

The application of performance management in Section 21 secondary schools in Tshwane

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Mini-dissertation submitted in partial fulfillment of the requirements for the degree *Magister Commercii* in Management Accountancy at the Potchefstroom Campus of the North-West University

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September 2013

ABSTRACT

Parents, together with the learners, are the customers and therefore major stakeholders of schools. The management of performance is vital for these stakeholders to ensure the most effective application of their resources. Therefore, this research on how SGBs and SMTs in Section 21 Schools apply performance management, at school level, to ensure effective management of the school and its resources was undertaken. Other key questions were: Which performance management tools do these schools use and what are the perceived benefits, gained by the application of performance management at school level?

The research was supported by a detailed literature review covering education in South Africa, performance management and the available frameworks to evaluate the application of performance management and to gain a base for the analysis of the empirical data. Qualitative research was chosen as the preferred method of research since this was an exploratory study and qualitative research allowed key factors to emerge. Purposive sampling was used to select the participants in order to obtain insight into the application of performance management and participants' perspective of the benefits gained by applying performance management. Interviews were conducted with the principals and a parent representative of each of the SGBs at these schools. An interview guide was used to guide the interviews.

The findings showed that all the schools under investigation made use of the Integrated Quality Management System. Participants however agreed that this system was not adequate and they needed to add their own performance management tools in order to maintain their current performance and position as prestigious schools. Although all participating schools were using some form of benchmarking, setting goals and targets, measuring learners' performance on all activities and measuring learners' behaviour, the findings also revealed that most of the schools did not implement a formal system covering all the dimensions of a school. It was evident from the findings that most of the participating schools benefitted from the application of performance management in the form of effective management and personnel development. Findings from the evaluation of the performance management systems revealed that the implementation of

performance management systems is seldom carried through to the final stages and information is not always used to draft strategy in order to improve performance.

It was concluded that SGBs and SMTs of the participating schools complied with some requirements indicated in literature to apply performance management systems. However most of the methods or systems are not fully implemented and there are many shortcomings. The findings suggested that the Integrated Quality Management System is reviewed by the Department of Basic Education. Furthermore, it also suggested that schools need to create formal procedures and policies in order to ensure the complete and effective application of performance management and establish a clear link between performance measures and the overall strategy of the school. The study also suggested that the schools' management have to design a performance management system, incorporating all the dimensions of their school and refrain from focusing only on incentives.

Key terms: *performance management, performance measurement, Section 21 schools, education, IQMS, secondary schools, schools' finance, schools management, schools' governing bodies, schools' management teams*

ACKNOWLEDGEMENT

I would like to express my appreciation to the under mentioned for walking the way with me and inspiring me throughout this study:

- My Heavenly Father for the grace bestowed on me by making this study possible
- My wife Hester and our children for their interest, support and encouragement
- My supervisor Prof. Pieter Buys for his role as facilitator and his support and guidance
- My colleague Prof. Breggie van der Poll for her guidance and encouragement on a daily base
- The schools and participants for their valuable insets and contribution to the research study

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CHAPTER 1

INTRODUCTION AND PROBLEM ORIENTATION

1.1. LAYOUT OF THE CHAPTER

Figure 1.1 illustrates the layout of Chapter 1.

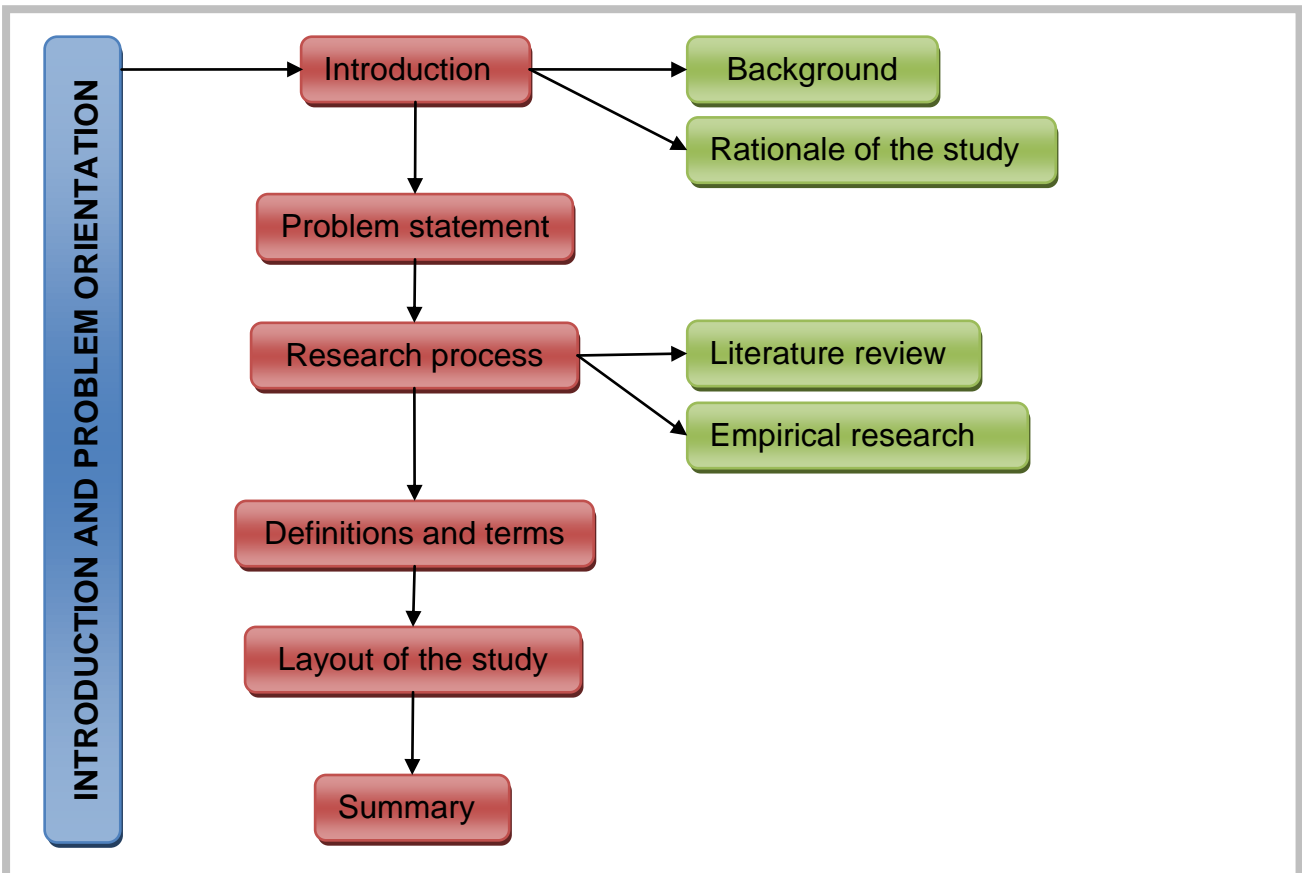


Figure 1.1: Layout of Chapter 1

1.2. INTRODUCTION

1.2.1. Background

In the National Support Pack, a document developed to guide the Department of Basic Education to improve service delivery throughout all South African schools, the *ideal school* is described as a school with adequate infrastructure and the required educational resources and supplies. The *ideal school* is further described as a school with its foundations firmly in the strength of the learners and teachers and which employs motivated and competent teachers. It offers a suitable curriculum and extra-curricular

activities to suit the needs and capacity of the learners. The school also works in partnership with the community, caregivers and other service providers to offer access to a set of other services (South Africa, 2010:28). Although schools differ from other organisations, they need to be effective and to make best use of resources in order to meet the national objectives of education and the aim of becoming an *ideal school*. Schools therefore need to implement methods to control resources and to measure the use of resources. Performance management forms an important tool to manage and control optimum use of resources.

Soga (2004:1) refers to 1994 as a turning point in the education of South Africa towards a worldwide trend of self-management schools. He also mentions that the trend is a move away from centralised control towards self-management, which stresses the reason why school-based management of resources and performance management is vital. According to the South African Schools Act (84/1996) (South Africa, 1996), the management of resources in self-management schools is vested in the governing bodies of the schools. Xaba (2011:207) indicates that financial management in schools is a real challenge and he concluded that the outstanding reason for this is a lack of financial management skills of the governing bodies. It is therefore possible that schools' management experiences difficulties in applying performance management to optimise the use of resources.

1.2.2. Rationale of the study

The next section deals with the relationship between performance management and schools and also gives some details on the significance of the study.

1.2.2.1. Performance management and schools

Bovaird and Löffler (2009:156) define performance management as “action upon performance information”. Performance management therefore is action taken by management towards improvement, and performance information needs to be gathered in order for management to take the necessary action. Daniel (2008:10) mentions that performance measurement needs to be followed by performance management in order to make it valuable. Daniel (2008:10) adds that organisations need to use performance measurements to evaluate and manage their processes and to make sure they achieve their goals. Thus, evaluating performance or measuring performance refers to the

gathering of information, which only becomes useful if it is followed by performance management. Neely (2002:6) describes performance measurement as the process of quantifying the effectiveness and efficiency of processes and activities in the organisation. To measure performance of organisations, it is important to communicate the objectives of the organisation to all stakeholders and to focus all strategies towards these objectives (BPP Learning-media, 2009b:499). This emphasises the importance of feedback to the stakeholders and their involvement in the performance management process.

In order to measure performance, an organisation can use financial indicators and non-financial performance indicators (BPP Learning-media, 2009a:420). In the BPP Learning-media (2009a:427), it is also mentioned that financial indicators are used to measure profitability, while liquidity and risk and non-financial performance indicators refer to a comparison of nearly everything if it is useful to do. The BPP Learning-media (2009a:428) further state that there is an increasing emphasis on non-financial indicators.

According to Ogilvie (2009:9), profit-seeking entities represent only a minority of the economic activities in a country while the majority are entities referred to as 'non-profit organisations'. Ogilvie also mentions that, despite this, most literature on performance management concentrates on profit seeking organisations. Ogilvie (2009:8) adds that books on financial management and modern corporate finance theories are written in the context of profit-seeking organisations in the private sector. This might be the reason why some non-profit organisations, and more specifically organisations in the public sector, do not always comply with all business imperatives.

The public sector used to pay less attention to the results achieved by the inputs and focus on the activities, programmes and strategies (Marley, Bryant & Hatry, 2001:4). Marley *et al.* (2001:4) also mention that the focus is shifting towards performance results and outcomes. According to Perrin, Durch and Skillman (1999:15), the emphasis on outcomes has changed the way we think about performance measurement and what needs to be measured. Bovaird and Löffler (2009:47) add that over the last two decades, the Organisation for Economic Cooperation and Development (OECD) countries have changed their focus towards performance management and increasingly introduced measures of performance to management and budgeting arrangements. This may be evidence that the world's best-developed countries tend to change their focus in the public sector towards the management of outcomes.

BPP Learning-media (2009a:434) refer to the importance of non-profit organisations to seek for the economical, efficient and effective use of available funds. Private as well as public organisations have to function in an environment with financial constraints and they need to manage their resources in order to be effective and to ensure they overcome these financial constraints (Neely, 2002:4). Therefore, organisations in the public sector also need to implement tools to manage the effective use of resources. BPP Learning-media (2009b:61) mention that the use of business strategy issues in non-profit organisations is just as relevant as they are to a business with a main objective to maximise profit. According to Ogilvie (2009:9), non-profit organisations also need to attract funds to satisfy identified needs and they further need adequate investments in resources and therefore business principals also apply to non-profit organisations. Hence, the application of business principles in non-profit organisations and also specifically in schools might be important to ensure effectiveness and efficiency. The BPP Learning-media (2009b:62) stress this by stating that most private organisations can use the level of sales to determine the number of activities or the level of production. While sales is a limiting factor in these organisations, services in public sector organisations are provided to meet social needs and therefore demand is potentially unlimited (BPP Learning-media, 2009b). The limiting factor is resources, which emphasises the reason why business strategies in the public sector must be focused towards the optimal use of the available resources.

In South Africa's national budget, the minister of finance allocates a substantial percentage of the expenditure (spending) to the Department of Education, and the Department of Basic Education usually receives the biggest gross total (Lings, 2011:1). According to the Budget Review of the National Treasury of South Africa (South Africa, 2011e:10; 2012:10), R145.5 billion was allocated to the Department of Basic Education for 2011, and R152.1 billion for 2012. This emphasises the reason why schools need to focus on their inputs and how to make best use of resources. Jones (2004:589) argues that the health of public schools depends on defining a new balanced and comprehensive model of accountability. Setting objectives and developing strategies and controls might therefore improve the health of schools and help to lead public schools in South Africa towards accountability and also to optimal use of resources and achievement of goals.

In summary, performance measurement is vital in order to gain adequate information for management to make decisions and to take action. This 'action' refers to performance management, which is essential to ensure the effective use of limited resources and should form an essential part of management's strategy in order to manage and control resources in the private and public sector and therefore also in public schools.

The focus worldwide is changing towards self-managing schools, and the granting of Section 21 status is a significant move in this direction (South Africa, 2010:28). Management, and more specifically the governing bodies of Section 21 schools, is mainly accountable for nearly all funds and resources, and the focus of this study was therefore on performance management in these schools. Soga (2004) mentions that the allocation of Section 21 functions by the Head of Department of Education gave new meaning to democracy in schools. Section 21 of the South African Schools Act (84/1996) makes provision for parents and the education authorities to take joint responsibility for the provision of education by schools in South Africa. Hence, schools' management and SGB's have the responsibility to manage resources at school level in order to deliver effective services to the public and to use resources economically.

All public schools in South Africa are given one of the following statuses (South Africa, 2006):

- Section 20 schools: The school governing body (SGB) is given the authority to perform their management duties, but the allocation of resources, orders and payments are centrally controlled by the provincial head of education. School funds are mainly provided by the parents of the school, while the Department of Education is responsible for most teachers' remuneration.
- Section 21 schools: The SGB is accountable for the successful management of all school funds. The SGB is given the authority to make financial decisions. This includes the maintenance and improvement of school property or buildings. School funds are also mainly provided by the parents of the school, while the Department of Education is responsible for most teachers' remuneration.
- "No-fee" schools: These schools are not allowed to charge school fees. This is an attempt to provide access to education for all learners. The Department of Education is responsible for providing all necessary resources to these schools and therefore are accountable for the centralised financial management of fees.

Schools operate in an open environment and are affected not only by the Department of Education and parents but also by other stakeholders. Stakeholders refer to a group of people or institutions with a stake or interest in what the organisation does (BPP Learning-media, 2009b:55). According to Thurlow and McLennan (2003), stakeholders are all those who have a legitimate interest in continuing effectiveness and success of institutions such as schools. They also mention that it is those who have immediate or direct effect on the school and who exercise control over the resources of the school. For the purpose of this study, the stakeholders of the schools are parents, learners, government, the Department of Education, teachers, the relevant SGB, other competing schools and the public.

The term *SGB* refers to a committee elected by some stakeholders of the school legally authorised to manage the school. The body is composed of the principal, parents, teachers, non-teachers, co-opted members and in secondary schools, learners also form part of the SGB (Khuzwayo, 2007).

For the purpose of this study, the term *parents* refer to an external person who has a learner or learners at the school and who has the right to select the parent representatives on the SGB.

It was already mentioned that the school's management together with the SGB need to take responsibility to control the school and its wealth. The daily management function of the school is vested in the school's management team (SMT) and refers to all teachers of the school in a supervisory position or with supervisory tasks involving organisation and decision-making, and normally comprises of the principal, deputy principal(s) and heads of departments (Naidoo, 1999:43). Pillay (1998:60) states that the SMT as managers must ensure the effective use of financial and human resources and as leaders they must ensure a teaching and learning atmosphere. In the *Policy handbook for educators*, Brunton (2003:C-64) states that one of the core duties of the principal is to make best use of funds for the benefit of the learners in consultation with the SGB. He also mentions that it is the duty of the SMT to assist the principal in managing the school. This joint responsibility of the SGB and SMT in schools stresses the importance of effective school-base-management of resources and the use of performance management tools.

Maddocks, Novkovic and Smith (2011) conducted a joint study between the Chartered Institute of Public Finance and Accountancy and the Saint Mary's University. They

concluded that the designing of performance measures for schools is a challenging process that depends on the skills of the participants. They also identified a lack of resources, time, leadership and vision in schools as stumbling blocks to apply performance management.

The management of Section 21 schools in South Africa is decentralised, and the SGB is responsible for the effective and economic management of all the resources. The SGB and SMT of the schools need to apply performance management tools in order to manage and improve the performance of the school; however, some important obstacles make this a challenge. Parents and the Department of Education are major stakeholders of the school and they make a significant financial contribution towards the schools finance. The school's management therefore has a responsibility to report to them.

1.2.2.2. Significance of the study

This study contributes to a better understanding of the importance of performance management and the benefits of implementing it in schools. This furthermore might lead to a formal application of performance management at school level and effective management of schools and their resources. Better feedback procedures to management and parents might motivate parents and improve their involvement in schools. It might also empower management to make informed decisions in order to improve the use of resources and service delivery. A wide application and better understanding of performance management and the benefits of implementing it will lead to better competitiveness between schools, prevent monopolies and improve performance in schools and in the education of South Africa.

1.3. PROBLEM STATEMENT

The Department of Education of South Africa implemented the Integrated Quality Management System (IQMS) and the National Policy on Whole-school Evaluation to improve the overall quality of education in South Africa and to give all children equal opportunity to make best use of their capabilities (South Africa, 2002a; South Africa, 2002b:1). Section two of the National Policy on Whole-school Evaluation refers to whole-school evaluation as the cornerstone of the quality assurance system in schools. The policy is designed to help schools to measure to which degree they are satisfying their

responsibilities and improving their performance, which can be achieved through the following:

- school-based-evaluation;
- external evaluation by supervisory unit;
- sufficient district support, leading to professional growth programmes;
- an approved set of national criteria;
- published reports on individual schools; and
- annual reports published by provinces

(South Africa, 2002a)

Although the Department of Education have some tools in place, these tools are implemented by the department and also mostly used by them. The focus of this study was on the application of performance management methods at school level, by the SGBs and SMTs of Section 21 public schools and their responsibility to report to parents and other stakeholders.

As a substantial portion of the income of Section 21 Schools is from parents and almost all funds are managed by the SGB, these parents together with the learners are the customers and therefore major stakeholders of the school. The management of performance and feedback is vital for these stakeholders to ensure the most effective application of their resources. Currently, there is very little information on the application of performance management at school level and therefore the research question is: How do SGBs and SMTs in Section 21 Schools apply performance management at school level to ensure effective management of the school and its resources?

The following sub-questions were identified:

1. Which performance management tools do Section 21 Schools apply to ensure effective management of the school and its resources?
2. What are the perceived benefits, gained by the application of performance management at school level for Section 21 Schools?

