expect well -considered opinions as these are educators with a number of years of experience and many have undergone appraisal of some sort. One would like to believe, therefore, that their response to Section B of the questionnaire is valid and should be seriously considered in order to enhance the effectiveness of the IQMS.

3.9 SUMMARY

The focus of this chapter was on the approach used to conduct the empirical investigation. In addition to the researcher's preference for a quantitative method of research, an exposition on the composition and distribution of the questionnaire was given. The analysis of the items in Section A and B provided a strong indication of the perceptions of respondents with regard to the implementation of IQMS supported by decision-making and accountability.

Chapter Four will focus on the following:

- Reliability and validity of the research instrument
- A discussion of the various factors obtained.
- A discussion of the significance of differences between the factor mean scores of the various groups for each of the factors that make up aspects of the performance instrument in relation to decision-making and accountability.

CHAPTER FOUR

ANALYSIS AND INTERPRETATION OF A SELECTED SAMPLE OF EMPIRICAL DATA

4.1 INTRODUCTION

Due to the limits imposed on the length of this research essay, a detailed discussion of the various statistical techniques is impossible. The discussion will be limited to the following:

- A discussion on the validity and reliability of the research instrument;
- A comparison of one of the independent pairs by stating appropriate hypotheses and interpreting the statistical tests involved;
- A discussion of the significance of differences between the factor means of the various groups for each of the factors that make up decision-making and accountability;
- An analysis of the three, second order factors in order to determine which first order factors play the most significant role in their composition.

4.2 RELIABILITY AND VALIDITY

Before implementing the study, it is necessary to establish the reliability and validity of the research instrument, in order to obtain reliable and valid data.

De Vos (2002:166) considers reliability and validity as two of the most important concepts in the context of measurement. Reliability is the degree to which a scale yields consistent results or scores. According to Bostwick and Kyte (1981:113-120 in De Vos, 2002:168), reliability has been defined as the accuracy or precision of an instrument. They further contend that it is primarily concerned not with what is being measured, but with how well it is being measured. The more reliable our instruments and observations, the more consistent and dependable our results will be. High reliability does not guarantee valid results, but there can be no valid results without reliability.

Validity can be defined as the degree to which a scale measures what it is supposed to measure. The validity of an instrument is reflected by the degree to which it evaluates what it proposes to evaluate. Thus, a ruler is a valid measure for length and a chemical scale is a valid measure for mass.

There are three basic types of evidence for validity. For the purposes of this study only content and construct validity will be discussed. Content validity is concerned with the representativity or sampling adequacy of the content (e.g. topics or items) of the instrument. Does the instrument reflect the theory concerning the investigation? (De Vos, 2002:167). The questionnaire was sent to the University of Johannesburg's Statistical Consulting Services (STATKON). Each item was scrutinised to an extent that it could represent the content for which it was described to measure.

Construct validity focuses on what is being measured. It is concerned with the meaning of the instrument, i.e. what is being measured and how and why it operates the way it does (Mouton and Marais,1990:66). It estimates the extent to which subjects possess "the characteristic presumed to be reflected by a particular scale or test". In this particular research the construct validity of the measuring instrument was investigated by means of factor analysis.

4.3 FACTOR ANALYSIS

Factor Analysis is used to discover patterns among variations in values of several variables. It is particularly used as a tool for examining the validity of tests or measurement characteristics of attitude scales, Jaeger (1990:345).

Borg et al., (1993:269), define factor analysis as a correlation technique that examines a large number of items to determine whether they cluster into a smaller number of underlying factors. The principal objective of factor analysis is to construct a smaller number of variables (called factors) that do not do a good job of conveying the information present in a larger number of variables.

In this research study thirty one (31) items were designed to secure information on the perceptions of educators at various post levels in order to determine the implementation of IQMS at schools with regard to the aspects of accountability and

decision-making. The construct validity of the structured questionnaire was investigated by means of a successive first and second order factor analytic procedures. The first order procedure involves a principal component analysis (PCA1) followed by a principal factor analysis (PFA1). The procedures were performed using the SPSS 14, 1 (Norusis, 2006).

These procedures resulted in the thirty one (31) items being reduced to three factors namely:

- Factor 1 - **Democratic participation** consisting of 12 items with a Cronbach alpha –reliability coefficient of 0.887 with 10 items rejected.

- Factor 2 - **Empowerment** consisting of 6 items with a Cronbach- alpha- reliability coefficient of 0.895 with 7 items rejected.

- Factor 3 -   **Accountable decision-making** consisting of 6 items with a Cronbach alpha – reliability coefficient of 0. 849 with 4 items rejected.

The three factors obtained from the first order factor analysis were then used as inputs for the second order procedure. This consisted of a principal component analysis (PCA2) with varimax and orthogonal axes followed by a principal factor analysis (PFA2) with direct oblimin (oblique) rotation.

The Second Order Factor Analysis resulted in the five (5) first order factors being reduced to three factors, as discussed below:

TABLE 4.3.1: ITEMS ASSOCIATED WITH THE FACTOR DEMOCRATIC

     PARTICIPATION

Item	Description	MEAN	Rank Order
B1	Opportunities for discussion about IQMS are allowed.	4.05	1
B28	The IQMS allows for development of a PGP.	3.90	2

B2	The SMT has received sufficient training in implementing IQMS.	3.83	3
B7	Situational factors should be/is taken into consideration when an educator is appraised.	3.80	4
B3	At my school peers can efficiently appraise an educator.	3.79	5
B9	At my school educators take part in the development of performance standards.	3.78	6
B8	At my school educators are sensitive towards each others needs when dealing with/ doing appraisal.	3.68	7
B4	Educators are sufficiently knowledgeable about the complexities of teacher appraisal.	3.67	8
B6	At my school educators perceive the educator appraisals as fair.	3.63	9
B5	At my school educators have the ability to be constructive in their criticism.	3.57	10
B16	The DSG always provides sufficient support during the implementation of IQMS	3.34	11
B15	The DSG always provides sufficient mentoring during the implementation of IQMS	3.26	12

TABLE 4.3.2: ITEMS ASSOCIATED WITH THE FACTOR EMPOWERMENT

ITEM NO.	DESCRIPTION	MEAN	RANK
SB.Q19	At my school, the SDT is democratically elected.	4.31	1
SB.Q20	At my school, the SDT ensures that all staff members are sufficiently trained in IQMS.	4.01	2
SB.Q21	At my school , the SIP is developed through collaboration with educators.	3.92	3
SB.Q25	The SDT tracks progress with regards to implementation of IQMS.	3.87	4

SB.Q26	The SDT provides mentoring to the educator being evaluated.	3.70	5
SB.Q27	The SDT provides support to the educator being evaluated	3.72	6

TABLE: 4.3.3: ITEMS ASSOCIATED WITH THE FACTOR ACCOUNTABLE DECISION-MAKING.