1.4. AIM AND OBJECTIVES OF THE STUDY

The study explored how SGBs and SMTs of Section 21 schools apply performance management at school level. In addition it also:

- explored which methods are used to manage performance in these schools in order to ensure effective management of the schools and its resources; and
- established the perceived benefits for schools, gained by the implementation of performance management methods at school level.

1.5. RESEARCH PROCESS

The next section provides some details of the research process; consists of a literature review and empirical research.

1.5.1. Literature review

The literature review for this study was conducted in two stages. The first focus was on education in South Africa and the second focus on performance management and the available frameworks in order to obtain an understanding of performance management and to gain a base for the analysis of the empirical data.

1.5.2. Empirical research

The introduction indicated that the Department of Education has implemented tools in order to manage the performance of schools, but it is unclear which tools are used by the SGB and SMT at school level. The researcher chose qualitative research as the preferred method of research. This method was chosen since this was an exploratory study and qualitative research allows key factors to emerge. The researcher engaged in a discussion with stakeholders in the field in order to gain a comprehensive understanding of the phenomenon. According to Blumberg, Cooper and Schindler (2008:201), exploratory studies rely heavily on qualitative techniques. The nature of qualitative research is that the research questions are open-ended and seek to understand participants' experiences of the phenomenon. (Maree, 2010:259). In this study, the focus was on performance management at school level by the SGBs and SMTs of the schools with a specific focus on the tools used to manage resources and the benefits for the school gained by

implementing these tools. The researcher believed that some informal management of performance exists in schools but management differs substantially between schools. A qualitative approach was therefore relevant for this study as it gained a better understanding of the performance management tools applied and of the perspective of schools' management.

Purposive sampling was used to select the participants as there was a specific purpose in mind with the research. Maree (2010:178) mentions that purposive sampling is useful where the researcher has a specific purpose in mind. The criteria used were well-performing, secondary Section 21 schools, with relatively high school fees in the Tshwane region. Section 21 schools were selected as Section 21 status gives the SGBs of these schools the authority to manage all their resources. The researcher believed that the well-performing schools with high school fees would be concerned about the management of their resources and that this would therefore shed light on the phenomenon under investigation. Results of the schools' academic and extra-curricular activities as well as the infrastructure of schools were used as the criteria to select the well-performing schools. The City of Tshwane is one of the greater metropolitan areas in Gauteng – one of the nine provinces of South Africa, located in the northern region of South Africa (City of Tshwane, 2011). The region was selected because some of South Africa's best-performing secondary Section 21 schools are situated within the region and the researcher is familiar with the region.

In order to obtain insight into the application of performance management, the performance measurement tools and their perspective of the benefits gained by applying performance management, interviews were conducted with the principals and parent representatives of the SGBs of these schools. An interview guide was used to conduct semi-structured interviews. Semi-structured interviews allow for probing and clarification of answers and new lines, related to the phenomenon may emerge (Maree, 2010:87); therefore, these interviews allowed the researcher to establish the current view of participants and to explore the possible measurement tools in place. To increase comprehensiveness the interview allowed conversation where necessary. The researcher did the interviews, which were recorded to ensure completeness of the information for subsequent analysis of the data. The recorded data were transcribed. To analyse the data the transcriptions were initially used to determine categories and then the

documented data were categorised according to these categories. To obtain complete and subtle meanings participants' comments were probed. The researcher sent the documented interviews back to the relevant participants for final validation in order to improve the dependability of data. To increase the validity of the interpretation of data the researcher made use of peer experts to interpret at least one of the interviews and compare it with his own.

Ethical behaviour refers to awareness that participants have that their privacy and sensitivity would be protected (Henning, Van Rensburg & Smit, 2004:73). Participants signed a letter of consent to participate and an assurance of anonymity and confidentiality regarding the data collected during the interview. They were furthermore informed before the interviews of their freedom to participate and to stop the interview at any stage should they feel uncomfortable. Hofstee (2009:211) mentions the importance of anonymity and recommends that the researcher must explain to participants what he/she will do to protect their identity and that the researcher may never go back on his/her promises.

1.6. LAYOUT OF THE DISSERTATION

The study is structured as follows:

CHAPTER 1: Introduction and problem orientation

This chapter introduces the research topic and explains the background and the research problem. The objectives of the study are highlighted and the significance of the study is explained.

CHAPTER 2: Research design and methodology

The focus of this chapter is on the strategy used to conduct the research. The population of the study and the method and procedures of sampling and data collection are explained.

CHAPTER 3: An overview of school education in South Africa

This chapter reviews the structure of education in South Africa and the framework on public schools in South Africa. It also discusses the role of SGBs and SMTs and provides

an overview of existing literature and research on schools' performance and financial management.

CHAPTER 4: Performance management in South African school context

This chapter discusses the available theoretical framework on performance management in the public sector and non-profit organisations, with a specific focus on schools. The review of literature on performance management served as a base for the analysis of the empirical research.

CHAPTER 5: Presentation of findings and discussions

In this chapter, the analysed data are presented and the interpretations and findings are discussed.

CHAPTER 6: Conclusions, recommendations and limitations

This chapter summarises the study and elaborates on conclusions and recommendations emanating from the study.

1.7. SUMMARY

Organisations in the public sector also need to ensure that their output is greater than the resource inputs and that performance management in the non-profit organisations is just as important as in profit-seeking entities. The authority to manage resources in a school with Section 21 status is vested in the SGB of the school. Therefore, it is vital that the SGBs and SMTs of Section 21 schools need to implement tools to manage their resources effectively and to assure their stakeholders of the optimal use of resources.

Although the Department of Education of South Africa implemented the IQMS and Whole-school Evaluation policy, this does not mean that the SGBs and SMTs of schools are using these tools, and therefore the study explored the use of performance management tools at school level. Sub-questions on which performance management tools are used, the benefits for schools, implementing performance management, and how the SGBs and SMTs comply with their responsibility to report to stakeholders were also investigated.

The literature review was done in two stages. The first stage was a study on some educational issues and the second stage, on performance management. As this was an

exploratory study the researcher chose qualitative research as the preferred method of research.

This study was conducted to improve the understanding of performances management and its benefits for schools and might lead to a wider application of performance management tools at school level. This might also improve the performance of schools and contribute to the fulfilment of the national goals of the Department of Education in South Africa.

CHAPTER 2

RESEARCH DESIGN AND METHODOLOGY

2.1. LAYOUT OF THE CHAPTER

Figure 2.1 illustrates the layout of Chapter 2.

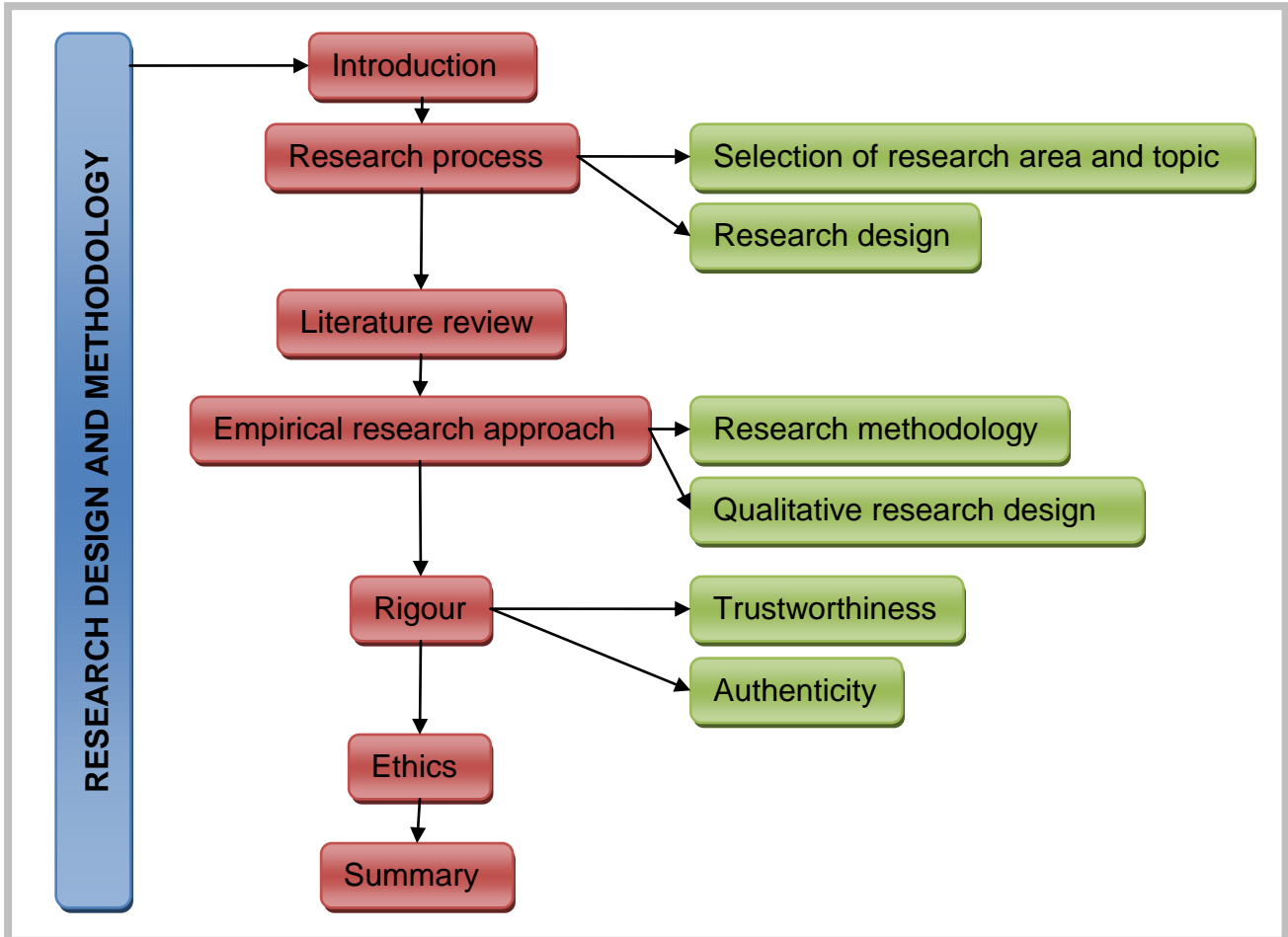


Figure 2.1: Layout of Chapter 2

2.2. INTRODUCTION

The previous chapter revealed that the intention of this study was to explore the following research problem:

How do SGBs and SMTs in Section 21 schools apply performance management, at school level, to assure effective management of the school and its resources?

In order to do so the following sub-questions also needed attention:

1. Which performance management tools do Section 21 schools apply to ensure effective management of the school and its resources?
2. What are the perceived benefits gained by the application of performance management at school level for Section 21 schools?

This chapter presents the researcher's strategy to resolve these questions and therefore provides a detailed overview of the methods employed in the literature review and the empirical research. It focuses on sampling, data collection and the data analysis procedure and also highlights the rigour and ethics for the research by using Guba's framework (Krefting, 1991:217) for trustworthiness and the ethical principles for the Belmont Report (Amdur, 2011:19).

2.3. RESEARCH PROCESS

2.3.1. Selection of research area and topic

The idea of the research topic emerged from the researcher's interest in the field of Management Accounting and his twenty-two years' experience in teaching and sixteen years served on the SMTs of schools. The ongoing struggle in South Africa to improve the performance and productivity of school and the outstanding performance of some self-managing schools in comparison with others has interested the researcher for many years. This interest regarding whether good performing schools apply business principals and performance management systems to ensure outstanding performance and the extent to which management accounting is introduced into these schools therefore gave rise to the research being reported here.

2.3.2. Research design

According to Blumberg *et al.* (2008:195), research design refers to the overall plan of the research. They state that the design is the blueprint for the research project and includes the collection, measurement and analysis of data.

A research study could therefore be approached either deductively or inductively. According to Cooper and Schindler (2008:71), the use of inductive and deductive

reasoning is vital to draw accurate conclusions about business decisions. They add that inductive reasoning allows the researcher to draw conclusions from the facts and evidence while deductive reasoning refers to the use of existing theory. According to Maree (2010:37), the deductive approach is most commonly used and refers to the way in which theory guides the research. He explains further that when using the deductive approach, the researcher is using already existing theories to make conclusions on the empirical findings.

Initially, this study appeared to have a relatively deductive character. In reviewing various existing performance management frameworks and approaches, covering the research topic and defining the primary research question, a deductive approach was used. However, the study explored the application of performance management in schools and therefore fell in the naturalistic context, as there was an intention of developing an understanding of the application of school based performance management. Naturalistic research means that the researcher approaches the phenomenon under study with the minimum presuppositions, allowing space for new key aspects to emerge (Maree, 2010:77). Maree adds that the researcher intends not to interfere with the phenomenon and to be invisible. During the current research, the researcher therefore also used features of the inductive approach when the empirical studies were compared with theoretical findings. An inductive approach was used during the collection of empirical data and when findings were compared with theories and conclusions were drawn.

In synthesis, a combined approach was followed. For a non-empirical study, the researcher used a deductive approach and conducted a literature review. This was followed by an inductive approach in order to gain insight into the application of performance management in schools. This approach fitted the research best as the researcher could systematically combine theory and empirical findings.

2.4. LITERATURE REVIEW

A literature review was conducted to establish the context of the problem by referring to previous work and to gain a better understanding of the problem (Blumberg *et al.*, 2008:106). Hofstee (2009:121) stresses that a literature review provides an overview of the scholarship in the field or in specific aspect of the field, and the theory can be used to ground empirical studies on.

The literature review for this study was conducted in two stages. Firstly, the focus was on the structure of education and of schools in South Africa and the available research on the implementation of performance management in schools. The study also included the analysis of secondary data using some documents published by the Department of Education that could put light on the current performance in education, the application of performance management in schools and the performance management tools put in place by the education department.

Secondly, a review of the current developments in the field of performance management, with specific focus on performance management in the public sector and non-profit organisations, was conducted. The concept of performance management in general and available analysis frameworks was reviewed in order to obtain a base for the gathering and analysis of the empirical data.

The researcher collected data by using UNISA's library and library databases, such as JSTOR, ANSERJ, Emerald and other internet resources to access relevant information concerning the research topic. Key words used in different combinations were for instance *performance management, performance measurement, performance management systems, public sector, non-profit organisations, schools' finance, schools management, schools' governing bodies, schools management teams*. The combinations of key words delivered different numbers of hits. When too many hits occurred, the researcher often added dates that are more current or another key word in order to filter the search and to identify relevant data more easily. By scanning abstracts and titles of literature, the researcher chose to review the selected material used in this study.

2.5. EMPIRICAL RESEARCH APPROACH

2.5.1. Research methodology

A research study can be quantitative, qualitative or a combination of these methods. A quantitative approach is imbedded in the positivism philosophy and requires that the researcher emphasise quantification in the collection and analysis of data (Blumberg *et al.*, 2008:19). The researcher however chose a qualitative approach for the empirical research. Qualitative research is derived from the interpretivism philosophy where interpretivists believe that the social world cannot be understood by applying principals

from the natural sciences (Blumberg *et al.*, 2008:20). According to Cooper and Schindler (2008:162), qualitative research includes various interpretive techniques seeking to describe, decode and translate in order to gain an understanding of the phenomenon. Basic principles of interpretivism are that the social world is given meaning subjectively by people, and the researcher is driven by interest and forms part of what is observed (Blumberg *et al.*, 2008:20). Blumberg *et al.* (2008:20) also refers to the following two assumptions implied by the interpretivism:

- the social world is observed by seeking what meanings people give to it and interpreting these meanings from their point of view; and
- social phenomena can only be understood by looking at the totality.

The current study sought to observe and explore the application of performance management in schools in order to gain an understanding of formal and informal methods used by management, without intending to derive solutions to the problems experienced by schools' management. Qualitative research fits exploratory studies best as the researcher might not be sure of the extent of the problem, and qualitative research has a loose structure (Blumberg *et al.*, 2008:196; Maree, 2010:11). Therefore the researcher chose a qualitative research approach to the empirical data gathering and analysis.

2.5.2. Qualitative research design

The research design refers to a strategy, using the underlying philosophical assumptions to specify the selection of participants and the methods to collect and analyse data (Maree, 2010:70). Maree identifies six qualitative research designs: conceptual studies, historical research, action research, case study research, ethnography and grounded theory. Blumberg *et al.* (2008:196) identify eight categories to classify research designs. They refer to the degree to which the research question has been crystallised, as the first category and classifies exploratory studies and formal studies hereunder. According to Hofstee (2009:120), the research methodology will always be tracked back to one or more of the research designs.

The researcher chose exploratory studies for the current study, using a case study design. The previous section referred to the study as exploratory, as it intended to explore the application of performance management, and Blumberg *et al.* (2008:201) confirm this,

stating that exploratory studies are useful when the researcher is unclear on the problems he or she might meet during the study. Henning *et al.* (2004:62) argue that case studies provide insight into a situation and the views of people and they add that case studies can be descriptive as well as exploratory. *Case study* refers to a full contextual analysis of one event or organisation or a few events or organisations (Blumberg *et al.*, 2008:200). Hofstee (2009:5) adds that case studies are defined by the fact that it is bounded and does not specifically refer to one event. Cooper and Schindler (2008:184) emphasise that the use of multiple events or organisations might result in a good and deep understanding of the phenomenon. Therefore the researcher used six schools in this case study.

2.5.2.1. Sampling design

The single general sampling guide for qualitative research is to keep the sample just big enough for new knowledge and insight to emerge, and therefore the sample size in qualitative research is generally small (Cooper & Schindler, 2008:169). They also state that qualitative research involves non-probability sampling and that it entails little effort to generate a representative sample. According to Blumberg *et al.* (2008:251), the importance of probability depends on the aims of the research and the conclusions the researcher wants to draw. The literature (Blumberg *et al.*, 2008:252; Hofstee, 2010:79) refers to purposive sampling, convenience sampling and snowball sampling as common non-probability sampling types.

According to Cooper and Schindler (2008:169), purposive sampling entails that the researcher select participants based on their characteristics or experiences, and Maree (2010:79) mentions that participants are selected according to predetermined criteria. For the purpose of this study, purposive sampling was used, and schools were selected with a specific purpose in mind using predetermined criteria.

The Tshwane region was selected because the researcher is familiar with the region and is of the opinion that some of the country's best-performing schools are situated in the region. The literature review revealed that Section 21 schools' management is best empowered by law to manage their own resources and performance at school level and therefore secondary Section 21 schools were chosen. The researcher was also of the opinion that the good-performing schools would reveal insight on the application of performance management, as they were probably also successful in the management of

their resources. The selection of good performing schools was based on their academic, culture and sport performance.

The decision on the size of the sample was based on the criteria for non-probability sampling, and therefore kept relatively small; however, it was mentioned in the previous section that the use of multiple organisations might provide a good and deep understanding of the application of performance management. Hence, the researcher decided on six schools to gain a good perspective of the application of performance management, but still kept the sampling size manageable.

The literature review on the structure of schools in South Africa revealed however that there is overlapping in the responsibilities of SGBs and SMTs, as each of these bodies has its own focus, and therefore it was decided to interview one member of the SGB and one member of the SMT in each school. It was assumed that this might give a good and complete perspective. Due to the timeframe and availability of participants, the participants of five schools were interviewed. In total six interviews were conducted. In two of the schools only the principals were available for interviews. Combined interviews with the SMT member and the SGB member were conducted in the case of two other schools. In these cases, the available SGB members were newly elected and had only served on the body for a few months. These participants were not fully introduced to all the strategies and systems in use and they requested to participate in joint interviews. At one school, two separate interviews with the principal and the SGB member were conducted.

2.5.2.2. Data collection design

For the empirical data, primary data were collected. According to Cooper and Schindler (2008:92), primary data are opinions of participants on what they know, believe and experience and such data used for the closeness to the topic and truth over errors.

For the collection of the primary data, the researcher decided on semi-structured interviews. Cooper and Schindler (2008:170) mention that the data collection technique for qualitative research is interviews, and Blumberg *et al.* (2008:281) define *interview* as a two-way conversation managed by the interviewer in order to obtain information from the

participant. From the literature (Cooper & Schindler, 2008:171; Maree, 2010:87), three types of interviews were identified:

- Unstructured or open-ended interviews: No structure, order or predetermined questions is used. The conversation is open and allows freedom and time for new lines to emerge.
- Semi-structured interviews: A set of predetermined questions is used to structure the conversation, but enough space is allowed for discussion of the possible answers and the thoughts of the participants.
- Structured interviews: An interview guide similar to a questionnaire is used to structure the interview, but questions are open-ended. Probing or discussions are not allowed or need to be minimised.

Authors like Blumberg *et al.* (2008:284) and Hofstee (2009:135) state that interviews are suitable for case study designs with small sample sizes that allow observations that might enhance the information obtained through the interviews. They also refer to possible interviewer bias and time consumption as obvious disadvantages of interviews. Semi-structured interviews allow the researcher to establish the current view of participants. In the current research it provided space for discussions on the application of performance management systems in the schools and was extremely helpful in obtaining insight into some informal performance management systems or methods used by the participating schools.

Semi-structured interviews were also chosen to increase comprehensiveness. The literature (for instance Cooper & Schindler, 2008:171; Maree, 2010:87) states that semi-structured interviews allow space for the interviewer to probe and clarify any uncertainties. In the current research, the interviewer used three probing strategies, namely detailed-oriented probes, elaboration probes and clarification probes. Maree (2010:89) mentions that detail-oriented probes are used to clarify the 'who', 'what' and 'where' questions and elaboration probes to get the full picture. He adds that clarification probes are used to ensure that the interviewer has an accurate understanding of what has been said.

The interviews took place at the offices of the principals or in an office provided by the school in order to make it convenient for the participants. The interviews started with a few casual questions and comments from the interviewer concerning the participants' schools and their positions, and all interviews lasted approximately one hour.

Maree (2010:89) mentions that interviews can be recorded manually by writing it down, but added that this is very time-consuming. He states that the best practice is to audio or video record the interviews. In order to provide a complete and rich detailed record of the interviews, the interviews were therefore recorded after the participants had been informed and permission to record the interview had been granted.

Maree (2010:89) and Blumberg *et al.* (2008:288) state that audio recording might cause disturbance for the participants and that it might be stressful for them and hinder their responses, which might have a negative effect on the reliability of data. Maree (2010:89) stresses the fact that the interviewer needs to get permission from participants before recording the interviews. Hence the interviewer ensured that the participants were at ease with the fact that interviews were being recorded and that granted their permission to do so.

For the purpose of this study, the role of the researcher was that of an interviewer and Cooper and Schindler (2008:172) summarise this role as using the interview guide, asking the questions and identifying possible new lines and questions to discuss. The involvement of the researcher in the data collection process enhanced the reliability and comprehensiveness of the data.

The researcher created an interview guide (see Appendix 2) in order to perform the interviews. The guide consisted of two introductory questions and six in-depth questions. The guide was based on the theoretical findings in the literature review reflected in Chapters 3 and 4 and structured according to the analytical framework in Chapter 4 in order to ensure that all aspects of performance management were covered during the interview. For the semi-structured interviews, the intention was not to follow the interview guide to the letter, but only to guide the interview. All the questions were open-ended or free-response questions. Cooper and Schindler (2008:340) define open-ended questions as questions allowing the participants to respond or present their idea in their own words. The interviewer transcribed the interviews immediately after each interview in order to ensure that no important information was left out.

2.5.2.3. Data analysis design

For the analysis of data gathered during interviews, the researcher used framework coding, based on the combined analytical framework from the literature review to identify initial categories, but more categories emerged from the initial investigation of the transcriptions. Cooper and Schindler (2008:165) confirm this when they say that data collected by interviews are not quantifiable and need to be analysed through human coding, but some sub-categories emerged from the initial investigation of the transcriptions. The data from the transcriptions were analysed and categorised according to the categories as identified. The outcomes of the interviews were later compared with the information gained from the literature review.

2.6. RIGOUR

Tobin and Begley (2004:390) define *rigour* as the way to demonstrate integrity, competency, legitimacy and trustworthiness of the research process.

2.6.1. Trustworthiness

In order to demonstrate the trustworthiness of this study Guba's framework of trustworthiness in qualitative research (in Krefting, 1991:217) is used. Guba states that reliability and validity are described through strategies for trustworthiness, and he refers to credibility, transferability, dependability and conformability as measures to ensure the trustworthiness in qualitative research.

Credibility: Credibility means that the research should be carried out in a way that will improve the fact that the outcomes will be found credible by acting in good practice and ensuring accurate identification and description of the subject of the study (Krefting, 1991:218; Visagie, 2012:7). The researcher improved credibility in the current study by ensuring the participants of the anonymity of the interviews in order to build trust. A combined framework for the analysis of the application of performance management was used to set up the interview questions to ensure all possible situations and samples. Statements by participants were clarified and summarised and the interviewer used probing to improve credibility. The researcher also did member checking by sending the transcriptions to the relevant participants for final review before they were used. Maree (2010:114) calls this *stakeholders' checks*. By ensuring structural coherence through a

logical flow of arguments and reports, readers can gain a holistic picture. The researcher made use of a combination of current and not so current resources with most of the resources from the last eight years and he included an accurate audit trail by providing appendixes. The research was also peer-examined through detailed discussions with colleagues in the same field. Credibility was also improved through the authority of the researcher on account of his experience in the field of education.

Transferability: Generalisation is not relevant to qualitative research but it has the ability to describe the uniqueness of the situation (Cooper & Schindler, 2008:164; Visagie, 2012:7). Therefore, in the context of qualitative research, transferability is about the amount of information reported to allow the readers to draw their own independent conclusions (Visagie, 2012:7). For the purpose of this study, transferability was improved by providing a detailed description of the findings, using direct quotations when necessary.

Dependability: According to Visagie (2012:7), dependability means that the findings remain consistent. She states that transferability means that, if independent researchers analyse the same raw data, they will come to the same conclusions. For the sake of dependability in this study, the findings were peer-reviewed by a colleague and detailed descriptions of the methods used to collect and analyse data were provided. The researcher also audio recorded interviews and supplied appendixes in order to provide an audit trail.

Conformability: This means that the researcher took measures to ensure researcher bias is prevented (Visagie, 2012:7). The researcher realised the possibility of not being fully objective and acted in good faith in order to ensure that the findings from the research were clear of personal opinions, which could influence the outcome of the research.

In synthesis, the researcher felt that he had fulfilled these criteria and ensured adequate trustworthiness in the research.

2.6.2. Authenticity

For the purpose of comprehensiveness, authenticity was also added to the measures of rigour. According to Visagie (2012:9), *authenticity* refers to fairness (as one of the criteria for authenticity) and added that fairness also refers to objectivity in the representation of the different viewpoints of the participants. The researcher interviewed the principal and one member of the SGB of each of the five schools and put extra effort in to include the

viewpoint of all the participants, to have their story fairly treated and to provide a balanced report on the findings.

2.7. ETHICS

Ethical behaviour refers to the awareness that participants have that their privacy and sensitivity will be protected (Henning, Van Rensburg & Smit, 2004:73). The ethical principles, internationally agreed upon, as identified in the Belmont Report (Amdur, 2011:19) were used as a framework to govern the ethics of this study. The report identified three principles, namely respect for people, beneficence and justice.

Respect for people: According to Amdur (2011:20), the focus here is on the participants' self-determination and autonomy. The researcher was fully aware of his accountability and strove to honour the rights of participants. Participants were personally invited by the researcher to ensure no undue influence from any other person. The letter of consent stipulated their voluntary participation and it was emphasised at the beginning of each interview. The background and need for the research as well as the research process were also explained at the beginning of the interviews and participants were invited to become partners in the research process. Participants were also informed that they could withdraw from the interview at any stage without fear of victimisation. Participants' identities were protected by locking away the audio records after the data had been transcribed, and participants' names were replaced by numbers. Audio records will be destroyed after two years and data were transcribed by the researcher himself. The transcriptions were sent back to participants for final reviewing, giving them the opportunity to correct information they did not approved of. The contents of the letter of consent may be observed in Appendix 3 of the report.

Beneficence: Amdur (2011:24) describes the core meaning of beneficence as follows: "do unto others as you would have them do unto you". This study therefore strove to minimise any possible risk for participants and the schools and to maximise any possible benefits such as personal professional development and possible improvement of the schools' management. Although the topic of this research might not be classified as sensitive in the traditional sense of the word, the researcher intended to identify any discomfort and uncertainty in order to resolve them if needed.

Justice: Justice implies that the selection of the participants takes place without any bias in terms of classes or types of individuals (Amdur, 2011:25). The researcher used purposive sampling in order to select a specific group of schools, as it was believed that these schools would shed light on the phenomenon. Participants were selected according to their involvement in the schools' structures, in the belief that they would be best informed on the topic.

2.8. SUMMARY

The main goal of the current research was to explore school-based application of performance management processes. This chapter presented the researcher's strategy in order to achieve these goals. A deductive approach in the form of a literature review was conducted to collect non-empirical data. The empirical research was approached from an interpretivism paradigm using qualitative research methodology to collect primary data using the case study design. In line with the case study design in qualitative research, six schools were selected through purposive sampling, and semi-structured interviews were conducted with principals and SGB members of five schools to collect the data. An interview guide, containing eight questions, guided the interviews and interviews were audio recorded to ensure completeness. The approaches and methods used for sampling, data collection and analysis of data were described in this chapter. The procedures followed were in line with reviewed literature and therefore adequate for this study.

A clear and detailed explanation of strategies to ensure trustworthiness was provided and was based on the framework supplied by Guba (in Krefting, 1991:217). The chapter also dealt with each of the measures in the framework namely *credibility*, *transferability*, *dependability* and *conformability* and added *authenticity* to enhance the trustworthiness of the study.

Strategies followed to comply with international standards of ethics were based on the ethical principles in the Belmont Report (Amdur, 2011:19). Attention was therefore given to *respect for people*, *beneficence* and *justice* and the chapter provided detailed methods followed to prevent the dishonouring of these principles.

The next two chapters will provide detailed literature reviews on the education system in South Africa and performance management.

CHAPTER 3

AN OVERVIEW OF SCHOOL EDUCATION IN SOUTH-AFRICA

3.1. LAYOUT OF THE CHAPTER

Figure 3.1 illustrates the layout of Chapter 3.

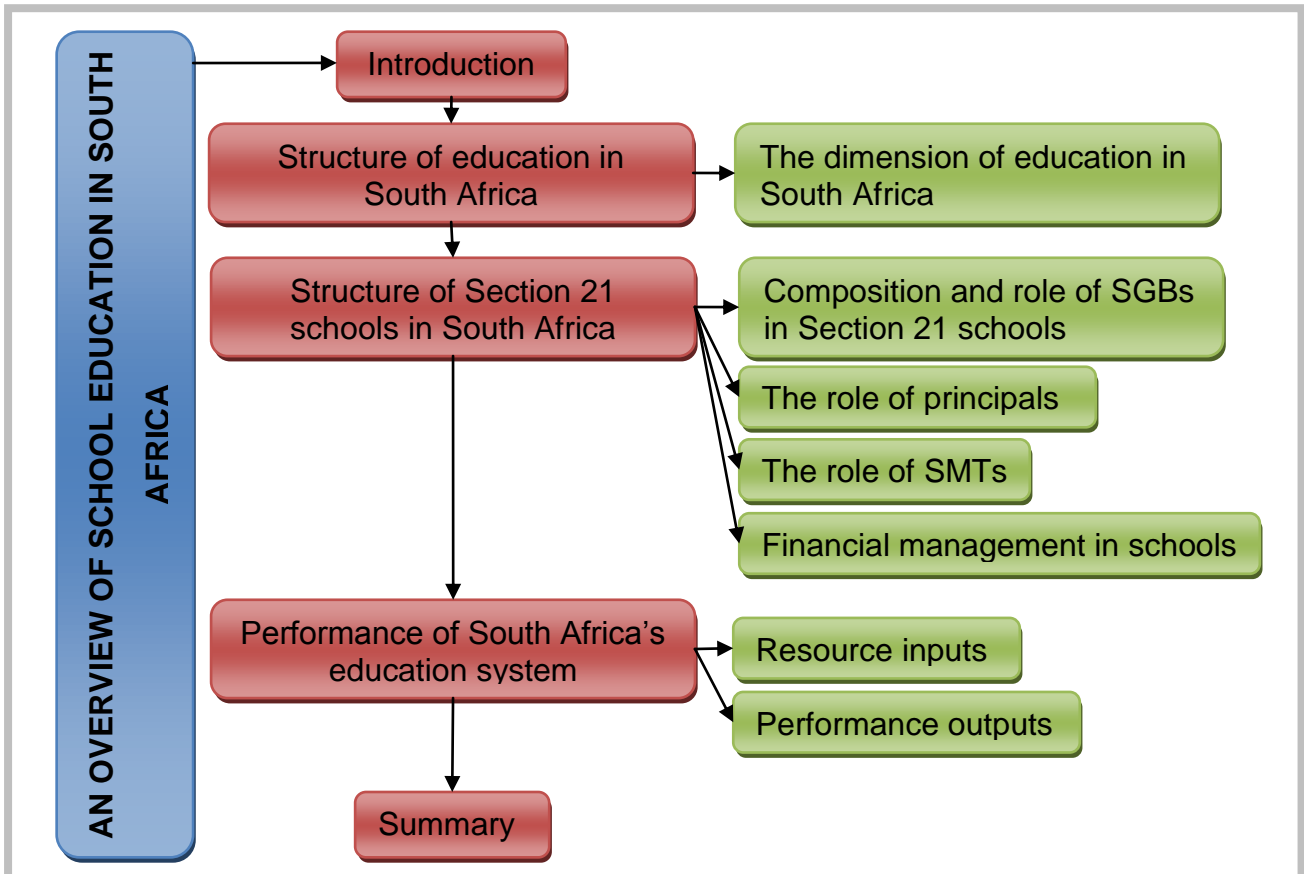


Figure 3.1: Layout of Chapter 3

3.2. INTRODUCTION

Since the first democratic election in South Africa in 1994, the restructuring of the education systems has been a priority of government. Before 1994, South Africa did not have a comprehensive national education system. Education was divided into separate education systems modified for the different race groups (Naidoo, 2010:1). A new constitution and the South African Schools Act, 1996 (Act No. 84 of 1996) resulted from the changes in 1994 and the Constitution includes education as a human right. The South African Schools Act (84/1996) is a legal document that applies to schools in South Africa

and resulted in schools' democratic governance. Therefore, 1994 can be seen as a turning point in South Africa's education system.

This chapter provides an overview of the structure of education in South Africa and initiatives to improve the quality of education for all learners based on an intensive literature review. The structure and governance of Section 21 schools was also reviewed, in order to gain a thorough understanding of the phenomenon. The chapter also provides some insight into the current performance situation and challenges faced in terms of education in South Africa.

3.3. STRUCTURE OF EDUCATION IN SOUTH AFRICA

South Africa has a single national Department of Education with the minister of education as head of the department. The South African Schools Act (84/1996) states that, at provincial level, each province has its own education department to control the public schools in the province. Public schools are defined in Section 12 of the South African Schools Act (84/1996) as schools provided by a member of the executive council (MEC) for the education of learners from funds provided by the provincial legislature. The Act also frames the democratic rights of schools' management to manage the school and to implement their decisions effectively, and therefore it is stated in Section 15, that the governance of every public school is vested in the SGB (South African Schools Act, 84/1996). Hence, the management of public schools is mainly the responsibility of the SGBs, but within the framework provided by the South African Schools Act.

The meanings of Section 20 and Section 21 schools were already explained in Chapter 1 (see paragraph 1.2.2.1). It was also mentioned in Chapter 1 that the law distinguishes between schools with Section 20 functions and schools allocated additional functions stipulated in Section 21. These functions also stipulate the role of the SGBs and are reviewed in detail later in this chapter:

The policy on school fees was changed in 2006 and allows the Department of Basic Education to declare some schools in poor communities as no-fee schools (South Africa, 2006:26). These schools will still be managed by the SGBs but are not allowed to charge school fees. According to a report on dropout and learner retention strategy by the Department of Basic Education (South Africa, 2011b:7), the no-fee school policy is an

initiative to improve access to education for learners from poor communities. The report indicated that more than 8 million learners from about 20 000 schools benefitted from this in 2010 (South Africa, 2011b:7). Therefore, public schools in South Africa can be categorised as no-fee schools, Section 20 schools and Section 21 schools, and the SGBs of Section 21 schools have more responsibilities than the other to manage the school and its resources.

3.3.1. The dimension of education in South Africa

In order to gain an idea of the dimension of education in South Africa, the document on School Realities of 2011, published by the Department of Basic Education (South Africa, 2011d:1) was reviewed. The document indicates that the education system of South Africa consists of 12 283 875 learners in 25 851 public and independent schools served by 420 608 teachers. See Figure 3.2 for more detail. Hence, it might be clear that public schools in South Africa are responsible for the education of more than 96% of all learners, and this emphasises the importance of the effective management of these schools.