	DESCRIPTION	MEAN	RANK
SB.Q23	The principal of a school should ensure that every educator embarks on a process of self-evaluation.	4.30	1
SB.Q24	At my school, the principal ensures that every educator understand how the IQMS works.	4.26	2
SB.Q29	At my school, the principal demonstrates a commitment towards the effective implementation of the IQMS.	4.16	3
SB.Q30	At my school, the principal monitors the management plans for the IQMS	4.16	4
SB.Q31	At my school, the principal ensures that self-evaluation is done in terms of the WSE policy.	4.14	5
SB.Q22	At my school, PGP is developed by the individual educator.	3.94	6

4.4 DISCUSSION OF SPECIFIC QUESTIONS PERTAINING TO THE RELIABILTY OF SECOND ORDER FACTORS.

4.4.1 DEMOCRATIC PARTICIPATION

According to Freese (2003:82) democratic participation can be circumscribed by conditions designed to preserve and protect the democratic values and educational aims, which foster and promote a democratic theory of education. Effective SMTs should create an atmosphere conducive for democratic participation by educators in the IQMS process.

- **Question B1: Opportunities for discussion about IQMS are allowed.**

The decentralisation of the decision-making process is based on the understanding that decisions should be made by those who best understand their own needs.

Allowing educators in discussions that concern them, means empowerment, that is, responsibility and a share in decision-making to subordinates in order to encourage "ownership" of policy, shared leadership and high levels of performance (Freese, 2003:15). Educator participation in decision- making according to Garrison (1998: 501) is that individual educators should be empowered to participate in the process of knowledge production and distribution and not just be passive consumption. Further, if educators are not involved in the decision-making processes with respect to the implementation of IQMS, they are unlikely to accept ownership for the implementation.

Table 4.3.1 indicates the following statistical data in respect of the above:

Mean Score: 4.05
Rank order in this factor: 1 and overall: 9

This question has shown a high mean score, which indicates that most of the respondents feel that being involved in discussions regarding IQMS is an important aspect which enhances effective implementation. The researcher deduces that by allowing educators to be involved in discussions will not only empower them, but also help to acknowledge their individuality. This in turn will create a strong sense of accountability, openness and fairness by those who implement the IQMS.

- **Question B2: The SMT has received sufficient training in implementing IQMS.**

Sufficient training is the pre-requisite for effective and competent implementation of any process. Appraisal has to be accompanied by extensive training and retraining of appraisers and appraisees to ensure successful implementation. Jantjies, (1996:54) complements this view by asserting that the effectiveness of appraisal systems depends greatly on the quality of training received by educators and managers at each school. It is training that would provide educators with goal setting skills, observation skills, mastery of evaluation procedures and an ability to make competent judgements about the educators' performance, expert knowledge about

standards and criteria that govern the appraisal process (Waghid, 1996:86) (see 2.2, p 18,19).

Table 4.3.1 indicates the following statistical data in respect of the question above:

Mean Score: 3.82
Rank order in this factor: 3 and overall: 18

This question has shown a high mean score and rank order, indicating that the respondents consider training of utmost importance for effective implementation of IQMS and felt that the SMTs at their schools were sufficiently trained. Response to this question indicates that educators consider it to be an important aspect to effect competent implementation of IQMS. The researcher deduces that the success of any process will be determined by sufficient training. However, it can also be deduced that while more respondents have responded positively, that there are a significant number of respondents who do not agree about the situation at their schools.

- **Question B28: The IQMS allows for the development of a PGP**

One of the criticisms levelled at previous appraisal systems, is that educator input was minimal in the design of the system. Because of this, appraisal systems were mostly regarded as ineffective with a lack of accountability inherent in the system.(See:1.2:p 5).The IQMS process affords educators the opportunity to develop their own PGPs. The role of the peer in the evaluation process is essential. However, it was noted in previous appraisal systems that this lends itself to subjectivity, since the educator will benefit in terms of a pay progression or grade progression.

Table 4.3.1 reveals the following statistical data in respect of the question above:

Mean score: 3.90
Rank order in this factor: 2 and overall: 16

The majority of the educators consider this aspect to be invaluable to the implementation process, since one of the aims of IQMS is for developmental

purposes as well. Since this question is ranked 16 out of 31 questions overall, it also shows that respondents who did not respondent positively are not sufficiently satisfied with this aspect of the process of IQMS at their schools. The researcher thus deduces that there are gaps in implementation of IQMS at some schools.

4.4.2 EMPOWERMENT

In the light of the trend towards decentralised school management in South Africa, research indicates that educators need to be empowered to participate effectively in decision-making processes (Steyn, 1999:131). This is also true when it comes to the implementation of new systems such as the IQMS.

Participation in decision-making promotes a feeling of empowerment amongst participants. This viewpoint is supported by Bush,(1995:14) who states that democracy must imply participation and in turn, participation springs from a sense of empowerment (Freese,2003:82), thus promoting participative management. Mutual agreement, consensus and inclusivity are essential for accountable decision-making.

Collaborative competence manifests itself where there are high levels of collaboration among educators and between educators and principals and is characterised by mutual respect, shared work values, cooperation and specific conversations about teaching and learning (Sergiovanni & Starratt, 1993:103).
The following specific items that make up this factor revealed that this is indeed true:

- **B19 At my school, the SDT is democratically elected by the staff.**

Two structures are needed in the school for the implementation of the IQMS process namely: The Staff Development Team (SDT), which includes the principal, senior management and educators and The Development Support Group (SDT) which consist of the immediate senior and one other educator (peer). By allowing educators to participate in democratic decision-making that concerns them, means increasing willingness to cooperate but also ensures that those responsible for system implementation (IQMS) understands that they

become accountable for successful implementation, thus ensuring growth and career opportunities.