Number of learners, teachers and schools in the ordinary sector (2011)

Province	Public schools			Independent schools		
	Learners	Teachers	Schools	Learners	Teachers	Schools
Eastern Cape	1 910 265	65 861	5 589	53 313	2 638	166
Free State	641 219	23 203	1 371	16 791	854	66
Gauteng	1 810 197	57 836	2 040	207 734	13 696	519
KwaZulu-Natal	2 781 830	88 710	5 957	65 548	4 556	223
Limpopo	1 645 746	55 672	3 931	49 778	2 344	142
Mpumalanga	1 021 722	33 126	1 821	24 829	1 497	110
Northern Cape	271 474	8 664	591	3 271	235	20
North West	751 294	24 965	1 614	13 826	932	55
Western Cape	970 319	32 037	1 151	44 719	3 782	185
South Africa	11 804 066	390 074	24 365	479 809	30 534	1 486

Figure 3.2: Number of learners, teachers and schools in the ordinary sector, in 2011 (South Africa, 2011d:1)

3.3.2. Initiatives to improve education in South Africa

In order to improve performance of schools, the Department of Basic Education implemented the IQMS. This system consists of the following:

- *Development Appraisal*: This is to appraise teachers with a view towards determining areas of weakness and strength and to draw up programs for individual development.
- *Performance Measurement*: It refers to the measurement of teachers in order to determine their salary progression of and grade progression.
- *Whole School Evaluation (WSE)*: This is the evaluation of the overall effectiveness of the school and the measurement of the quality of teaching and learning in the school.

(South Africa, 2002b:1)

The aims of the policy are summarised as follows (South Africa, 2002a:3):

- external monitoring of the self-evaluation carried out by schools;
- evaluating the schools' effectiveness;
- improving accountability of schools;
- improving support to schools from district level;
- providing better feedback to all stakeholders; and
- identifying practice in effective schools to use as models for others.

More recently, the Department of Basic Education implemented some additional programmes to improve school attendants and education performance. It can be summarised as follows (South Africa, 2011b:7):

- *The National School Nutrition Programme*: Since 2008, this programme provides meals for learners in order to improve access to quality education. More than 7 million learners benefitted from the programme during 2010.
- *The workbook project*: Millions of workbooks for Grade 1–6 have been distributed to public schools since the beginning of 2011. This is a specific effort to assist teachers with large numbers of learners in classrooms and to improve performance in language and mathematics
- *Expansion of grade R*: The numbers of learners in grade R have increased from 300 000 in 1999 to more than 600 000 in 2010.

- Reduction of teachers' administration workload: A reduction of the number of projects that learners are expected to complete and the discontinuation of learner portfolios since 2010 were intended to increase learning time and contact with learners.
- Textbooks: The Department of Basic Education made a new effort to encourage provincial departments to provide adequate textbooks on time to all public schools.
- Education for All campaign: This was a campaign in 2010 during the Soccer World Cup, which emphasised the importance of education for all children.

It is therefore clear that there are some initiatives by the Department of Education to manage and increase the performance of schools.

3.4. STRUCTURE OF SECTION 21 SCHOOLS IN SOUTH AFRICA

It was mentioned earlier in this study that South African schools can be divided into three categories, namely no-fee schools, schools with Section 20 functions only and schools with Section 20 and Section 21 functions. The current study explored the application of performance management in Section 21 schools, and therefore the structure of Section 21 schools is reviewed in the next section.

3.4.1. Composition and role of SGBs in Section 21 schools

According to Section 2A of the South African Schools Act (84/1996), all public schools' governance is vested in the school's governing body. The Act also states that the principal in his or her official capacity is a member of the governing body.

The other members are elected as follows:

- parent member by parents of the school;
- teacher members by teachers of the school;
- learner member by learners of the school (in secondary schools); and
- non-teacher members by non-teacher employees of the school.

A parent is defined by the South African Schools Act (84/1996) as:

- the parent or guardian of a learner of the school;
- the person legally entitled to custody of the learner; or
- the person who undertakes to fulfil the obligations of a parent towards the learner's education at the school.

Section 20 of the South African Schools Act (84/1996) describes the role of all SGBs and states that SGB members must act in the best interest of the school and develop a constitution, code of conduct and a mission statement for the school. Some functions in terms of financial management and performance stipulated by the Act (South African Schools Act, 84/1996) are as follows:

- members must support the principal and teachers in the performance of their duties and control the property and buildings of the school;
- they are also responsible for the management of the school's facilities in order to raise funds or for community purposes; and
- the Act furthermore refers to the SGB's responsibility to develop a budget as described in Section 37 of the Act; and
- Some responsibilities in terms of employment of teachers and non-teachers are also stated.

It is therefore clear that the functions of the SGB, as described in Section 20 of the South African Schools Act (84/1996) require some basic management skills from SGB members.

According to Section 21, SGBs however may apply to the head of the department for additional functions in order to gain more authority to manage the school (South African Schools Act, 84/1996). As mentioned previously, this is in line with a worldwide trend towards self-managing schools. SGBs of schools with Section 21 status also have the responsibility to maintain and improve the school's property, to decide on the choice of subjects and extra-mural activities, to purchase textbooks, educational material and equipment and to pay for services to the school (South African Schools Act, 84/1996). According to the Act, SGBs are also allowed to employ additional teachers in order to improve teaching and learning. The head of the department may approve the application unconditionally or subject to conditions in terms of the capability of the SGB to manage these functions. Therefore the SGBs of schools with Section 21 status are empowered to manage their own resources, and these were therefore the schools selected for this case study.

3.4.2. The role of principals

The role of the principals of public schools in South Africa is described as that of a representative of the Department of Education in the SGB and supporting them in the

execution of their duties, but within the stipulations of the Department of Education (see Section 16(a) of the Education Law Amendment Act 31, 2007). The South African Employment of Educators Act (76/1998) describes some of the duties of the principal in terms of performance as the professional management of the school and control of the school's funds by various accounts and record keeping. It also stipulates regular inspections of the school's premises and equipment in order to ensure the effective use of resources. The principal should provide professional leadership in the school and offer advice on the work and performance of the staff (see Section 4.2 of the Employment of Educators Act, 76/1998). The Act also stresses that the principal should cooperate with the SGB in order to maintain an efficient school with regard to the functions mentioned under the previous section (see Section 4.2 of the Employment of Educators Act, 76/1998). Hence, it might be evident that the principal, together with the SGB, is responsible for the management of resources and the school and therefore a good relationship between them is vital.

3.4.3. The role of SMTs

Chapter 1 described that the SMT consists of the principal, deputy principal and all heads of departments. Together with the duties of the principal described in the previous section, the main duties of the deputy principals are to assist the principals in their duties to manage and administrate the school and its finance (see Section 4.3 of the Employment of Educators Act, 76/1998). The focus of the responsibilities of the heads of departments is on academic subjects. They should take charge of subjects, learning areas or phases (see Section 4.4 of the Employment of Educators Act, 76/1998). A review of the duties of the principal, deputy principal and heads of departments as described by the Employment of Educators Act (76/1998) reveals that the SMT of a school covers the whole spectrum of duties. Therefore, the SMT members need good management skills to fulfil their duties.

In synthesis, the SGB, together with the principal as a member of the SGB, has as its main responsibility the management of the school and its finance. The principal also needs to provide leadership to the staff in terms of their duties and the SMT should assist the principal. This is a clear indication that the SGB and SMT take joint responsibility for the management of the school and its resources.

3.4.4. Financial management in schools

The South African Schools Act 84 of 1996 stipulates the way SGBs should manage the financial resources of the schools and describes the functions of the SGBs and principals in order to manage the schools' finance (see Sections 36, 37 & 38 of the South African Schools Act, 84/1996). The Act states that a public school is a juristic person and it may therefore buy, sell, invest and enter contracts. The decision-making authority is vested in the SGB (see Section 15 of the South African Schools Act, 84/1996). According to the Act, the SGBs also have the responsibility to prepare a budget for each year and the budget needs to be approved by the parents of the school during a parent meeting. It is also the responsibility of the SGB to ensure that the financial records of the school are audited annually (see Sections 36, 37 & 38 of the South African Schools Act, 84/1996). The SGBs therefore need some advanced financial skills in order to comply with the requirements and to manage the finance of schools effectively.

3.5. PERFORMANCE OF SOUTH AFRICA'S EDUCATION SYSTEM

In order to present a clear picture of the performance of education in South Africa the resource inputs and outputs were reviewed.

3.5.1. Resource inputs

The main income sources of public schools in South Africa are funds provided by the government and school fees paid by parents of the school. The next section reviews these two sources in more detail.

3.5.1.1. South Africa's national budget

For the last few years, education expenditure formed the largest part of expenditure on the national budget. During the 2012 and the 2013 financial years, more than 20% of the budget's expenses were allocated to education. See Figure 3.3 for more detail. Government allocated more than R195 billion for 2012 and more than R207 billion for 2013 to the Department of Education. From this slice of the budget, the Department of Basic Education received more than R145 billion for 2012 and R152 billion for 2013. This hovers around 14% of the national budget expenditure for the Department of Basic Education (South Africa, 2011e; South Africa, 2012). Hence, it is evident that education is

one of the main priorities of government and this is reflected as such in the national budget. This may also be a clear indication that the effective management of these funds is a vital issue.

Consolidated government expenditure by function

Categories	2011/12	2012/13
	R million	R million
General Public service	52 068	51 991
Defence	38 367	41 617
Public order and safety	90 544	97 991
Economic Infrastructure	81 494	83 595
Economic services and environment protection	53 077	61 393
Local government, housing and community amenities	107 482	120 051
Health	113 796	121 906
Recreation and culture	9 043	8 571
Education	195 483	207 281
Social protection	144 693	157 930
Science and technology	9 856	10 797
Debt-service cost	76 645	89 388
Consolidated expenditure	972 548	1 052 511

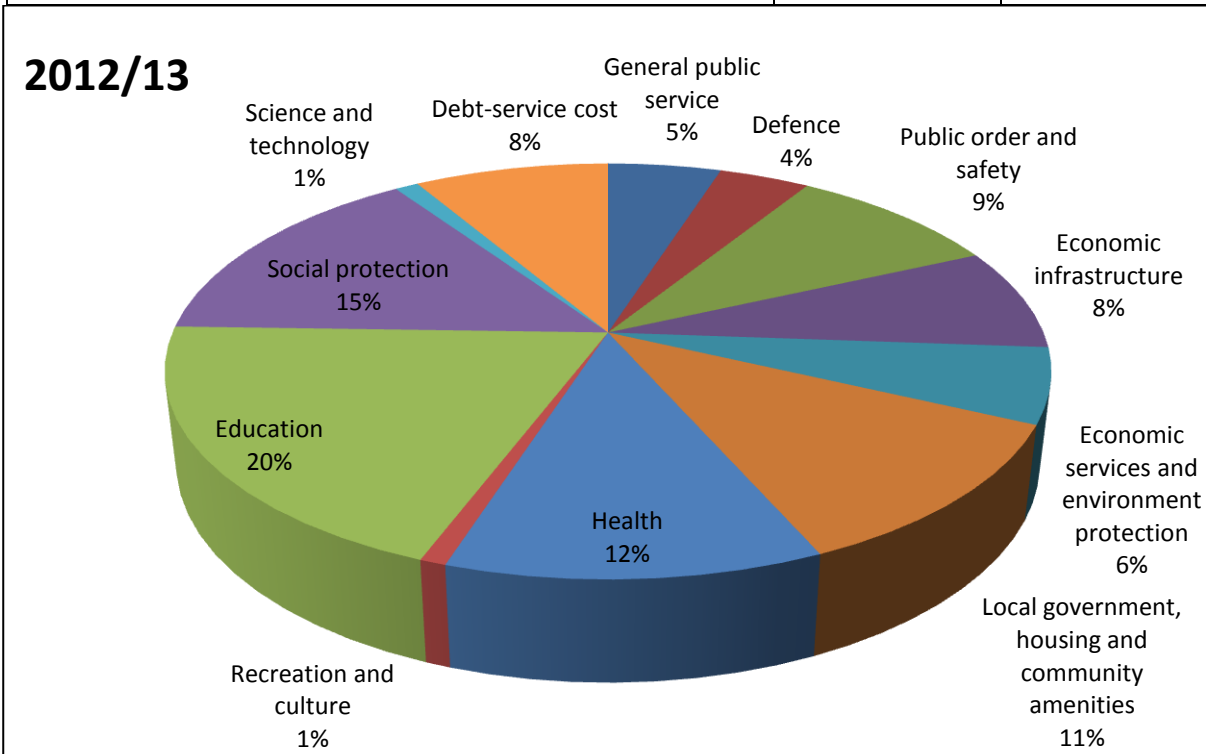


Figure 3.3: Consolidated Government Expenditure by Function (South Africa, 2012)

3.5.1.2. School fees

The policy of school fees stipulates that school fees cannot be a burden to give access to education for all learners and therefore declares that some schools in poor communities are no longer allowed to charge school fees (South Africa, 2006:26). The policy also states that schools with Section 20 or 21 status are allowed to enforce school fees and these fees form the largest part of the income of schools. In research conducted by Naidoo (2010:105), he concluded that more than 50% of school fees accounts are in arrears and are not handed over to debt controllers. This was also the conclusion of Khuzwayo (2009:75) during another study. Khuzwayo added that in miscellaneous schools in rural areas, with inexperienced SGBs, it is a challenge to manage finance and make decisions. The management of outstanding school fees is therefore not handled effectively in poor communities, which puts a huge burden on these schools' resources.

3.5.2. Performance outputs

In order to get a full picture of the situation, this study reviewed what South Africa's Education Department and more specifically the Department of Basic Education has to show in terms of outputs. According to Jansen (2011:100), South Africa's education system is one of the most unproductive education systems in Southern Africa.

3.5.2.1. Performance of learners and teachers

Jansen (2011:101) mentions that Grade 12 results are compared with results from previous years, but when used as an absolute measure of annual performance such comparisons also show a poor performance picture. According to the report on the National Senior Certificate Examination for 2011, 496 000 full-time candidates wrote the National Senior Certificate Examination in 2011, and 147 835 failed (South Africa, 2011c:7). Fewer than 25% of the candidates qualified to enrol for a degree at a tertiary institution (South Africa, 2011c:7). The report on the National Senior Certificate Examinations for 2011 discloses the pass rate of Grade 12 examinations (South Africa, 2011c:7). See Figure 3.4 for an analysis of pass rates per school in the different provinces. In 2011, numerous schools had a pass rate of less than 40% and in 12 schools overall no Grade 12 learner passed, meaning that 12 schools had a pass rate of 0% (South Africa, 2011c:7). Jansen (2011:113) stresses further that the smaller group of

integrated and white schools provides the disguise for the poor performance of the apparently efficient overall schooling system. Therefore, comparing Grade 12 results with results from previous years, results might seem moderately good, but as an absolute performance indicator, the comparison seems to reveal a poor performance record.

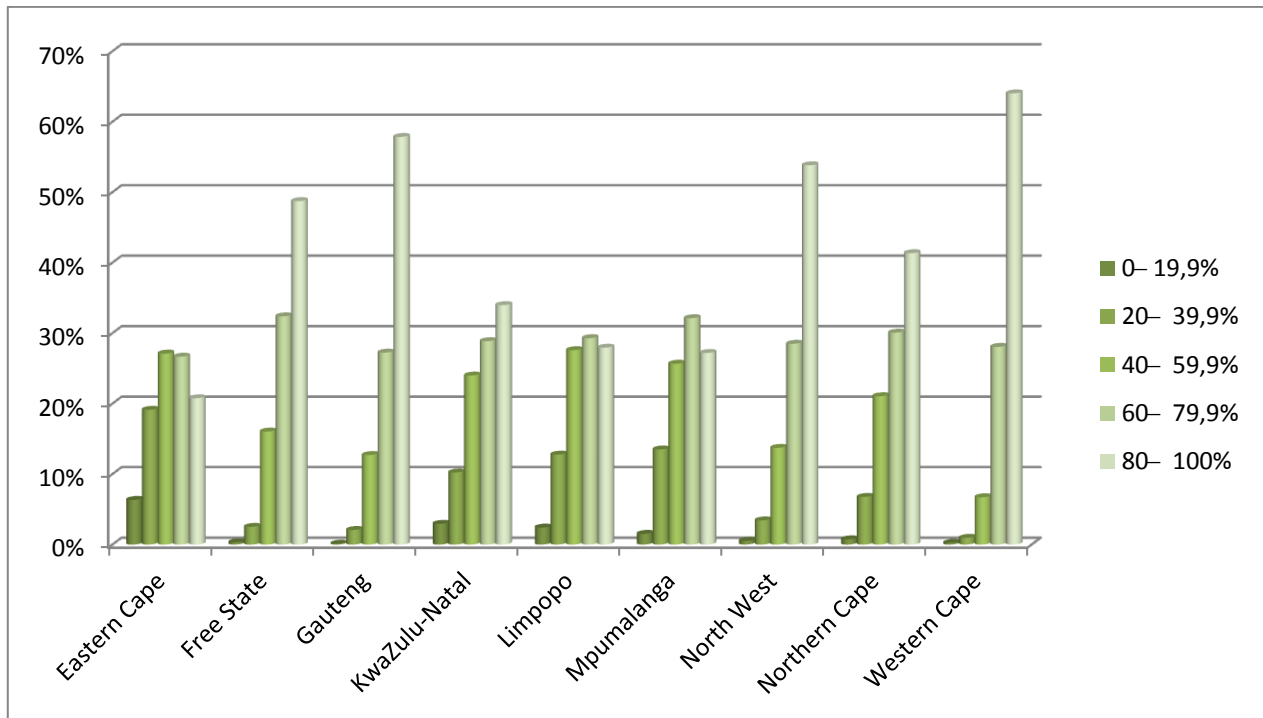


Figure 3.4: Performance of schools within certain percentage categories 2011 (South Africa, 2011c:7)

Jansen (2011:100–101) refers to *enrolment*, *grade repetition* and *drop-out rates* as measures of efficiency in the school system, and concludes that this reflects a bleak picture as fewer than 50% of all learners enrolled in Grade 1 in 2000 had made it to Grade 12. According to the Report on Dropout and Learner Retention Strategy to Portfolio Committee on Education, the measure ‘dropout’ refers to the number of learners leaving school without completing Grade 12 and the influence this has on the effectiveness of the education system (South Africa, 2011b:2). The same document indicates that the dropout rate between Grades 1 and 8 varies between 1 and 4%, while it increases to almost 12% in Grades 10 to 12. The report also concludes that poverty, family structures, teenage pregnancy and a lack of stimulation and support in schools are some of the main reasons for the high dropout rates (South Africa, 2011b:3). Repetition rates for Grades 1 to 8 vary between 5% and 8% but increase to more than 17% in the higher grades (South Africa, 2011b:5). This might also present a poor performance picture and emphasises the importance of efforts to improve the current situation.

3.5.2.2. Infrastructure of public schools

An analysis of the 2011 report of the national infrastructure management system (South Africa, 2011a), published by the Department of Basic Education reflected a bleak situation (see Figure 3.5). The report was based on 24 793 ordinary schools and revealed that some schools cannot provide the basic needs of learners.