Table 4.3.2 indicates the following statistical data in respect of the question above:

Mean score: 4.31

Rank order in this factor: 1 and overall: 1

This question showed a very high mean score and an equally high rating for the factor as well as overall, rendering this to be the most important aspect of all, when it comes to effective performance appraisal, meaning that most of the respondents are in agreement that SDTs should be democratically elected at their schools. It emphasises the value of openness, trust and collaboration in decision-making and implementation of the IQMS.

- **B21 At my school the SIP is developed through collaboration with educators.**

Increased participation of staff is a powerful means of improving schools due to enhanced ownership. The School Improvement Plan (SIP) should be a tool derived in collaboration with educators as improvement will encompass development of programmes that will benefit the educators as well as the school as a whole. The SDT is responsible for the development of the school's SIP, which includes input from the educator's PGP. The principal who is a member of the SDT should ensure that the SIP is developed taking into cognizance the PGP's of all educators.

Table 4.3.2 reveals the following statistical data in respect of the above question:

Mean score: 3.92

Rank order in this factor: 3 and overall: 16

This indicates that respondents consider that the development of the SIP of crucial importance and that it be done in collaboration. Whilst indicating that most educators

are positive about the way in which the SIP was developed at their school, there is still a question of the small percentage who is not sufficiently satisfied with the situation at their school. This, however, could mean that there are deficiencies in the process during implementation.

- **B20 At my school, the SDT ensures that all staff members are sufficiently trained in IQMS.**

When implementing change, the process entails putting into practice an idea, or set of activities, which is new to the people attempting to bring about change (Taylor, 1988), whether or not these activities are initiated external to the school, by the school or by individual educators (Fullan, 1983 &1986 in Mathula (Educationally Speaking Conference (ESC), 2003:135), it is clear that adequate training, plays a pivotal role in the implementation of a system such as IQMS.

Table 4.3.2 reveals the following statistical data of the question above:

Mean score: 4.00
Rank Score in this factor: 2 and overall: 11

This indicates that this aspect which is the role of the SDT is carried out well by the SDT in most schools, ensuring that educators get sufficient training for successful implementation of IQMS. The majority of the respondents therefore consider this aspect to be of importance to their development for growth and career opportunities, while there is still a question of the minority who are still unsure about the kind of skills they possess to adequately implement the IQMS process.

- **B25 The SDT tracks progress with regards to the   implementation of IQMS.**

Educators who indicated that they have benefited to a significant extent from the intervention of the SDT had a higher mean score than those who benefited to a certain extent only. The researcher deduces that in most schools the SDTs are functioning significantly better than others. This could mean that there are still a

percentage of respondents who are still unsure about the situation at their schools (See p.30).

Table 4.3.2 reveals the following statistical data in respect of the question above:

Mean score: 3.87

Rank order in this factor: 4 and overall: 17

This indicates that a significant number of the respondents are not overly satisfied with the role that is carried out by the SDT in implementing IQMS effectively with regard to continuous support. This reveals that there are indeed some gaps in monitoring and control during the implementation process. It can also be deduced that a significant number of educators are not satisfied with the role played by the SDT.

4.4.3 ACCOUNTABLE DECISION-MAKING

One of the principles that govern Quality Management System (QMS) relationships is accountability (Mgijima in ESC, 2002:208). Gray et al. in ESC, 2002:199) state that "Accountability does hold out the possibility for the development of accounting in a way which both contributes to, and reflects a democratic society in which individuals are better informed and more empowered".

Principals play a key role in terms of creating a positive climate for collaboration. Involving staff in designing, implementing and developing programmes improves their readiness for effective learning. Educators should be involved in determining training needs, identifying appropriate approaches, designing follow-up activities and designing the most appropriate evaluation procedures (Ehrich, 1997:14) (See 1.2 : p5).

- **B23 The principal of a school should ensure that every educator embarks on a process of self-evaluation.**

Self-evaluation plays a pivotal role in the implementation process of IQMS. The IQMS makes provision for educators to evaluate themselves. Immediately after the initial advocacy and training, each educator should evaluate himself or herself using the same instrument that will be used for both DA and PM. This enables the educator to become familiar with the instrument. (2.3)

Table 4.3.3 reveals the following statistical data in respect of the question above:

Mean score: 4.30
Rank order in this factor: 1 and overall: 2

This indicates a very high mean score which means that the majority of the respondents have the ability to evaluate themselves with regard to their own performance. Self- evaluation is considered by educators to be an important aspect of the IQMS process as this would reveal their individual perceived competence in implementing the process of IQMS.

- **B24 At my school the principal ensures that every educator understands how the IQMS system works.**

School principals as managers of schools have to ensure   that all educators on their staff receive quality developmental support on an ongoing basis, underpinned by a performance management system (IQMS) that is implemented in a way that is substantially honest, consequent and fair.

Table 4.3.3 indicates the following statistical data in respect of the question above:

Mean score: 4.25
Rank order in this factor: 2 and overall: 3

This aspect is regarded to be of high importance to educators. Educators who have benefited positively from the experiences at their schools consider this aspect, to be essential for effective implementation. The overall ranking of 3 also indicates that

educators place this aspect as essential in order to empower them in the IQMS process.

- **B29 At my school, the principal demonstrates a commitment towards the effective implementation of the IQMS.**

According to the Personnel Administration Measures document (PAM, 1996) in conjunction with the regulations made in terms of the Educator Employment Act (EEA, 1998); it is the principal's core duty to guide the work and performance of all teaching personnel. The leadership role of the principal is one of the critical factors that influence the effective performance of educators. One way of doing that is through good leadership, good decision-making and the willingness to be held accountable. Such an approach brings legitimacy to the system and breeds trust in the decision-making process.

Table 4.3.3 indicates the following statistical data in respect of the question above:

Mean score: 4.16
Ranks order in this factor: 3 and overall: 6

This indicates that most of the respondents consider that this aspect to be of high importance for the implementation of the IQMS. This aspect is crucial for effective implementation and while majority of respondents are positive about this aspect, it would appear that it is not the case in other schools, which would imply that some respondents are still not satisfied about the situation at their schools.