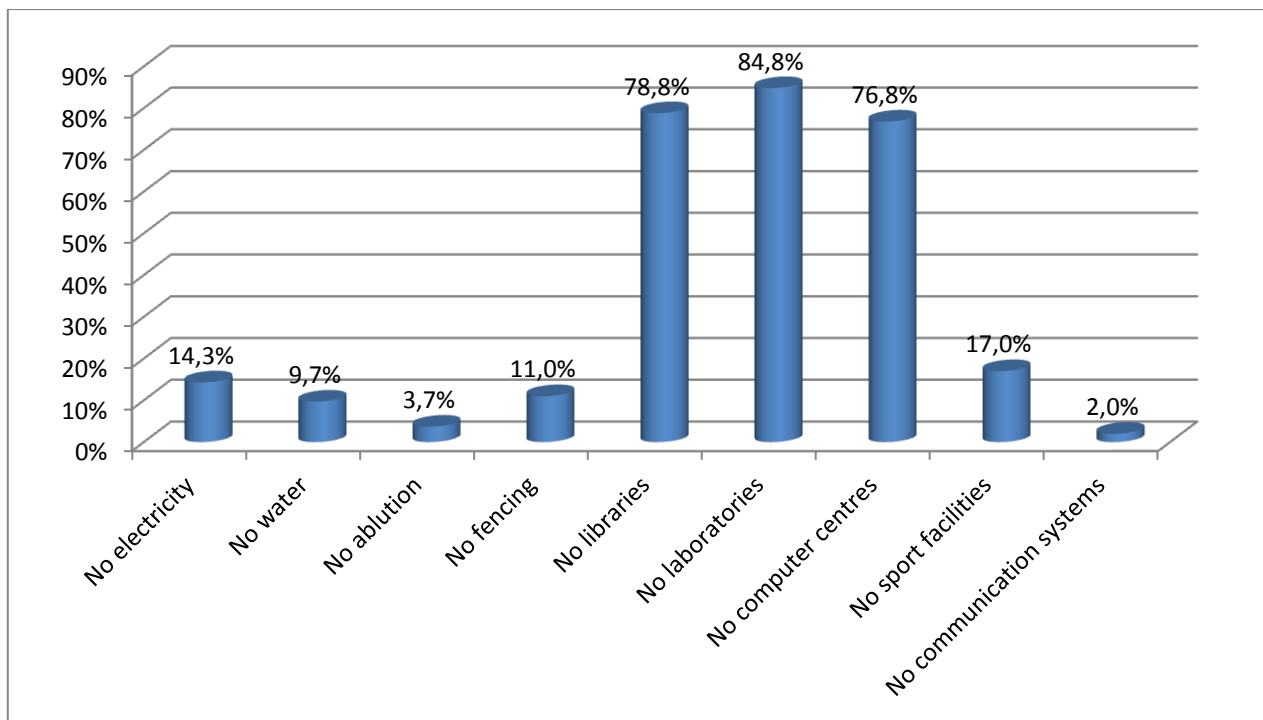


Figure 3.5: National Infrastructure Management System Report 2011 (South Africa, 2011a)

More than 14% of all schools have no electricity supply and nearly 10% have no running water, while nearly 4% do not have any ablution facilities. According to the report (South Africa, 2011a), 11% do not have any fences and more than 17% have no sport facilities. On the academic side, this might be a reason for poor academic performance as more than 78% of schools do not have libraries. Nearly 85% of the schools have no laboratories and more that 76% have no computer centres. It therefore seems that the Department of Basic Education and SGBs fail to manage resources and to supply an infrastructure that would ensure reliable and effective education for all.

Jansen (2011:102) also concludes that the leading universities in South Africa regularly need to adjust admission requirements due to the fact that Grade 12 results are no longer reliable. Therefore this might be an indication that the Department of basic Education fails to establish trust in the results of the National Senior Certificate examinations.

3.5.2.3. Financial management in public schools

The responsibilities of SGBs, as required by the South African Schools Act (see Sections 36, 37 & 38 of the South African Schools Act 84/1996) have been described earlier in this chapter and it requires some advanced financial skills to comply with these responsibilities. A research study on financial management in primary schools in Gauteng (Naidoo, 2010:105) concluded that 20% of parents did not agree that their school's budget is approved by parents annually, while 19% indicated that they had not been consulted before an increase in school fees. Studies also concluded that most schools in rural areas do not have a strategic plan or do not link their budget with the strategic plan (Khuzwayo, 2009:76; Naidoo, 2010:109). Most schools in rural areas and poor communities might therefore still struggle to comply with regulations and the SGBs do not have the financial expertise to manage finances effectively.

In synthesis, Grade 12 pass rates are poor and more than 50% of learners enrolled in Grade 1 do not complete Grade 12 at all. The infrastructure of more than 50% of schools is not ideal for teaching and learning, and most SGBs of schools in poor communities seem to be incompetent to manage school finances effectively. This might be an indication that education in South Africa is still far from effective.

3.6. MANAGEMENT CHALLENGES IN SOUTH AFRICA'S EDUCATION

The South African education environment is becoming more and more complex, uncertain and challenging (Moloi, Gravett & Petersen, 2009:282). These authors identified poverty and inequality as vital problems in South Africa and also added inefficient teaching and a lack of material and resources to the list of challenges. This emphasises the importance of proper performance management in self-managing schools in order to ensure efficient teaching and effective management of schools' resources.

Jansen (2011:105) identifies a lack of routine in schools as a problem or challenge in South Africa's school system. Jansen specifically stated that only a small number of white or integrated schools operate under routines. These routines were established under the old regime and still contribute to the success of these schools. He refers to the following problems that occur regularly:

- starting and closing times of schools;

- absences of teachers and learners;
- inadequate monitoring of class attendance;
- regular writing of scheduled tests; and
- regular feedback on tests and assignment.

Jansen (2011:112) emphasises the crisis of a two-school system where a small number of schools' performance is good and the majority of schools under perform. He mentioned that the control of the large group of underperforming schools needs to be established and routine needs to be reinforced (Jansen, 2011:112). He also refers to a knowledge problem, which refers to learner knowledge, knowledge of the community where learners live, teaching knowledge and knowledge of classroom organisation and discipline (Jansen, 2011:112). Jansen adds that some effort has been made by government to address this knowledge problem. Another problem mentioned by Jansen (2011:112) is that of bureaucratic and administrative incompetence. According to Jansen, too many policies are overwhelming and policies constantly change. Textbooks and learning material still arrive late at many schools and many schools still fail to start the academic year on time. Jansen states that the support to teachers is relatively strong, while teachers reflect a weak accountability record. Jansen (2011:112) refers to this problem as a lack of accountability. Lastly, Jansen (2011:113) states that a lack of capacity and expertise is one of the biggest challenges the Department of Education faces.

Research studies have been done on the competency of SGBs of schools in various geographical areas of South Africa and revealed some vital challenges (Brown & Duke, 2008; Grant-Lewis & Naidoo, 2006; Heystek, 2004). Xaba (2011:202) mentions that teacher representatives of the SGBs often misunderstand their role and see themselves as 'watchdogs' to fight for the teachers' issues. He concludes that most problems derive from the execution of the role of SGBs as described in the South African Schools Act (84/1996). Tsotetsi, Van Wyk and Lemmer (2008:385) refer to training of SGBs as one of the vital problems in the management of schools and concluded that training is inadequate. Xaba (2011:203) also concludes that low education levels of SGB members in some rural schools are a real problem. He further identifies management of resources and policy making as challenges. He also adds that the allocation of Section 21 status to schools is a big challenge in terms of the expertise of the SGBs. The competence of SGB members is

therefore one of the main challenges to overcome in order to improve performance of schools in South Africa.

3.7. SUMMARY

This research study dealt with the application of performance management in Section 21 schools. These schools need to function in the education environment of South Africa and are therefore surrounded by poverty and illiteracy. According to Moloji *et al.* (2009:284), education is unavoidable in the endeavour to resolve poverty in South Africa, but is still not fully accessible to those who need it most.

The purpose of this chapter was to explore the structure of education and initiatives to improve education in South Africa. The literature review revealed that the governance of education in South Africa is vested in the national Department of Education and the nine provincial education departments, which are mainly responsible for the education of almost all learners in the country. Schools can be divided into three categories and the category under investigation is Section 21 schools. According to the South African Schools Act, a Section 21 school is managed by the SGB of the school, which is responsible for the effective management of all resources in order to ensure effective teaching and learning for all learners. This chapter also disclosed that the Department of Education have some programmes and initiatives in place to improve the performance of education in South Africa and of schools throughout the country.

The current situation and performance of education in South Africa were also reviewed and the conclusion was that the main income sources of these schools are funds provided by the respective provincial governments and schools fees paid by parents. The review of existing literature disclosed that schools in poor communities struggle to manage the collection of school fees, mainly due to incompetence of the SGBs.

The performance of learners and teachers was also analysed and the results of the National Senior Certificate examination for Grade 12 learners presented a relative bleak performance picture. This chapter also revealed that more than 50% of learners enrolled for Grade 1 drop out before they complete Grade 12. A review of the infrastructure disclosed that many schools do not have adequate infrastructure to ensure effective

teaching and learning. Some vital challenges faced by the Department of Education and SGBs were also identified during this literature review.

The following chapter discusses performance management in general and focuses on performance management in the public sector and more specifically in schools.

CHAPTER 4

PERFORMANCE MANAGEMENT IN SOUTH AFRICAN SCHOOL CONTEXT

4.1. LAYOUT OF THE CHAPTER

Figure 4.1 illustrates the layout of Chapter 4.

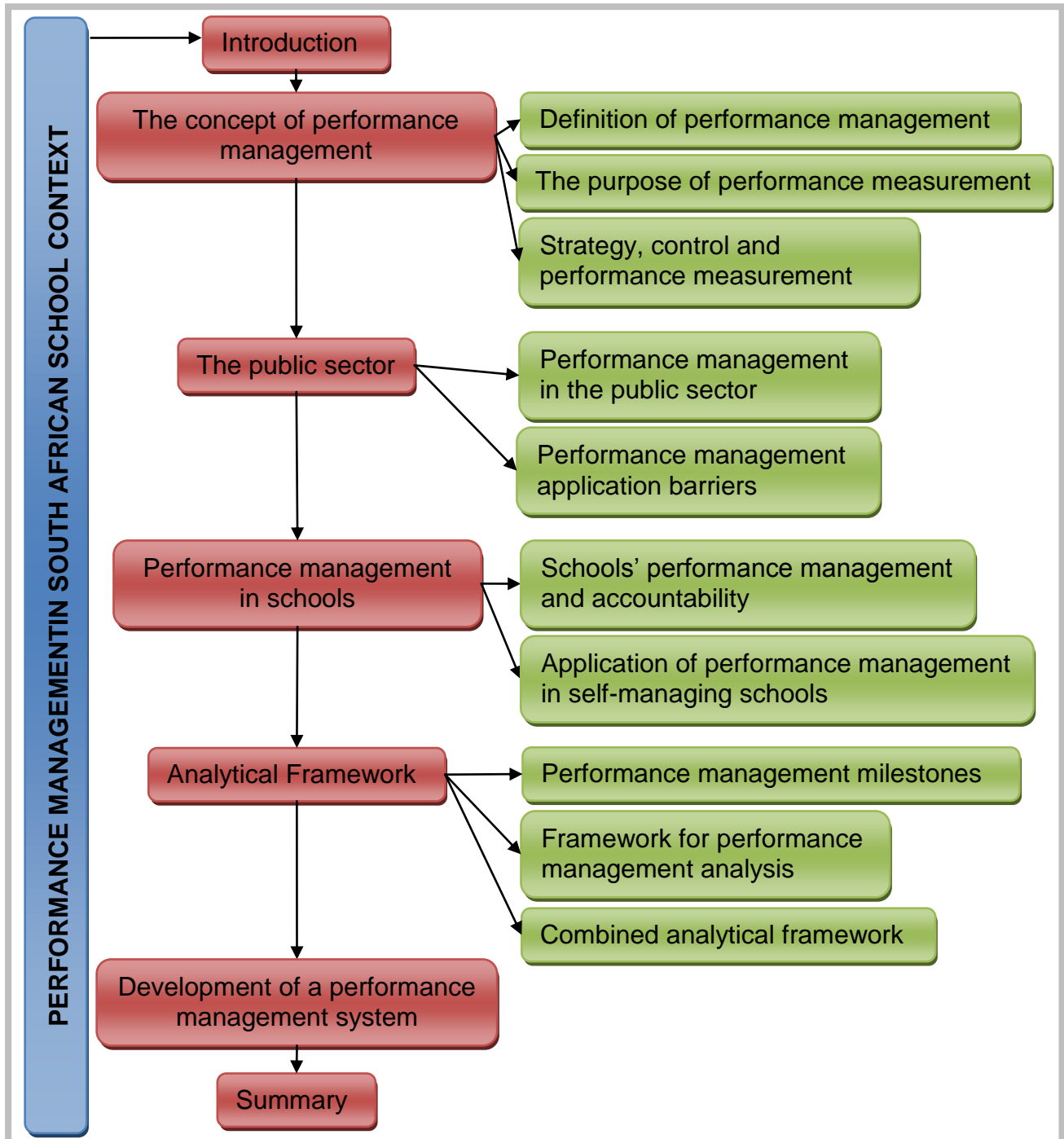


Figure 4.1: Layout of the Chapter 4

4.2. INTRODUCTION

The concept of securing performance improvement by developing a mission statement and objective, setting targets and measuring performance against them has redirected the focus of attention towards the achievement of results in the private and public sector (Bouckaert & Halligan, 2008:14). Diverse theories and methods of performance management have been applied by various organisations to conduct an assessment of performance for many years, and management chooses one according to the culture of the organisation (Zangouezhad & Moshabaki, 2011:825).

This chapter gives a background of the application of performance management and provides a theoretical overview on the concept of performance management in section 4.2, performance management in the public sector in section 4.3 and the current situation on performance management in schools in section 4.4. In section 4.5, some performance management processes and frameworks are explored in order to establish an analytical framework on which the evaluation of the application of performance management in schools can be based.

4.3. THE CONCEPT OF PERFORMANCE MANAGEMENT

Performance management refers to activities ensuring the constant effective and efficient achievement of goals. Ross (2011:iv) describes performance management as follows:

Performance management is about allowing the user to understand where effort is being invested and whether the organisation is achieving its objectives. Fundamental to the achievement of effective performance management is the intelligent application of performance management tools to the specific circumstances of the organisation together with top-level leadership and commitment.

4.3.1. Definition of performance management

Literature provides several definitions for performance management. Bouckaert and Halligan (2008:15) refer to performance management as a series of procedures and institutional activities. Some authors include the term *performance measurement* in the term *performance management* (Bouckaert & Halligan, 2008:26; Sarrico, Rosa & Manatos,

2012:274), while others differentiate between the two terms (Taticchi & Balachandran, 2012:4). Performance management is therefore an action taken by management towards improvement, and performance information needs to be gathered in order for management to take the necessary action. Cheng, Dainty and Moore (2007:15) define performance management as the process where the organisation's performance is integrated with business and practical strategies and objectives, while Amaratunga and Baldry (2002:218) refer to it as the use of performance information in order to establish and refine improvement in the organisation. *Evaluating performance* or *measuring performance* therefore refers to the gathering of information and it only becomes useful if it is followed up by performance management. This emphasises the importance of feedback to the stakeholders and their involvement in the performance management process.

Performance management and the development of frameworks and processes also engage some other terms. Bouckaert and Halligan (2008:15) present a framework for performance management in the public sector and distinguish between *measurement*, *incorporation* and the *use of performance information*. Bouckaert and Halligan (2008:26) describe performance measurement as the organised collections of data by observing performance associated issues for performance related purpose. *Incorporating* refers to the importing of performance information into documents and procedures to use it (Bouckaert & Halligan, 2008:26). *Using the incorporated information* means to discuss and formalise procedures to design policies, make decisions, evaluate behaviour and results and report to management and stakeholders (Bouckaert & Halligan, 2008:42). Hence, this again may stress that performance management goes beyond action to improve, but it also involves the report or feedback to stakeholders.

In synthesis, for the purpose of this study, performance management is defined as an organised process of determining measurable success factors, gathering performance information, evaluating available performance information, taking action towards improvement and give feedback to stakeholders. *Performance measurement* refers to the gathering of performance information. Such information has no value unless it is managed and leads to action and improvement of performance and to feedback in order to ensure that stakeholders are informed. This however may be closely linked to control which is discussed later in this study (Paragraph 4.3.3).

4.3.2. The purpose of performance measurement

Reviewing the process of performance measurement could provide a good understanding of what performance management is supposed to do and it offers a good basis for the analysis of performance management in schools. Niven (2008:22) emphasises the importance of measuring all the things management knows to be critically important for the achievement of targets or the effective management of the organisation. BPP Learning-media (2009b:502) elaborate on the purpose of measuring performance and adds that measuring performance forms part of the control system of the organisation, providing the vital feedback needed in any control action. It also provides major input to communication to stakeholders. BPP Learning-media (2009b:502) add that performance measurement provides evidence of performance compared with objectives. Neely (2002:151) summarises the purpose of performance measurement as follows:

- checking position: taking financial and non-financial measures to determine how well the organisation is doing;
- communicating position: reporting to stakeholders in order for them to know how the organisation is performing;
- confirming priorities: setting targets and planning actions in order to achieve the objectives; and
- compelling progress: knowing that performance measurement, especially if it is linked to reward, can drive change.

More recently, Stockmann (2011:26) states that performance measurement or evaluation aims to gain insight, exercise control and create transparency in order to promote improvement and provide proof of the efficient use of resources.

This section emphasises why the application of performance measurement in organisations is vital and stresses the widespread uses of performance information. Terms like *control*, *effective management*, *evidence*, *feedback*, *insight* and *transparency* emerged from the literature review and need to be considered during the analysis of performance management in schools.

4.3.3. Strategy, control and performance measurement

The previous section illustrated that performance management includes measurement of performance in order to determine whether targets are reached, an activity that links directly to control. Emmanuel, Otley and Merchant (1990:8) state that control has no meaning without an aim or purpose, and objectives need to exist before control can take place. They also add that outputs need to be measurable and that the organisation must have the capability to take action in order to reduce possible deviations (Emmanuel *et al.* 1990:9). This might again be an indication that performance management includes action towards improvement. BPP Learning-media (2009b:500) mention that the control of activities has been generated from the comparison of planned objectives and actual results and it refer to the cybernetic control system, illustrated in Figure 4.2. Therefore organisations, including schools, need to control activities by using some form of control system and performance measurement is vital to enhance the control process.