- **B30 At my school the principal monitors the management plans for IQMS**

By virtue of their positions, principals must ensure that there is fairness and consistencies in all submissions received from the various members of the SDT and SMT, so that all decisions, with regard to the level of performance and developmental needs of educators, are sound and factually based. It is true that those who decide on, and implement solutions should be accountable as it has implications for the career development and personal growth of the educator.

Table 4.3.3, reveals the following statistical data in respect of the question above:

Mean score: 4.16

Rank order in this factor: 3 and overall: 6

This question also showed a high mean score which indicates that educators consider this aspect to be vital in the effective implementation of the IQMS.

The researcher thus deduces that, the role of the principal in managing the process is crucial. Not only must he/she be committed to the process but he or she should be in charge of the process and demonstrate a willingness to be held accountable.

4.5 HYPOTHESIS TESTING

A statistical hypothesis usually postulates the opposite of what the researcher predicts or expects. In this form it is known as a null hypothesis and it is usually represented by the symbol **Ho.** If the researcher thus expects that there will be a statistically significant difference between the mean scores of male and female educators with respect to the aspect of participation during the implementation of the IQMS then the hypothesis will be stated in the form of a null hypothesis. It is the null hypothesis that is tested using statistical techniques.

In its null form the hypothesis will then read:

Ho – There is no significant statistical difference between the mean scores of the male and female educators, with respect to participation during the implementation of the IQMS.

- Ha – There is a significant statistical difference between the mean scores of male and female educators with respect to participation during the implementation of the IQMS

Should it be found that there is a statistically significant difference between the mean scores of male and female educators, with respect to participation during the implementation of the IQMS, then the null hypothesis (Ho) is rejected and the alternative hypothesis (Ha) is accepted.

Due to the restrictions placed on the length of a mini-dissertation only two examples of the independent groups will be discussed in detail.

4.6.1. Comparison of independent groups

At the multivariate level two independent groups can be compared for possible statistical differences in their mean scores using the T-test for the Equality of Means. This implies that the vector means of the two independent groups are compared in respect to of the three factors considered together. Should a statistically significant difference be found at the multivariate level then Levene's test for the Equality of Variances is applied at the univariate level, taking each of the variances separately.

The researcher was of the opinion that the responses of SMT members (including the principal) as opposed to that of educators might be significantly different in relation to the three factors, thus the option of post-level as independent group

TABLE 4.4.4: SIGNIFICANCE OF DIFFERENCES BETWEEN SMT- MEMBERS AND EDUCATORS WITH REGARD TO POST AS INDEPENDENT VARIABLE REGARDING THE THREE FACTORS TOGETHER

FACTOR	GROUP	FACTOR MEAN	T-Test for Equality of Means (p-value)	LEVENE'S Test for the Equality of Variance (p-value)
1	Educator SMT	3.71 3.62	0.260	
2	Educator SMT	3.93 3.88	0.601	`

3	Educator	4.14	0.618	
	SMT	4.19		
3 Factors together	Educator	4.02	0.618	0.990
	SMT	3.98		

** Statistically significant at the 1% level (p<0, 01)

* Statistically significant at the 5% level (p>0, 01 but <0, 05)

N (educators) = 173

N (SMT) = 77

Table 4.4.2 indicates that there is no statistically significant difference between the vector mean scores of educators and SMT-members at the multivariate level in respect of all three factors considered together (p=0,990). The null hypothesis (Ho) is thus accepted.

| Ho | There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of the three factors considered together | Accepted |
| Ha | There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of the three factors considered together | |

At the univariate level educators and SMT members do not differ statistically significantly from one another in respect of all three factors considered separately. Ho1, Ho2 and Ho3 (hypothesis in relation to each of the factors separately) are thus accepted.

| Ho1 | There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 1 | Accepted |
| Ho2 | There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 2 | |

Ho1	There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 3	
Ha1	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 1	
Ha2	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 2	
Ha3	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 3	

SMT members perceive themselves to be accountably collaborative and openly democratic in the management of decision-making in the process and implementation of IQMS.

TABLE 4.4.5: SIGNIFICANCE OF DIFFERENCES BETWEEN EDUCATORS WITH REGARD TO QUALIFICATION AS INDEPENDENT VARIABLE REGARDING THE THREE FACTORS TOGETHER

FACTOR	GROUP	FACTOR MEAN	T-Test for Equality of Means (p-value)	LEVENE'S Test for the Equality of Variance (p-value)
1	Professional qualification less degree Bachelor's degree and higher	3.71 3.66	0.474	
2	Professional qualification less degree Bachelor's degree and higher	3.99 3.79	0.204	

3	Professional qualification less degree Bachelor's degree and higher	4.18 4.13	0.050 *	

** Statistically significant at the 1% level (p<0, 01)

* Statistically significant at the 5% level (p>0, 01 but ≤ 0, 05)

N (educators) = 173

N (SMT) = 77

Table 4.4.5 indicates that there is no statistically significant difference between the vector mean scores of educators at the multivariate level in respect of all three factors considered together (p = 0.363) The null hypothesis (Ho) is thus accepted.

Ho	There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of the three factors considered together	Accepted
Ha	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of the three factors considered together	

At the univariate level educators do not differ statistically significantly from one another in respect of factors one and two. However there is a statistically significant difference at the 5% level (p = 0.050) in relation to factor 3. Ho3 (hypothesis in relation to the factor considered separately) is thus rejected in favour of the alternative hypothesis (Ha3).

Ho1	There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 1	Accepted
Ho2	There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 2	Accepted

Ho3	There is no statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 3	
Ha1	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 1	
Ha2	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 2	
Ha3	There is a statistically significant difference between the vector mean scores of educators and SMT-members in respect of Factor 3	Accepted

4.7 SUMMARY

In this chapter an analysis and interpretation of the empirical data was undertaken. The construct validity of Section B of the structured questionnaire as research instrument was investigated, using two successive factor analytic procedures that reduced thirty one (31) items to three factors namely:

- **Democratic participation**   consisting of 12 items with a Cronbach-alpha-reliability coefficient of 0.887 with 10 items rejected.
- **Empowerment** consisting of 6 items with a Cronbach-alpha-reliability coefficient of 0.895 with 7 items rejected.
- **Accountable decision-making** consisting of 6 items with a Cronbach-alpha-reliability coefficient of 0. 849 with 4 items rejected.