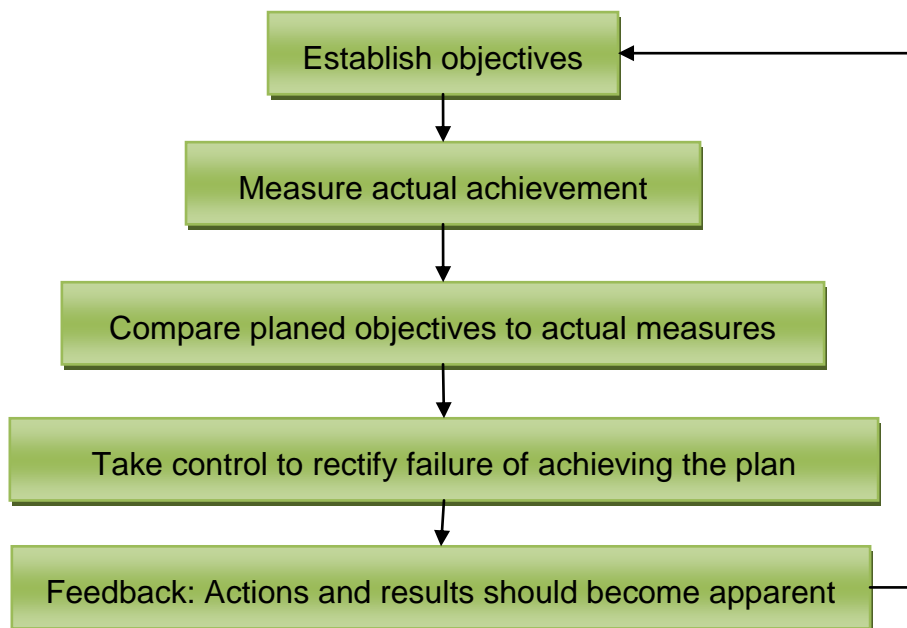


Figure 4.2: Cybernetic control system
(BPP Learning-media, 2009b:500)

For organisations' management to be able to manage and control the outcomes effectively they might need to develop and implement a good strategy. Amaratunga and Baldry (2002:221) emphasise the role of performance management in the development of the strategy and control systems of an organisation. The development of mission statements and objectives and the setting of targets relate to strategy. According to BPP Learning-media (2009b:36), strategic decisions need to be guided by the organisation's mission,

and the mission will give value and direction to the organisation. The mission includes the purpose or reason for an organisation's existence (BPP Learning-media, 2009b:36). Goals are derived from the mission and BPP Learning-media (2009b:39) state that the mission often refers to overall longer-term aspirations that link back to the mission, while objectives are more specific and they are also well defined to provide direction in the shorter term. Targets are aligned to objectives and can easily be used to measure performance (BPP Learning-media, 2009b:39). The ultimate test for strategy is the impact it has on the performance of the organisation, and the effective measurement of performance is therefore vital (BPP Learning-media, 2009b:499). Hence, *strategy* refers to a plan of action that is developed to achieve a predetermined mission, while performance management forms a central role in the organisation's strategy.

Therefore it might be that the successful implementation of an organisation's strategy and also the application of performance management determine the success and future of the organisation. Traditionally, the relationship between the goals, objectives and targets forms a pyramid with the mission statement at the top, supporting a small number of goals. A number of objectives are determined for each goal and are transformed into measurable targets (BPP Learning-media, 2009b:43).

Niven (2008:8) states that the development of a winning strategy might be important but implementing the strategy is more important and the successful implementation of a good strategy will pay off. He identifies four barriers to the implementation of a strategy. *Vision barriers* refers to the communication of the vision to all employees in order for employees to understand and accept the vision and strategy. Incentive compensation plans should lead managers to focus on short-term financial targets and sacrifice the long-term initiatives of the strategy. Another barrier mentioned by Niven (2008:9) is the resource barrier and the fact that budgets need to be linked to strategy in order to make resources available for the execution of the strategy. Niven (2008:10) refers to a budget as a detailed exposition of the priorities of the strategy. The *management barrier* refers to management moving from crisis to crisis without looking at the bigger objective or strategy. Niven (2008:10) emphasises the importance of two-way communication and management staying close to its employees. It is therefore possible that these factors have an impact on the application of performance management and that schools come across some obstacles or barriers during efforts to implement strategy and measure performance.

In synthesis, there is a close relationship between strategy, control and performance measurement. The mission of an organisation gives direction to the organisation and therefore leads the way to set goals. Using the goals, an organisation can set short-term objectives and translate them to measurable targets. These targets are vital for control in order to compare actual results with it. Communication, involvement of all employees, rewards and budgets are key players in the development and implementation of strategy and also aspects that might need to be included in the exploration of performance management in schools.

4.4. THE PUBLIC SECTOR

This section reviews the application of performance management in the public sector and furthermore the problems to apply performance management systems in the public sector.

4.4.1. Performance management in the public sector

Most organisations in the public sector are non-profit organisations and their focus is on service delivery, but they also need to apply performance management. Considerable research has been done on performance management in this sector and this adds value to the research question, as schools are related to the public sector. According to Bourn (2007:319), the hopes that bureaucracies will supply the necessary services for the welfare of society already started to fade in the 1960s. Bourn (2007:319) states that bureaucracy was not the only reason for these failures but that there was clear evidence that this traditional form of public administration was not working satisfactory. The arrival of privatisation, market orientation and outsourcing emerged in a move towards the use of performance indicators to measure performance (Chaston, 2011:32). Regardless of the country or the governing party, concerns about effectiveness and performance in the public sector have been emphasised increasingly over the last two decades, and this has resulted in the use of more suitable and acceptable methods to measure and manage performance (Kerley, 2008:214).

Some key messages in Ross (2011:iv) emphasise the importance of performance management in the public sector further:

Due to the current financial constraints and the increasingly demand for public services, the public sector need to satisfy the demand with less resources.

Therefore there is a need for good performance management more than ever before.

Performance measurement is more difficult in the public sector than in the private sector, but effective performance measurement is vital in order to assure sustainability in the public sector and the effective use of tax revenues.

With the introduction of new performance management frameworks and the increasingly emphasis on measurable outcomes during the public sector reformation performance management is one of the key elements.

There was consequently a shift towards performance management in the public sector and this resulted in the question whether schools also moved to the application of performance management and to which extent performance management is applied.

The public sector used to employ input numbers to control resources; however, there is a change in the view of management and academics that this is not adequate and that outputs need to be measured. Ross (2011:9) concludes that government often uses the amount of money spent as a measure and he states that the public sector realises that the amount of money spent is no measure of performance. He prefers to measure performance in the public sector by output measures, outcomes or policy impacts and he even includes performance indicators like corruption, wastage, strength of the rule by law and the educational achievement (Ross, 2011:9). It therefore becomes evident that performance management by the public sector is also vital in order to ensure management understand the impact of policies, fight corruption and improve academic achievement. It is also clear that performance management is just as applicable to schools as it is to the private sector and therefore schools' management might also need to understand performance management and the benefits of a good balance between input and output measures.

4.4.2. Performance management application barriers

Some barriers to the implementation of strategy arose during the literature review earlier in this research report but the implementation of performance management in the public sector and service department however has some of its own challenges. A review of these challenges could provide insight into the possible problems that schools can come

across. According to Chaston (2011:32), politicians and public servants want to avoid the use of key performance indicators as a performance measurement tool in the public sector, and Ogilvie (2009:11) emphasises this further by identifying the unwillingness of authorities to make value judgments as the main barrier in the implementation and application of measurement tools. Ian Ball, chief executive officer of the International Federation of Accountants (IFAC), states that most governments still operate on a cash basis and do not use budgeting, appreciation and reporting to enhance transparency, accountability and financial management (Ross, 2011:1). The reluctance of public sector management need to change in order to apply performance management effectively, and self-managing schools therefore need to ensure the cooperation of stakeholders to apply performance management.

The public sector suffers from poorer quality performance information than the private sector. High volumes of data are supplied to management in the public sector but are sometimes unreliable and late and results in poor decision-making (Ross, 2011). Ross also concludes that there are often too many key performance indicators (KPI) and the focus is on inputs rather than outcomes. Some good consideration should therefore be given to the quality of information and the involvement of the users of information during this process seems indispensable.

Most of the measures need to be based on intangible services, which could complicate the measurement of performance, and to make matters worse it is a challenge to align measures with the overall strategy of the organisation. Ogilvie (2009:11) argues that the benefits of some investments are judgemental and not measurable, but even if complex, they are still quantifiable and therefore capable of evaluation. It is a challenge to measure performance in a service department where there is no physical product as services are intangible and therefore performance measurement is based on productivity and effectiveness (BPP Learning-media, 2009b:526; Ghobadian & Ashworth, 1994:36). The authors add that there is no direct connection between the services and cost to offer the service and they identify the fact that consumers seldom pay a reasonable price for the service they receive as probably the biggest reason for complex measurements. In a study in the public sector in Thailand, Johnson and Pongatichat (2008:22) concluded that very few KPI correspond with the strategy of the organisation, due to the fact that a long-term strategy is difficult to evaluate. The measures themselves could mislead

management and complicate the process of determining adequate measurement systems, supplying the information management needs.

Most literature mentions that the public sector organisations do not have a profit motive, which complicates the application of performance. Ghobadian and Ashworth (1994:36) confirm this by stating that organisations in the public sector have no risk of insolvency and therefore performance management is not a priority. They add that the non-profit motive makes the allocation of resources difficult. Different from the private sector, the public sector may deliver services to consumers who do not value it, while in the private sector, organisations can quite easily determine whether or not to invest resources in order to maximise profit (Ross, 2011:2). This may be an indication that schools would probably also have difficulty in the application of performance management due to the fact that they are non-profit institutions.

Another barrier that emerged from literature is the complexity of structure and procedure in the public sector. The public sector has complex delivery chains and Ross (2011:2) refers to an example where funding for some local services might need to be approved at national level, which complicates the procedure. To emphasise this problem, Ghobadian and Ashworth (1994:36) add that in many circumstances in the public sector, there is a lack of substitute suppliers and no freedom to use suppliers that are more competent. Self-managing schools might come across some of these problems as they need to comply with policies and regulations from government. However, these problems may have a limited effect due to the fact that management are supposed to develop their own policies and procedures in order to apply performance management effectively at school level.

Some other barriers mentioned in literature (Ghobadian & Ashworth 1994:36; Ross, 2011:2) are:

- public sector unions backing the powerful role of staff;
- a large and long-life asset base;
- constant pressure from government; and
- the impact of some initiatives from the public sector being delayed.

In synthesis, the unwillingness of management in the public sector creates a huge problem to implement performance management and many governments still fall short in applying performance management effectively. Some critical success factors (CSF) and more

specifically services are judgemental and difficult to measure. The fact that customers of the public sector do not pay a reasonable price and the impact of some activities in the public sector is delayed complicates the management of performance. Some of these difficulties may also be experienced during the application of performance management by schools and comprehensive consideration may be necessary to overcome them.

4.5. PERFORMANCE MANAGEMENT IN SCHOOLS

From the previous section it seems that there may still be challenges to overcome before performance management can be applied with great success in the public sector. Reviewing the currently available research on performance management in schools elsewhere in the world might shed more light on this area and add value to the research project.

4.5.1. Schools' performance management and accountability

As mentioned previously, the modern world realises the importance of performance management in the public sector and there is also progressively more agreement in the literature that the application of performance management in schools is vital. Decentralisation in education in order to improve development in Organisation for Economic Co-operation and Development (OECD) countries is gradually becoming more common practise, resulting in the increasing importance of performance management in schools (Bruns, Filmer & Patrinos, 2011:88). Atamtürk, Aksal, Gazi and Atamtürk (2011:33) state that the terms *performance*, *management* and *work experience* are important to support the practice of teachers and headmasters in their work situation. The authors add that performance management is essential to evaluate the performance of teachers and headmasters for providing a rationale for a positive framework to improve the quality of teaching and learning. Therefore the financial performance, management of resources, performance of teachers and learners in self-management schools will improve significantly when strategy and performance management are implemented efficiently.

The accountability of education departments, schools, principles, SGBs and teachers have been researched frequently during the last decade and this might be an indication that stakeholders have started to search for answers on the poor performance of education in some countries. Jones (2004:589) states that schools need to be liable to their clients,

namely learners, parents and the community, and O'Dwyer and Unerman (2008:804) point out that holistic accountability is needed to adhere to the mission, goals and community responsibility of schools. Maddocks, Novkovic and Smith (2011:47) also apply the term *holistic accountability* to the schools' situation and conclude that holistic accountability in self-managing schools includes internal liability to members, but also to other stakeholders, including the community. Therefore schools' management may have a responsibility to ensure the economical use of resources and management might be held accountable by stakeholders and communities.

4.5.2. Application of performance management in self-managing schools

According to the literature, limited research has been done on performance management in self-managing schools, while it seems to form a vital part of educational institutions. The measurement of schools' performance in relation with their inputs and school fees, involves more than the academic performance of the learners, but schools' performance measurement systems are often based on it. Maddocks *et al.* (2011:46) state that schools' performance is often related to the performance of their learners, and efforts to improve the effectiveness and efficiency of schools are often driven by efforts to improve the performance of the learners. Feng, Figlio and Sass (2010:1) also mention that a school's accountability is based on the performance of its learners. According to Maddocks *et al.* (2011:46), some efforts have been made to measure the performance of teachers, while Sarrico *et al.* (2012:272) state that frequently, the performance of schools is evaluated by using only output measures such as exam results, progression rates and completion. Forrester (2011:6) states that a performance-related pay system for teachers, implemented in England in the 1980s and 1990s was based on the performance of learners. He adds that limited progress was made due to the barriers of finding suitable performance measures. Performance measurement of most schools is therefore based on the performance of learners and is not sufficient when used alone. More attention may need to be given to a variety of performance areas.

The current study concluded in paragraph 4.3.1 that the application of performance management involves more than only measuring performance, as it also involves the use of data, action plans and feedback. Research however concluded that most schools only focus on the measurement stage. Sarrico *et al.* (2012:274) mention that the measurement

of performance is not a common part of schools' systems and stakeholders are not used to self-evaluation. They also conclude that performance information is nearly never used to improve schools. Some authors point out that most schools using performance management procedures focus on the measurement of performance and collection of the data, and consider the other stages of performance management as less important. Only a few studies indicate that some schools acknowledge the importance of the use of information in decision-making and feedback (Atamtürk *et al.*, 2011; Bouckaert & Halligan, 2008; Forrester, 2011; Sarrico *et al.*, 2012). Bouckaert and Halligan (2008:39) also conclude that the difference between good developed performance management systems and other systems in schools is the level of integration and the use of results. Sarrico *et al.* (2012:272) also conclude that there is no self-evaluation culture in most of the schools in Portugal. This was an indication that the application of all the stages of performance measurement needed to be investigated in the current research.

The implementation of performance management may need to be a process where all stakeholders are consulted in order for them to buy in at the process and strategy. The planning of goals includes consultation with teachers and other stakeholders in setting such goals, an agreement between management and teachers on performance goals, and consideration of teachers' qualifications (Atamtürk *et al.*, 2011:38). In their study on performance management, in state schools in North Cyprus, Atamtürk *et al.* (2011:38) also found that teachers in North Cyprus needed to be positive towards the planning of performance goals. According to Forrester (2011:5), the implementation of performance management in schools in England gave some problems, mainly because it was perceived as a form of management control over professional work. Forrester (2011:7) adds that many employees working in the education sector in England regard performance management as a burden, increasing bureaucracy, intensifying observation and monitoring of their work. Atamtürk *et al.* (2011:38) add that employees who are aware of what is expected from them and their involvement in setting goals will be motivated to work hard in reaching such goals. The involvement of all stakeholders in setting mission statements and targets may therefore be one of the main principals of performance management systems.

In synthesis, academic performance might not be enough as a basis for the performance of schools. It may be necessary for schools' management to determine more CSF than

the academic performance of learners and to involve all stakeholders in the process in order to ensure the development of an effective performance management system. It also seems to be vital that schools' management make sure all the stages of performance management are implemented in order to add value and achieve goals. This was therefore explored during the current research.

4.6. ANALYTICAL FRAMEWORK

Otley (2008:34) states that systems are frequently designed in a very fragmented manner in different departments. This was also the conclusion reached by Taticchi *et al.* (2012:10). Taticchi and Balachandran (2008:149) identified milestones for the 'ideal' performance management system by mapping the characteristics gained from literature on existing performance management systems and frameworks. Taticchi *et al.* (2012:7) used this framework to analyse the consistencies of current performance management systems.

Otley (2008:27) identified four dimensions for the development of a performance management framework, based on the following questions identified by Otley:

- What are the organisation's vital success factors and how does the organisation measure and control performance in these vital areas
- What are the targets the organisation wants to achieve in these areas and how does the organisation set appropriate performance targets?
- What are the rewards and penalties for managers achieving or not achieving the goals?
- Which information flows are necessary to enable the organisation to manage performance in the different areas?

A literature review of these frameworks is reflected in the next section in order to use a possible combination of these frameworks as an analytical framework for the analysis of the application of performance management in self-managing schools.

Another analytical framework developed by Bouckaert and Halligan (2008:15) for the understanding of performance management in the public sector, was mentioned in paragraph 4.3.1 of this chapter. Sarrico *et al.* (2012) used this framework to analyse performance management practice of 12 Portuguese secondary schools. Due to the fact

that the elements of this framework are already included in at least one of the previous ones, this framework is not used in this study.

4.6.1. Performance management milestones

The model developed by Taticchi and Balachandran (2008:149) consists of an assessment stage, a design stage, an implementation stage, a communication and alignment stage and a review stage, and they suggest that more research needs to be done in order to develop ideal performance management systems that integrate all the milestones (see Figure 4.3).

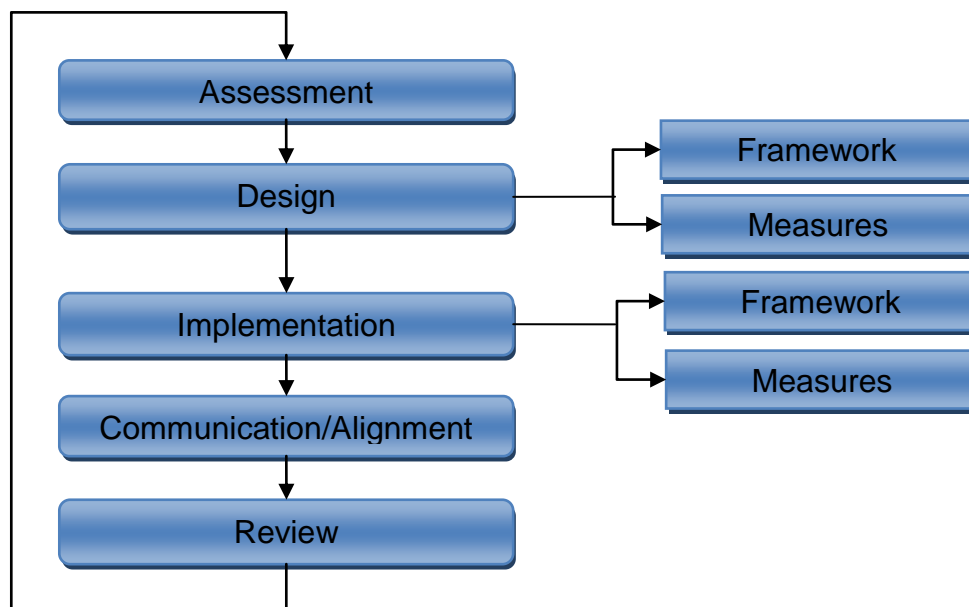


Figure 4.3: Milestones for a traditional performance management system (Taticchi & Balachandran, 2008:149)

4.6.2. Otley's dimensions framework

Otley (2008:27) identifies performance measurement, target setting, incentives and rewards and information flow as the dimensions of performance management (see Figure 4.4):

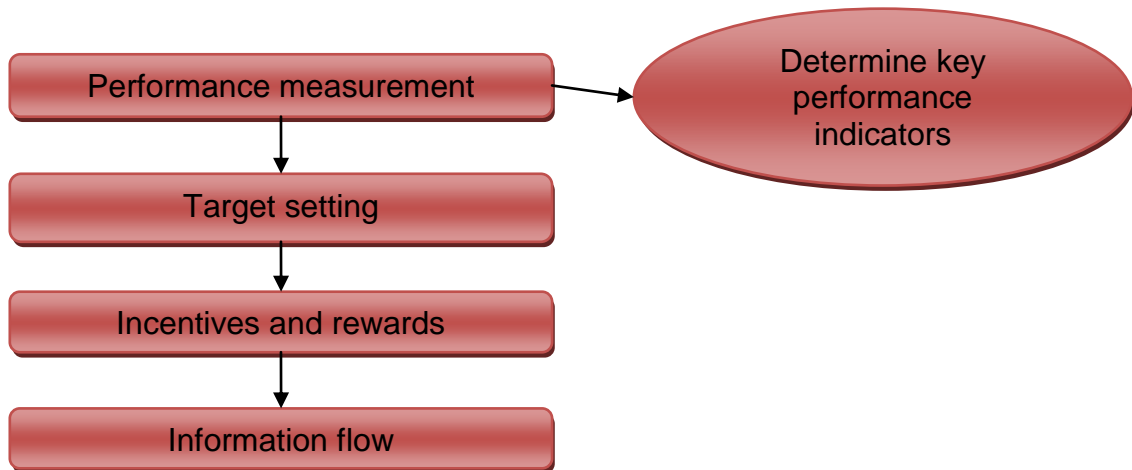


Figure 4.4: Otley's dimensions framework (Otley, 2008:27)

4.6.3. Combined analytical framework

In order to base the investigation of the application performance management in schools on theory, the two frameworks were used to develop a combined framework in an effort to analyse all aspects of performance management.

4.6.3.1. Assessment and review

Otley (2008:26) adds that organisations continuously need to find new answers as the organisation and its environment frequently change. This is also the view of Taticchi and Balachandran (2008:149) as they illustrate that performance management is a consecutive process (see Figure 4.3). Therefore Taticchi and Balachandran included the assessment stage in their framework and state that performance management needs to have an assessment stage to determine whether the current system is adequate or whether it needs to be rectified. Taticchi and Balachandran (2008:150) also point out that this stage is important as it forms the basis for the implementation stage. This stage is not included in Otley's dimensions framework.

The review stage also does not form part of Otley's dimensions framework, but is included in the milestones identified by Taticchi and Balachandran (2008:150) as the last stage. They state that performance management systems need a review system to enable management to evaluate the architecture and measures constantly on account of environmental or strategy changes. The main role of this stage is to prevent any misalignment of the performance management system and to determine whether there was satisfactory improvement in performance.

For the purpose of this study, it was also important to gather information in this regard in order to analyse whether schools constantly review and improve their performance management process. However, as this is an ongoing process, an analysis of the assessment and review process used by schools only needs to appear once in the framework and therefore it is placed in the first stage (see Figure 4.5).

4.6.3.2. Design

The second stage of the model by Taticchi and Balachandran (2008:149) refers mainly to the design of measures and includes elements like alignment of targets to strategy, the perspectives and involvement of different stakeholders, financial and non-financial measures and the use of external and internal parameters. Therefore this also includes the first dimension (Performance measurement) of Otley's (2008:28) model. Taticchi and Balachandran (2008) refer to an organisation strategy, which specifies the key success factors of the organisation, as the starting point when designing a performance measurement system to support performance management. Otley (2008:28) also states that the process of setting up performance measures may lead to stimulation of further development of the organisation's strategy, and the effort to measure performance will lead to a full understanding of what is required to achieve the goals. He adds that key performance indicators are specified in an attempt to reach these goals. On the negative side, Otley (2008:29) mentions that it is very easy to set up inappropriate or easy manipulated performance measures and he suggest a top-down approach to design performance measures. The testing of every measure is vital and it is suggested that each measure be examined through the eyes of the responsible manager. Otley (2008) also proposes that managers and employees should participate in the planning stage of performance measurement and that this will reinforce their dedication to achieve the

targets. In order to gain a comprehensive understanding of this important stage some elements are reviewed in more detail.

Critical success factors (CSF) and key performance indicators (KPI):

An alternative to the previously mentioned relationship between goals, objectives and targets as a pyramid, is the CSF approach. A small number of areas of performance need to be determined where good outputs will result in an overall good performance of the organisation (BPP Learning-media, 2009b:43). The idea of success factors comes from Daniel (1961:116) who states that organisations have three to six factors that determine their success and that these 'key jobs' need to be done extremely good in order for the organisation to succeed. Rockart (1979) used this concept of *key jobs* again during the late seventies to develop the CSF method to measure performance and to satisfy the needs of top-management. More recently, BPP Learning-media (2009b:43) define CSF as fundamentals of the organisation's activities that are important to ensure success in the future. It might also be necessary for management of schools to determine the CSF of schools in order to know where management's focus should be to guarantee success.

The CSF approach may assist management with the identification of KPI and make the measurement of critical activities in the organisation possible. According to Meyer (2011:192), *indicators* refers to parameters that give information on particular circumstances which cannot be measured or which can only be measured with enormous difficulty. Meyer (2011) adds that empirical measures represented by an indicator are based on comparison with other comparative measures. Chaston (2011:34) stresses the importance of KPI in the public sector where politicians prefer data that present information on the outputs associated with the expenditure used to provide the service. Meyer (2011:218) stresses that the development of appropriate KPI is not possible without a suitable theoretical structure, which reflects the measurement criteria and solid target values. He adds that only then can the results gained from KPI be useful in making decisions about the possible actions to improve performance. BPP Learning-media (2009b:505) point out that a good balance between financial and non-financial measures, which are covered next, needs to be included in the KPI and refers to marketing, production and logistics as possible areas of activities to use when determining KPI. He also adds that the KPI need to be unique to the organisation and need to reflect something

about the character of the organisation. Therefore schools' management can also develop and use a theoretical framework with suitable KPI to manage and control the school.

To synthesise, the CSF need to show the way for management to determine appropriate KPI. CSF are small specific areas that need to be managed effectively for organisations to be effective, and KPI are exact measures in the areas that will give insight into the effectiveness of those areas. Therefore schools' management need to give careful consideration to the development of KPI to ensure they measure what is meant to be measured and are aligned with the overall strategy of the organisation.

Financial and non-financial performance measures

It was previously mentioned that performance management and measures need to fit the type of organisation and that different measures are suitable for different organisations. The following factors need to be considered in order to determine which measures are suitable in a specific case (BPP Learning-media, 2009b:511):

- the mission statement and objectives must be clearly formulated;
- performance measures must be relevant to the organisation's operation and management must trust the performance indicators; and
- the cost involved in measuring performance indicators must weigh up against the benefits of providing the information.

Therefore organisations need to pay considerable attention to the development of performance measures in order to ensure these measures fit the type and culture of the organisation and they measure what is meant to be measured.

Financial performance indicators used to be the focus of managers and are still widely used by specifically profit-seeking organisations, but also by non-profit and public sector organisations. According to BPP Learning-media (2009b:512), financial measures are commonly used specifically by profit-seeking organisations and refer to the measurement of profit, revenue, cost, share price and cash flow. However, Niven (2008:7) refers to the following limitations of the over-emphasised use of financial measurements:

- The tangible assets are no longer the primary drive of the organisation's value, but employees' knowledge and customer relations form the bulk of the value of organisations.

- Financial indicators are based on historical information and are no indication of future performance.
- Financial statements do not capture cross-functional dependency. Working together in achieving the goals of a mission-based organisation is vital. Financial statements do little in improving collaboration.
- In many circumstances, over-abundance of financial indicators can lead to sacrificing long-term planning.
- Employees at all levels need performance information they can use to improve circumstances. Financial measures are irrelevant to many levels in an organisation.

Some financial indicators might be applicable to schools, and schools' management might therefore need to consider the use of financial indicators with care.

The use of non-financial indicators is becoming increasingly important in the modern performance management perspective. Niven (2008:9) emphasises the increasing importance of intellectual capital and mentions that, if organisations only use financial measures, they do not measure 75% of their organisation. Financial performance measures on their own are not adequate for performance management and decision-making and information needs to be balanced by a wider perspective (Niven, 2008:14–15). According to BPP Learning-media (2009b:515), non-financial performance measures are based on non-financial information which is not influenced by any accounting manipulation. This information is used to monitor and control the organisation's activities. BPP Learning-media (2009b:515) also mention that non-financial indicators will provide a more timely indication of the performance achieved. Therefore the importance of non-financial indicators may no longer be ignored, and they need to be part of the performance management system of organisations and should form an essential part of schools' performance management.

Some non-financial performance indicators mentioned by BPP Learning-media (2009b:515) are service quality, production performance, marketing effectiveness and personnel, and Ogilvie (2009:6) also refers to customer satisfaction, welfare of employees, welfare of management, relationship with suppliers and social responsibility as important non-financial objectives. Ogilvie (2009:13) also mentions market share, customer satisfaction, competitive position and risk exposure as possible non-financial indicators.

Non-financial performance measures are usually easy to calculate and to understand. Non-financial indicators are also unlikely to be manipulated (BPP Learning-media, 2009b:516). There is however a danger of using too many non-financial indicators, overloading managers with information and increasing the risk of conflict (BPP Learning-media, 2009b:516). BPP Learning-media (2009b:517) also mention the possibility that managers might hunt operational objectives and push overall organisational goals to the background. It might be possible for schools to use some financial performance indicators, but the focus needs to be on non-financial indicators as schools are non-profit organisations focusing on service delivery. The balanced scorecard is one way by which financial and non-financial performance can be measured and balanced. This section again emphasises that the measures need to be planned cautiously as it might be possible for schools' management to identify too many indicators.

Target setting

This dimension identified by Otley (2008) also falls under the design stage. During the target setting stage, organisations need to determine the level of performance required for each of the identified measures. Targets need to be reasonable and within reach using the current working methods (Otley, 2008:32). Otley (2008:32) states that there can be conflict between what is desired and what can be expected and he added an example of high-quality service and low prices where both might not be possible. The use of historical information, on what has been achieved in the past, can be used on what is reasonable for the current conditions (Otley, 2008:33). Otley (2008:33) also mentions that external benchmarking should support this historical information. Otley (2008:33) also mentions information on requirements of customers and shareholders as important for performance levels requirements, in order to ensure the survival of the organisation. Setting the organisation's budget is one of the processes where the targets of the different areas are pulled together in one statement. Otley (2008:33) states that a good budget takes all the performance standards into consideration and represents the financial implications of the action plan to attain these targets.

In synthesis, the design stage includes all measurement elements from the identification of CSF and KPI within these areas to the setting of targets. Hence, the management of self-managing schools may avoid some major pitfalls by understanding the design stage and all its challenges.

4.6.3.3. Implementation

After measures have been designed and targets are set, the job is not yet done. The plan needs to be put into action during the implementation stage. Taticchi and Balachandran (2008:149) conclude that guidelines need to be constructed in order to ensure the successful implementation of the system, and they identify the BSC as one framework that fails to give guidelines for implementation. Taticchi and Balachandran's (2008:149) framework includes the physical measurement of performance and comparing it with targets, action plans to improve performance and minimise deviations, and involvement and motivation of management and employees. Once again the dimensions of performance management by Otley (2008) do not include the implementation stage. As indicated earlier in this chapter, literature shows that in most cases the public sector fails to complete the implementation process successfully and this is also identified as one of the main problems with the application of performance management in schools. Therefore, for the purpose of this analysis, implementation formed part of the framework to analyse the implementation of performance management in schools.

4.6.3.4. Communication

Good communication and involvement of all stakeholders are important aspects of the performance management process. According to Taticchi and Balachandran (2008:150), an 'ideal' performance management system should have guidelines for the effective communication of performance measures and results in order to make the communication effective and for communication to enhance the achievement of goals. Otley (2008:36), on the other hand, identifies information flow as the final stage of the performance management process and refers to it as the 'feedback process'. Both Taticchi and Balachandran (2008) and Otley (2008) agree on the importance of this stage, and the literature review also reveals that communication is vital; therefore, it might be crucial to include the analysis of the communication processes in place at schools.

4.6.3.5. Incentives and rewards

Organisations normally put a number of initiatives in place to motivate their employees to work towards achievement of goals. Taticchi and Balachandran (2008:150) point out that incentives to improve performance growth can also be incorporated in this stage. Otley

(2008:34) concludes that a proper package of rewards should be central to the performance management system's design. For organisations that want to implement incentives, Fitzgerald and Moon (1996:13) identified the following important questions to consider:

- Do employees understand what the organisation wants to achieve?
- What are the benefits for the employees when they succeed in achieving the set targets?
- Are the employees only assessed on the factors under their control?

Otley (2008:35) mentions their concern of using the budget as a base to determine performance bonuses as this approach might lead to the setting of easily achievable targets. The definition of performance management for the purpose of this study, included action in order to improve performance and therefore incentives and rewards used in schools should form part of this action and needed to be investigated.

4.6.3.6. Combined analytical framework

The following stages emerge from this review process: assessment and review, design, implementation, communication and incentives and rewards (see Figure 4.5).

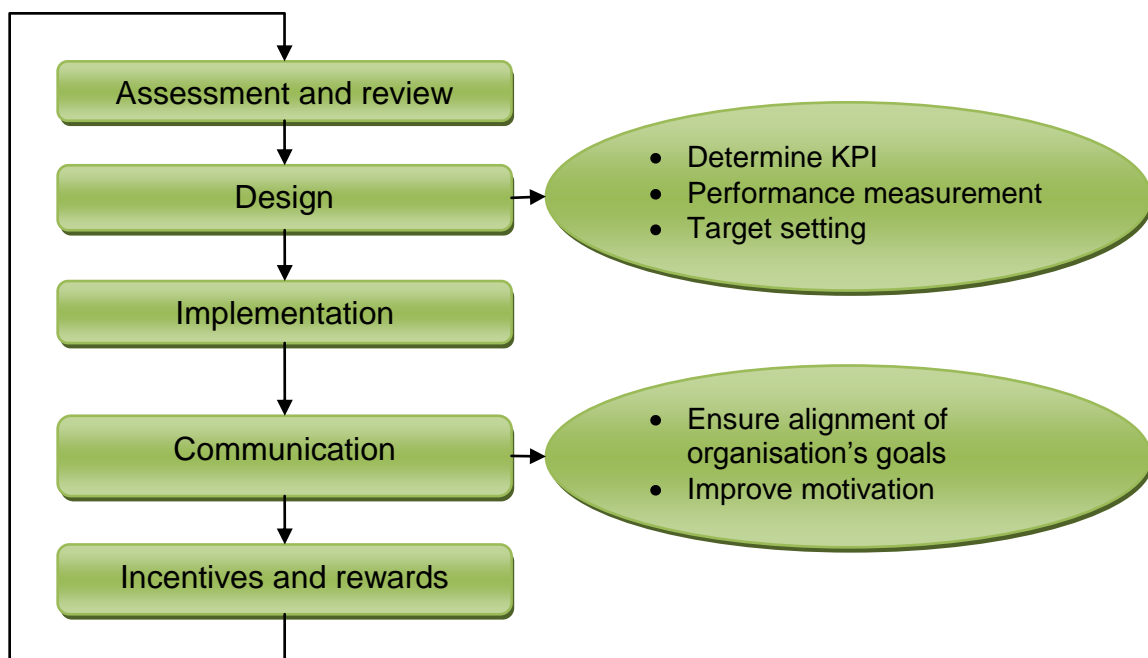


Figure 4.5: Combined analytical framework

4.7. DEVELOPMENT OF A PERFORMANCE MANAGEMENT SYSTEM

A literature review on the development of performance management systems was done to explore possible pitfalls in order to investigate whether schools fall prey to these pitfalls or whether they gain some insight into the effectiveness of performance management systems in schools. Research has been done on factors affecting the successfulness of performance management systems resulting in the following factors that need attention during the development process:

- It is essential that the development team have a good understanding of what the organisation is trying to achieve in order for them to set goals, objectives and targets and to determine CSF and KPI (Fitzgerald & Moon, 1996:110; Otley, 2008:38)
- The system also needs to prove to management that the organisation is moving in the direction where it is supposed to move according to the strategy (Johnson & Pongatchat, 2008:10). This is also stressed by Otley (2008:38) when he emphasises the importance of the link between strategy and measures.
- The importance of CSF and KPI was mentioned earlier in the study and is also pointed out by BPP Learning-media (2009b:524) as a vital factor to consider during the development of performance management systems. BPP Learning-media (2009b:524) add that the processes to provide the key outputs needs to be determined carefully.
- Another important factor mentioned by different authors is the set of challenging targets to measure performance against and to ensure that cost reduction is not more important than these output targets. The development team also needs to identify the factors that threaten the achievement of targets (Fitzgerald & Moon, 1996:110; Otley, 2008:38).
- After targets have been set the system needs to provide performance information for benchmarking against the targets. The development team needs to ensure that the information system can provide the required information (BPP Learning-media, 2009b:524).
- The importance of the involvement of all the stakeholders during all the stages of performance management was already emphasised in Paragraph 4.5.2 earlier in the study and Otley (2008:38) says the development team reviews the

performance measures through the eyes of managers and employees and also pays attention to the motivation of managers and employees in the form of incentives and rewards.

- As earlier mentioned, regular feedback on the performance of organisations to all stakeholders forms an important part of performance management and needs to be included in the development process to ensure a proper strategy (BPP Learning-media, 2009a:524). Reporting results of performance regularly to all stakeholders will ensure that they are all informed about the position of the organisation and that they understand their involvement in reaching of the targets (Bouckaert & Halligan, 2008:42; Fitzgerald & Moon, 1996:110).

The development of performance management systems is a process that might need to be done by a competent and experienced team in order to overcome huge challenges and to ensure it will add value to education and schools.

4.8. SUMMARY

The purpose of this chapter was to explore literature in order to provide a background of the application of performance management in schools and to arrive at a framework that can form a basis to conduct the empirical research. An exploration of the term *performance management* revealed that some authors define it as the 'action stage' of the processes to improve performance, while others refer to it as the overall process. Performance management for the purpose of this study was defined as the process that includes all the stages, and *performance measurement* refers only to the gathering of performance information. It is also concluded that performance measurement has no value unless it leads to action, feedback and the improvement of performance.