From this research conducted, it can be concluded that decision-making and accountability of the performance instrument revolves around the constructs of democratic participation, empowerment and accountable collaborative management. These constructs were shown to have construct validity, high reliability and could thus serve as a basis for implementing the process of IQMS effectively.

In chapter 5 a summary of the research will be undertaken. Important findings will be discussed and recommendations will be made.

CHAPTER FIVE

SUMMARY, FINDINGS AND RECOMMENDATIONS

5.1   INTRODUCTION

The widespread quest for quality education and the urgency to improve the learner achievement make educator competence in South Africa essential. The tide of educational change since 1994 marked a dramatic shift in attitudes towards accountability and control of education in South Africa.

Educator appraisal was and still is a thorny issue for school leadership throughout the world. The National Department of Education (NDoE) has attempted to place appraisal within the context of the South African educational system, Mathula (2004:3). All role players in the education environment have agreed over the years that there is a need for change - to introduce an appraisal system acceptable with educator unions that will enhance the competency of educators and the standard of education in South Africa. There is no doubt that this new model (IQMS) for quality management in schools holds significant benefits for learners, educators and schools alike.

According to a report by the DoE presented at the IQMS Colloquium in 2006, the birth of IQMS was to set groundbreaking international trends on integrated performance measurement with quality management in education. However, a key to the effectiveness of any policy is its successful implementation. Participative decision-making and collaboration at all levels is central to the successful implementation systems, namely IQMS in this research study. Decision-making and accountability are vital aspects of the performance instrument. The focus in this research study was the need for accountable decision-making, empowerment and democratic participation for successful implementation of the IQMS.

In this final chapter, it is essential to recapitulate the salient points of this research study under the following headings:

Summary
Important findings
Recommendations
Conclusion

5.2. SUMMARY

Chapter one provided a general orientation to the study, setting out the general and specific aims of the research as well as the methodology to be implemented.

Chapter Two focused on the contribution of decision-making and accountability by the relevant role players in the effective implementation of IQMS. It has become evident during this process of change; the major areas of concern in the appraisal system are the following:

Has the amount of training offered, empowered evaluators (principals and other role players), to make sound decisions and to be accountable for the outcomes of the process?

- Of crucial importance in the implementation process are the evaluation and assessment skills of the evaluators with regard to the ability of school principals in implementing the process of IQMS in a way that is deemed to be credible by the educators in the school.

- Thus, the implementation of IQMS has brought about a great deal of pressure on principals to get involved in training programmes in order to plan and manage the process in a credible way. The following competencies are perceived to be important for the successful implementation of the IQMS system, namely: decision-making, accountability, project management and leadership skills.

In order to exercise their professional responsibility, those engaged in the supervisory process need to have some sense of the substance of supervision with regards to decision-making and accountability. The principal who is a member of the School Development team (SDT) is required to verify the specific and overall ratings of educators being submitted to the Department of Education, as well as to ensure the fairness and consistencies in all submissions. Creating uniform measures for moderation means acknowledging unique environments and considering contextual factors when evaluating educator effectiveness.

This instrument (IQMS) found favour amongst stakeholders because it allowed educators to be appraised within their work context by internally based panels, (ELRC, Resolution 4 of 2003).IQMS was introduced at a time when availability and quality of resources were of concern as a number of schools still face serious shortages in teaching and learner support material while the infrastructure poses challenges to even the most enterprising educator.

The design of the research study was explained in **chapter three,** together with a discussion and motivation of questions relevant to decision-making and accountability as aspects of the performance instrument. The analysis of the items in section A and B provided a strong indication of the perceptions of respondents with regard to the implementation of IQMS supported by decision-making and accountability.

The analysis and interpretation of the empirical data were discussed in **chapter four**. From the research conducted, it can be concluded that decision-making and accountability of the performance instrument revolves around the constructs of democratic participation, empowerment and accountable collaborative management. These constructs were shown to have construct validity, high reliability and could serve as a basis for implementing the process of IQMS effectively.

5.3 IMPORTANT FINDINGS

5.3.1 Findings from the literature in respect of decision-making and accountability as aspects of performance measurement.

Finding 1

The real value of decision-making at every level of our education system, is that, it should characterise the interactions of all stakeholders with one another. At every point at which people make decisions, there must be access to information, in order to ensure transparency.

In this research study, the emphasis was on the effectiveness of the decisions made by principals, SMT members and peers with regard to educator appraisal in order to ensure the success of planning and in eliminating problems of the process of IQMS. The focus was on the levels of preparedness of the principal and SMT in relation to IQMS, as well as accounting for decisions made, when evaluating educator performance.

Sergiovanni and Starrat (1993:68), assert that managers do not look forward to conducting performance appraisals. The two most prominent reasons are a lack of training and the use of inappropriate criteria and methods. Yet, managers learn in their careers, that performance appraisals do not need to be negative aspects of their jobs. They recognise that performance appraisals are a great deal like organic fertilizer; properly scheduled and handled; they will definitely improve productivity (Mestry 1996:147).

Finding 2

The need for adequate training to implement systems and make decisions.
Managers do not look forward to conducting performance appraisals.
The two reasons identified; were inadequate training and inappropriate use of assessment criteria and methods.

Gerber, Nel & Van Dyk (1997:461), define training as a use of specific means to inculcate learning techniques that can be continually improved on. Training in this study implies training to implement the process of IQMS.

The development of principals to become effective managers becomes increasingly important as the dynamic and changing culture becomes increasingly difficult.

Finding 3

The key components for the principals to manage the process of IQMS successfully are:

Democratic participation - According to Freese, (2003:82) democratic participation in educational decision-making should be circumscribed by conditions designed to preserve and protect the democratic values and educational aims, which foster and promote a democratic theory of education.

Effective SMTs should create an atmosphere conducive for democratic participation of educators in the IQMS process. It is important that principals encourage staff members to participate in the decision-making processes when implementing IQMS. Active participation and discussions foster a feeling of belonging. It appears logical that educators will be inclined to deliver more willingly where they have been part of decision-making process.

Empowerment - The decentralisation of the decision-making process is based on the understanding, that decisions should be made by those who best understand their own needs.

Allowing educators in discussions that concern them means empowerment, that is, responsibility and a share in decision-making to subordinates in order to encourage "ownership" of policy, shared leadership and high levels of performance. Freese (2003:15) affirms that participation in decision-making promotes a feeling of empowerment amongst participants. Opportunities for self- evaluation must be allowed, since it enables sustainability in the long term. Educators need to honestly reflect on their work and this should be supported by the SDT, on an ongoing basis and in a reflective way.

Accountable decision-making - One of the principles that governs Quality Management System (QMS) relationships is accountability (Mgijima in ESC, 2002:208). Gray et al in ESC, 2002:199) state that "Accountability does hold out the possibility for the development of accounting in a way which both contributes to, and reflects of democratic society in which individuals are better informed and more empowered". Evaluators show impartiality during appraisal. The challenge that faces evaluators is to demonstrate fairness during appraisal. Any form of bias detected by educators will destroy the good working relationships.

Davidoff and Lazarus (1997:95) contend that the demands of democracy and efficiency require some form of accountability. They point out that all stakeholders have to be   held   accountable for their responsibilities and decisions they make.

5.3.2 Important empirical findings in respect of decision-making and accountability as aspects of performance measurement.

Finding 4

In this research study thirty one (31) items were designed to secure information on the perceptions of educators at various post levels in order to determine the implementation of IQMS at schools. The construct validity of the structured questionnaire was investigated by means of successive first and second order factor analytic procedures.

These procedures resulted in the thirty one (31) items being reduced to three factors namely:

Democratic participation consisting of 12 items with a Cronbach-alpha-reliability coefficient of 0.887 with 10 items rejected.

Empowerment consisting of 6 items with a Cronbach-alpha-reliability coefficient of 0.895 with 7 items rejected.

Accountable decision-making consisting of 6 items with a Cronbach-alpha-reliability coefficient of 0. 849 with 4 items rejected.

It should be noted that both the first and second order factors are valid and have a high reliability coefficients which could serve as a basis for providing guidelines for the implementation of IQMS in schools. The empirical data revealed the following aspects for effective implementation of the IQMS in schools.

- **The need for adequate training to implement educator appraisal systems.**

One of the suggestions of The White Paper 5 is that training and development is an important principle which must be applied in the implementation of a performance management system. In this study the emphasis is on the evaluators who should be empowered so that they can apply the process fairly and uniformly. Training will ensure that the process of IQMS is understood, credible, valued and used professionally.

- **Commitment of the principal as manager to manage performance management systems.**

The leadership role of the principal is one of the critical factors that influences the effective performance of educators. This can only be achieved through good leadership, good decision-making and a willingness to be held accountable. Commitment to implementation is crucial. The problem seems to emerge from a lack of commitment and support for the implementation of policy.

- **Opportunities for discussions should be allowed in the IQMS Process.**

Collaboration and participative decision-making are key to the successful implementation of systems. It is imperative that educators are involved because they have a personal interest in the outcome. Opportunities created for the educator to participate in decision-making in ways whereby he or she can gain knowledge and insight into the policies and procedures of the performance system helps to achieve personal growth (Van Deventer, 2003: 217).

See: Opportunities for discussion about IQMS are allowed. (Question B1)

- **The leadership role of the Principal in Implementing IQMS**.

The principal's role is to ensure that all educators on the staff receives quality developmental support on an ongoing basis, underpinned by a performance management system IQMS that is implemented in a way that is substantially honest, consequent and fair. Principals must also ensure fairness and consistencies in all submissions received from the various members of the SDT and SMT, so that all decisions, with regard to the level of performance and developmental needs , are sound and factually based.

See: Principals will become accountable leaders as a result of implementation of IQMS. (Question B12)

- **Self- evaluation empowers educators in developing their needs**.

Self-evaluations give educators a perspective on their work as well as an opportunity to develop an individual   growth plan.

See: The principal of a school should ensure that every educator embarks on a process of self-evaluation.

Based on the research conducted, it was found that Collaboration and decision-making at all levels are key to successful implementation of systems. This is equally applicable to the successful implementation of performance systems in schools.

5.4 RECOMMENDATIONS

The main aim of this research study was an investigation into the levels of decision-making and accountability as aspects of the performance appraisal system (IQMS)
In order to realise this aim a literature survey was undertaken. This served as the foundation upon which the empirical research will be amalgamated by the following recommendations:

- **Principals must be trained in effective system implementation.**

The leadership role of the principal is one that influences the effective performance of educators. By virtue of their positions, principals are responsible for implementing education systems and change, including, managing performance management systems. One way of doing that is to become skilled leaders and change managers who have the professional abilities and skills for intelligent decision-making and a willingness to be held accountable for their actions.

- **Develop support structures at district level to improve the sustainability of new systems and continuous professional growth.**

The district must invest time and resources in professional development opportunities for collaboration, so that educators are provided the means to build the capacity over time. People at all levels, need to be made competent and confident to implement policy.

- **Training and development**

Training strategies for successful implementation must be strengthened. Many implementation efforts fail because of insufficient training in the skills and knowledge required for effective implementation. One of the criticisms levelled at appraisal systems of the past is that educators did not receive adequate training. New systems mean dealing with changes, which means dealing with challenges. In order to manage change it is imperative to look at quality, quantity and complexion of implementation.

The education department needs to put in strategic steps whenever introducing new systems, such as the IQMS. Training can only be worthwhile if properly executed. The following should be included for implementation: resources, time and contextual factors. Educators must have sufficient time to interact with the material at all levels in order to gain ownership of the process.
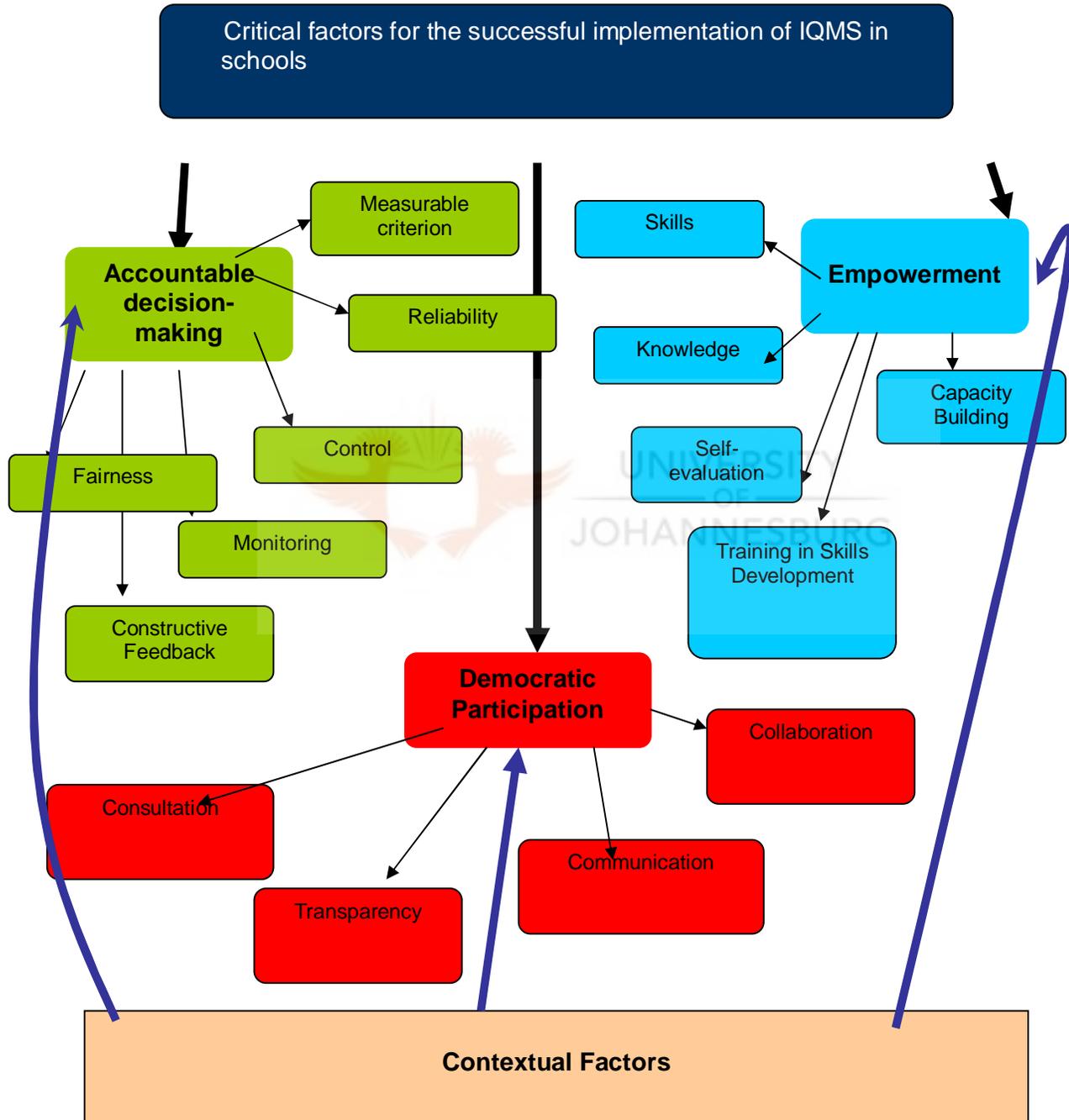
5.5   TOPICS FOR FURTHER RESEARCH

The importance of decision-making and accountability are just two aspects of the performance instrument. The other aspects, namely, educator morale, strategic planning, professional development, educator burnout, communication and a positive learning environment will also be of great significance to educators when dealing with IQMS as well as in the daily work situations in schools today.

When one reflects on appraisal systems in public schools of the past and present, one question still remains. If the intention of appraisal systems and performance management is good, why is there such a sense of dread in the workplace during that time of year? Appraisal systems very often do not receive the attention it deserves in the organisation.

The perceptions of educators, regarding the intention and goal of IQMS need to be communicated. There must be a plan for convincing principals and educators that change is desirable. Unless there are strategies for convincing principals and educators that implementation operate in a changing way as a progression of time, old knowledge and beliefs will still prevail.

The following diagram translates the findings into a model for successful implementation of the IQMS relevant to the aspects of accountability and decision-making.

Figure 5.1

Critical factors for the successful implementation of IQMS in schools

Accountable decision-making

Measurable criterion

Reliability

Fairness

Control

Monitoring

Constructive Feedback

Skills

Empowerment

Knowledge

Capacity Building

Self-evaluation

Training in Skills Development

Democratic Participation

Collaboration

Consultation

Communication

Transparency

Contextual Factors

5.6 CONCLUSION

In a global competitive environment like one we have today, it is no longer sufficient to have excellent Strategic Operations in place. It is crucial for organisations to have systems that will ensure that these plans are efficiently achieved (ESC, 2003:130). Collaboration and decision-making at all levels are keys to successful implementation of systems. This is equally applicable to the successful implementation of performance appraisal systems in schools.

The fact that the principal is ultimately responsible for ensuring implementation of this expansive system of innovation raises concern. It is a current paradigm shift in management and the question is: What kind of support is available to the principal in order to create an enabling environment so that his or her function as the leader in ensuring effective implementation of IQMS will not be as challenging.

It is true that those who decide on, and implement solutions should be accountable as it has implications for the career development and personal growth of the educators. Increased participation of educators is a powerful means of improving schools. Unless educators are given the opportunity to share in decision-making that concerns them, they are unlikely to accept ownership of any process. In this respect, the primary purpose would be to improve the quality of teaching and learning practice in the education system.

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ANNEXURE A

ANNEXURE B

THE QUESTIONNAIRE

Please DO NOT write your name or the name of your school on any part of this questionnaire.

This questionnaire consists of two sections. **Section A** refers to background and general information of the respondent. **Section B** consists of questions that relate to Decision making and accountability as aspects of Performance measurement.

You are requested to respond to **ALL** questions in both sections.

SECTION A: PERSONAL AND GENERAL INFORMATION

The information obtained in this section will be treated as confidential and will only be used for comparative purposes.

Please circle the applicable code or fill in the number where necessary.

EXAMPLE FOR COMPLETING SECTION A
QUESTION 1: Your gender? If you are a male then circle 1 as follows: Male…………………………………………………………   ① Female……………………………………………………   2

1. Your gender?

Male…………………………………………………………   1

Female……………………………………………………..   2

2. How old are you (in complete years)?
 E.g. if you are 35 then enter | 3 | 5 | [|]

3. Your number of complete years of teaching experience?
E.g. if you have five years experience, then enter | 0 | 5 | [|]

4. Your highest academic qualification?

Grade 12 (or lower)……………………………………………………	1
Post school diploma or certificate……………………………………	2
Grade 12 plus a Teacher's Diploma…………………………………	3
Teacher's Diploma & Further Educational Diploma……………….…	4
Bachelor's Degree……………………………………………………	5
Bachelor's Degree & Teacher's Diploma……………………………	6
Honours Degree & Teacher's Diploma ……………………………	7
Masters Degree & Teacher's Diploma ………………………………	8
Doctoral Degree & Teacher's Diploma ……………………………	9

5. Your present post level?

Educator……………………………………………………………….	1
Head of Department………………………………………………..	2
Deputy Principal………………………………………………….…	3
Principal……………………………………………………………….	4

Do you have a teacher's diploma | Y | N |

6. Classification of the school where you are currently teaching?

Primary school…………………………………………………….. ..	1
Secondary school……………………………………………………	2
Combined school……………………………………………………	3
	4

Special school……………………………………………………………..	4
Other (specify)…………………………………………………………..	5

7. Which one of the following best describes the location of your school?

In or close to a city……………………………………………………………	1
In a suburban area………………………………………………………	2
In a developed township………………………………………………	3
In an informal settlement………………………………………………	4
In a rural area……………………………………………………………	5

8. How would you describe the attendance of educators at your school?

Excellent (90% to 100% present per week. At least 9 out of every 10 educators are at school) …………………………………………………	1
Average (70% to 89% present per week. At least 7 but fewer than 9 educators out of every 10 are present at school)……………………………	2
Poor (Less than 69% present per week. Fewer than 7 out of every 10 educators are present at school)………………………………………………	3

9. How would you describe the attendance of learners at your school?

Excellent (36 or more are present per week out of every 40, i.e. 90% or more)…………………………………………………………………	1
Average (32 to 35 are present per week out of every 40, i.e. 80 to 89%)	2
Poor (31 or fewer are present per week out of every 40, i.e. less than 80%)	3

10. What, would you say, is the average age of your school management team?

25 years or younger ……………………………………………………..	1
25 – 36 years ………………………………………………………..	2
36 – 45 years ………………………………………………………..	3
46 – 55 years ………………………………………………………..	4

SECTION B

There are no right or wrong answers. We are only interested in your honest opinion. Mark your opinion by circling the appropriate number/code on the scale provided for each question.

Please indicate to what extent you agree/disagree with each of the following statements. Give your opinion using the following 6 point scale:
  6 **Strongly agree**
  5 **Agree**
  4 **Partially agree (leaning more to agreeing)**
  3 **Partially disagree (leaning more to disagreeing)**
  2 **Disagree**
  1 **Strongly Disagree**

Example: The principal of my school welcomes constructive feedback.
(If you disagree but not strongly then mark 2 as follows):

STRONGLY DISAGREE	1	2 ②	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

1. Opportunities for discussion about IQMS are allowed.

STRONGLY DISAGREE	1	2	3	4	5	6	**STRONGLY AGREE**

2. The SMT has received sufficient training in implementing IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

3. At my school peers can efficiently appraise an educator.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

4. Educators are sufficiently knowledgeable about the complexities of teacher appraisal.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

5. At my school educators have the ability to be constructive in their criticism

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

6. At my school educators perceive the educator appraisals as fair.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

7. Situational factors should be/ is taken into consideration when an educator is appraised.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

8 At my school educators are sensitive towards each others needs when dealing doing appraisal

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

9. At my school educators take part in the development of performance standards.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

10. When evaluated an educator should be asked for his/her opinion about the appraisal process.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

11. An educator should be permitted to evaluate the criteria that will be used during the appraisal.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

12. Principals will become accountable leaders as a result of the implementation of IQMS

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

13. The implementation of IQMS ensures that all role players forms part of the decision making process.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

14. Our principal encourages participative decision-making during the implementation of IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

15. The District Support team (DST) always provides sufficient support during the implementation of IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

16. The Development Support Group (DSG) always provide sufficient mentoring during the implementation of IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

17. The DSG should have a pre-evaluation discussion with the person being evaluated.
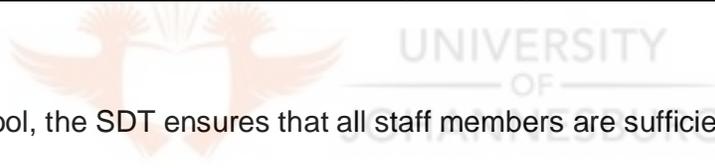
STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

18. The DSG should have a post-evaluation discussion with the person being evaluated.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

19. At my school, the School Development Team (SDT) is democratically elected by the staff.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

20. At my school, the SDT ensures that all staff members are sufficiently trained on IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

21. At my school, the School Improvement Plan (SIP) is developed through collaboration with educators.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

22. At my school the Personal Growth Plan (PGP) is developed by the individual educator.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

23. The principal of a school should ensure that every educator embarks on a process of self-evaluation.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

24. At my school the principal ensures that every educator understands how the IQMS system works.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

25. The SDT tracks progress with regards to implementation of IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

26. The SDT provides mentoring to the educator being evaluated.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

27. The SDT provides support to the educator being evaluated.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

INDICATE TO WHAT EXTENT YOU AGREE / DISAGREE WITH EACH OF THE FOLLOWING STATEMENTS REGARDING THE IMPLEMENTATION OF THE IQMS AT YOU SCHOOL

28. The IQMS allows for the development of a Personal Growth Plan (PGP)

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

29. At my school, the principal demonstrates a commitment towards the effective implementation of the IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

30. At my school, the principal monitors the management plans' for the IQMS.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

31. At my school, the principal ensure that self-evaluation is done in terms of the Whole School Evaluation policy.

STRONGLY DISAGREE	1	2	3	4	5	6	STRONGLY AGREE

THANK YOU FOR YOUR PARTICIPATION