Literature links some important activities to performance management, highlighting the importance of performance management for the survival of the organisation and the following purposes emerge from the review: Performance management provides a platform for effective management and control, provides evidence of performance to use during feedback to stakeholders and ensures insight and transparency. The literature review also revealed a close relationship between strategy, control and performance measurement and exposed some difficulties in the implementation of strategy.

Performance measurement and the application of performance management have become a popular topic in the public sector over the last two decades and most research so far concluded that there is still a long way to perfection. The review also disclosed that the public sector and service department have some of their own challenges in implementing performance management successfully. The reluctance of management to implement performance management, the identification of suitable and measurable measures, the delayed impact of some activities and the fact that the price and cost for services do not correspond are some of the major problems that emerged.

Together with the rising importance of performance management in the public sector and under academics there is also an increase in the interest in performance management in education and self-managing schools. The review showed that the measurement of performance is increasingly used in schools, but the use of performance information in order to improve, is still a huge problem. Most schools still base their performance on the academic performance of learners and fall short in identifying more applicable measures. The importance of involving all stakeholders also needs a lot of attention.

A literature review of the milestones identified by Taticchi and Balachandran (2008) and the dimensions identified by Otley (2008) was conducted in order to establish an analytical framework on which to base the empirical study. The following stages emerged from this review: assessment and review stage, design stage, implementation stage, communication stage and incentives and rewards stage. The review disclosed that this is an ongoing process and that the development of performance management systems is a complex process that might need competent and experienced managers to drive the process.

Chapter 5 provides a discussion of the analysed data and the findings of the empirical research.

CHAPTER 5

PRESENTATION OF FINDINGS AND DISCUSSIONS

5.1. LAYOUT OF THE CHAPTER

Figure 5.1 illustrates the layout of Chapter 5.

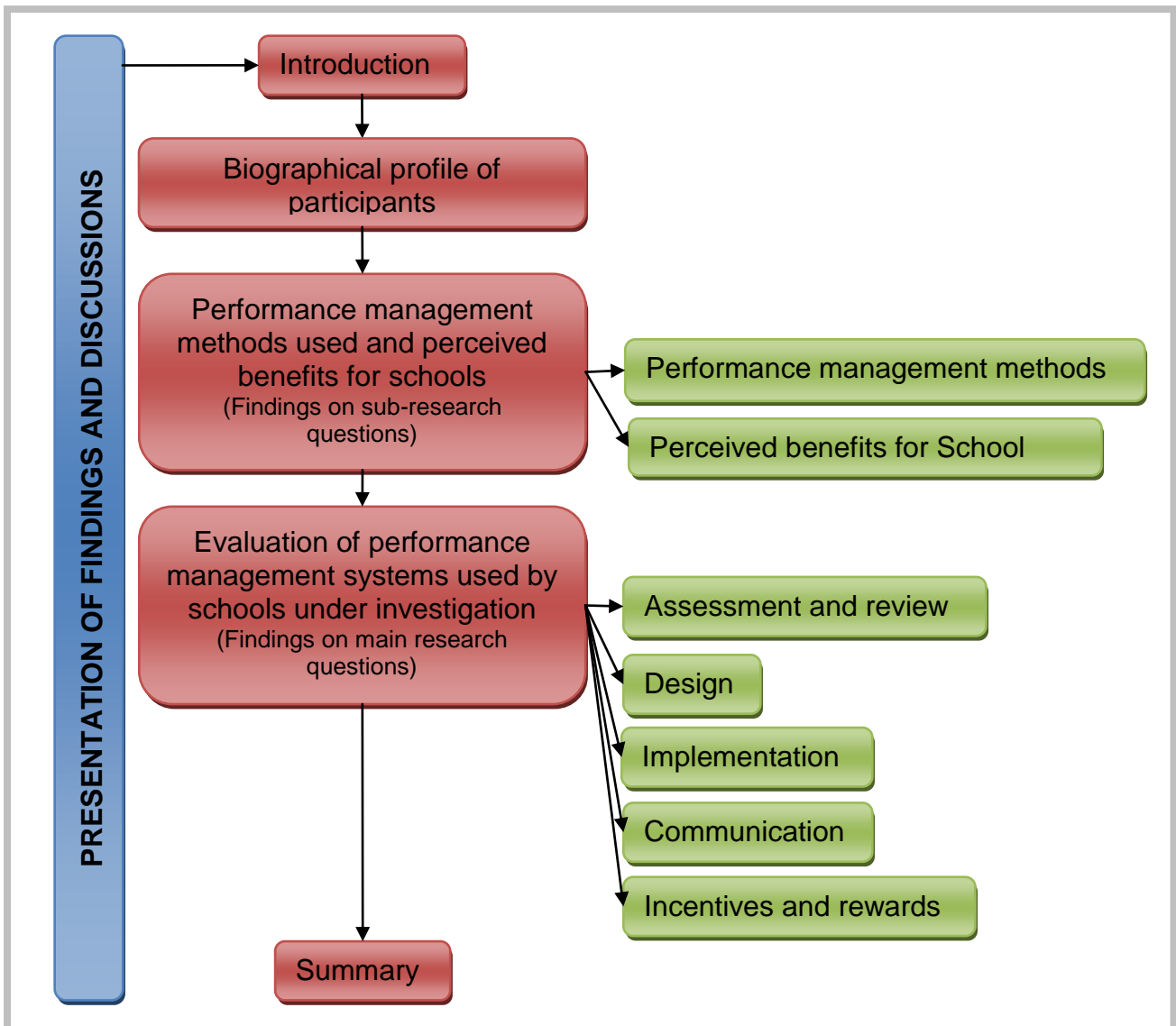


Figure 5.1: Layout of the Chapter 5

5.2. INTRODUCTION

This chapter presents the findings and discussions of the analysis of data collected during semi-structured interviews, and tends to sketch a clear picture on the findings of the project. A background of the experience of participants is presented before performance

management systems, used by schools and the perceived benefits for schools, are reviewed. By using an analytical framework, the last section evaluates the design, implementation and use of these systems in order to determine how performance management systems are applied in the schools. The supporting quotes are given in the tables following the discussions.

5.3. BIOGRAPHICAL PROFILE OF PARTICIPANTS

This section presents a background of the positions and experiences of participants interviewed by the researcher (see Table 5.1). Eight participants from five schools participated in the interviews. In some cases, only the principals participated due to the fact that most of the SGB members were newly elected and therefore not yet fully informed about all the schools' systems and processes. As mentioned in Chapter 2, the researcher gave each participant a code, for example School 1; Participant 1 (S1P1), in order to ensure their anonymity.

Table 5.1: Biographical profile of participants

Participant	Position	Experience
S1P1	School principal	18 years
S1P2	Vice-chairperson of SGB	1 year
S2P1	Deputy principal and IQMS coordinator	8 years
S3P1	School principal	5 years
S4P1	Deputy principal and head of human resources	5 years
S4P2	Vice-chairperson of SGB	1 year
S5P1	School principal	9 years
S5P2	Chairperson of SGB	4 years

It is clear from the table above that most participants had five or more years of experience. Only two participants had one year of experience and two principals enhanced the study by contributing their extended experience of nine and eighteen years, as principals of their schools, to the research process.

5.4. PERFORMANCE MANAGEMENT METHODS USED AND PERCEIVED BENEFITS FOR SCHOOLS

This section refers to the two sub-questions and objectives (see paragraph 1.3), investigating all possible methods used by the schools involved in the study (see paragraph 5.4.1) and the perceived benefits for schools gained by the application of performance management methods (see paragraph 5.4.2).

5.4.1. Performance management methods

The data on this issue were collected by asking participants which performance management systems or measurements they were using in the school and for which areas these applied. The section first deals with performance management systems implemented by the Department of Basic Education and then explores the systems, initiatives or programmes implemented by the schools.

5.4.1.1. The IQMS and WSE

Initiatives to improve education in South Africa were reviewed in Chapter 3 and it might consequently be clear that the Department of Basic Education implemented some systems and enforced it on the schools in order to improve education (South Africa, 2002b:1). One of these initiatives is the IQMS consisting of development appraisal, performance measurement and WSE.

The performance of schools in South Africa was also reviewed in Chapter 3, which sketched a bleak picture. The Grade 12 pass rates are poor and more than 50% drop out between Grade 1 and 11 (Jansen, 2011:101) and the infrastructure of more than 50% of schools is not ideal for teaching and learning (South Africa, 2011a). This might be an indication that the performance management systems implemented by the Department of Basic Education are not effective in order to manage the performance of schools in South Africa.

This was also the view of most participants. The results from the analysis of the interviews, indicates that most participants seemed to be of the opinion that these systems are not adequate to manage performance in their schools. Participants added that they need to use it in conjunction with some of their own systems, initiatives or programmes.

Table 5.2: Supporting quotes regarding IQMS and WSE

Participant	Quotes
S1P1	IQMS is a good system, but it is not enough when you want to be a leading school.
S1P2	The IQMS is not sufficient to manage a school of our calibre.
S3P1	Yes. Of course, we have a few of our own things that we use to measure our school by.
S4P1	We do the IQMS and WSE, but that's not really the answer for us.
S4P2	Look, the IQMS does not meet all the requirements, because you can almost only breathe to get your 1% salary adjustment.
S5P1	That's why I say I think it does not work. One cannot compare teachers nationally.

There are some participants who believed the IQMS was a good system and that it could be useful in some instances. One participant also indicated that they used the IQMS to identify shortcomings in the teachers' profile so that they can develop a strategy to support the teachers. There is also some evidence of managements' efforts to refine the IQMS in order to make it more practical and measurable.

Table 5.3: Supporting quotes regarding IQMS and WSE

Participant	Quotes
S1P1	No, but I must say it's a very well thought document and system. It handles all facets of education.
S3P1	We primarily use the IQMS system. The system is also used for our teachers who are employed by the governing body, to upgrade, because it works for us. By making use of the system, we ensure that we identify gaps in each teacher's kit to take the necessary actions to make the necessary investment in each teacher stimulating his/her growth curve.
S4P1	In respect to the IQMS, we are now in a process and I am part of a group of people who now have to sit and look at the different aspects and how it can be measured better. We want to start linking it with more measurable criteria.

On the other hand, it was also mentioned by two participants that staff members sometimes experience the IQMS negatively due to the fact that it is very time-consuming.

One participant stated that the positive implementation plays a huge role in the success of the system.

Table 5.4: Supporting quotes regarding the teachers' attitude towards the IQMS

Participant	Quotes
S1P1	Teachers see it as an administrative burden ...
S2P1	Yes, but it is sometimes experienced negatively by them. It is usually because it's a time-consuming process and they don't really have the time for it.
S3P1	The passionate implementation of a system is of paramount importance. A B-class system implemented with an A-class passion is better than an A-class system implemented with a B-class passion.

Most participants also indicated that the WSE is used, but mostly due to the fact that they need to comply with regulations. Some of them claimed that due to their own systems in place, they could complete the forms with no effort, but they did not really use the system to manage the performance of the school, the teachers and the learners.

Table 5.5: Supporting quotes regarding the use of the WSE

Participant	Quotes
S1P1	The school uses the IQMS system and whole-school evaluation system of the Department of Education. It works well and is required by the department.
S1P2	We use the school systems of the Department of Education, ...
S2P1	Then there's the WSE of the department. It's usually easy, because we have already done everything in our own systems and we can just fill in the forms and submit them.
S3P1	We also do the WSE because all schools must do it. It's actually only meant for the use of the department to evaluate the school.

Therefore, it seems from the interviews' data analysed that all the schools under investigation were using some form of school-based performance management system or systems. Although all the schools made use of the IQMS, due to the fact that it is enforced by the Department of Basic Education (South Africa, 2002b:1), they all used some additional formal or informal systems to enhance the management of their performance. In addition, almost all the participants were of the opinion that the IQMS was not adequate for the performance management of their school. It might also be clear that most of the

schools' management put some additional effort into measuring and improving performance across the whole spectrum of their schools.

5.4.1.2. Other systems in use

The literature review in Chapter 4 emphasised the importance of school-based performance management. Bruns *et al.* (2011:88) state that the decentralisation of education results in the increasing importance of performance management in schools. This section deals with the additional systems used by the schools. A detailed evaluation of the different methods used by the schools will be discussed in the next section. From the previous section, it might be evident that all the schools under investigation used some kind of additional system or systems to measure their performance and to enhance their efforts in order to improve performance.

From the perspective of most participants, their schools were using some kind of benchmarking to compare the school with other schools in the country. One participant even mentioned that they sometimes made use of international benchmarking by writing international tests to determine their performance. These findings seemed to support Otley's (2008:33) suggestion that historical information can be used to determine what is reasonable and that this information should be supported by external benchmarking.

Table 5.6: Supporting quotes regarding benchmarking

Participant	Quotes
S1P1	You know one can use academic achievements to compare the school with other schools by looking at pass rates and we do that in an informal manner with the Grade 12 results.
S2P1	For example: from where we stand in respect to other schools, and where we want to go.
S3P1	We also set goals in various areas and compare our sport and cultural achievements with other schools.
S4P1	... and that we want to move up into the top five academic schools in the country with our Grade 12 results.
S5P1	<p>We measure our academics using external benchmarks. The only two we can use is Amesa and Conquesta. It is national competitions and helps us to see where the academic standards of our school stand in relation to other schools.</p> <p>We also write international competitions from time to time and get the tests from Australia or America.</p>

The data analysis also shows that almost all the schools under investigation set goals and targets and use this to improve their performance. These targets and goals are spread over the whole spectrum of education and vary from academic performance, sport activities, cultural activities and finances to the satisfaction of learners, teachers and parents.

Table 5.7: Supporting quotes regarding goals and targets

Participant	Quotes
S1P1	<p>Sport also sets targets, for example the number of learners in provincial teams or the number of teams that won the league.</p> <p>One can also set goals on various culture fields, but it must be measurable.</p>
S2P1	<p>The step-up plans were drawn up after management had held their annual weekend-long meeting on the general management of the school. This includes setting of goals and targets and what we are going to do to lift our school to those heights. For example: from where we stand in respect to other schools, and where we want to go.</p> <p>This includes academics, sports, culture and social, even the governing body is involved.</p>
S3P1	<p>We also set goals in various areas and compare our sport and cultural achievements with other schools.</p>
S4P1	<p>Sport, for example, wants to improve performance and wants more teams to reach certain levels in the competition. They also want to improve participation of learners, like more teams in the different sport disciplines, where our facilities permit it.</p>
S4P2	<p>Each section or component – academics, human resources and sports – all had to come up with ideas about what their goals are and how your department is going to move from good to great.</p>
S5P2	<p>We have minimum targets, middle targets and stretch targets. We set goals and determine it ahead of time</p>

Participants from all five schools indicated that they were using systems of merit awards in order to evaluate the performance of learners.

Table 5.8: Supporting quotes regarding merit awards for learners

Participant	Quotes
S1P1	For learners, we have an extensive merit awards policy. They are honoured on a wide range of accomplishments they achieved during the year.
S1P2	You know, all I can think of now is the school prize-giving, where learners receive prizes for performance.
S2P1	Learners are rewarded by our merit system.
S3P1	For learners, we have a prize-giving policy and they receive annually awards for their achievements.
S4P1	We have the usual prize-giving ceremony that occurs in all schools and ...
S5P1	... and achievement awards during merit evenings for learners.

The interviews also revealed that schools use systems to measure and manage the learners' behaviour. One participant added that the schools also use systems to improve the discipline of learners by means of debit points for negative behaviour and credit points for positive behaviour. It was furthermore mentioned by another participant that schools are using systems to measure, manage and improve the participation of learners in the schools' activities. This might be an indication that some schools feel discipline and participation rates are also important for the measurement and management performance.

Table 5.9: Supporting quotes regarding the measurement of learners' behaviour

Participant	Quotes
S1P2	To improve on disciplinary areas we have a point system. Learners receive debit points for violations or credit points for good behaviour and the end of the year those with enough credits are rewarded.
S4P1	Learners also receive tickets for attending activities and thereby get credit points. By doing this we can reward the children with a day off.

Although most schools do not have a formal policy and name for their systems to measure the performance of the school and of the staff members, most of them are in a process of formalising their systems. Only one school did not mention anything about additional systems or procedures to improve the performance and management of the school.

Table 5.10: Supporting quotes regarding schools' own systems

Participant	Quotes
S1P2	We are also in a process to identify strengths and weaknesses and to determine strategies.
S2P1	We expect all persons responsible for any area of the school to set a 'step-up' plan for their area, to develop and implement it.
S4P2	We decided on a programme we called 'good to great'.
S5P1	We call it the total excellence system.

In synthesis, although the participants of only one school indicated that they had an additional formal system and policy for the management of performance of staff members, and the school in general, almost all the schools were in a process of formalising some form of programme. However, all the participants mentioned that they were using a formal award policy to measure the performance of learners and to motivate them in order to improve their performance. Some of the participants also stated that they had some form of system to encourage learners to improve their discipline and also to improve the participation rate of learners in the activities of the school.

5.4.2. Perceived benefits for schools

The data for this section were collected by asking the participants which significant benefits in their opinion, the school had gained from the application of these methods. One participant mentioned that it was difficult to link the benefits to the performance management systems but the school was doing very well. Benefits mentioned by participants were the identification of shortcomings within the school and also of the staff members. They also referred to the personal growth plan of teachers. One participant however stated that the growth plan only ended up in a file and did not make any contribution to the development of staff members. It was the view of almost all participants that the systems used by them enhanced the effective management of their schools. It was mentioned in Chapter 4 that performance measurement benefits organisations in terms of the control system, providing the vital feedback needed in any control action and forms a major input to communication to stakeholders (BPP Learning-media, 2009b:502). The review also revealed that performance management provides insight, exercises

control, creates transparency in order to promote improvement and provides proof of the effective use of recourses (Stockmann, 2011:26). No participants referred to these benefits.

Table 5.11: Supporting quotes regarding perceived benefits

Participant	Quotes
S4P1	It's very difficult to link the benefits directly with certain systems, but it goes very well with the school.
S2P1	However the growth plans that staff had to develop for themselves, in my opinion, only became a document in a file and they only look at it again the following year.
S1P1	Participants are made aware of certain aspects that they can focus on to improve. Evaluations are consolidated to an individual growth plan and the growth plan of the school is synchronised to a school development plan.
S1P2	The school is certainly better managed in this manner and it ensures the focus is on performance. It also helps to us to correct the weaknesses and to expand the strengths further.
S2P1	IQMS has certainly resulted in class visits to occur more structured and certainly more often. However, I believe that the step-up plan the organiser had to design and implement this year certainly led to measurable successes for the school.
S3P1	By making use of the system, we ensure that we identify gaps in each teacher's kit to take the necessary actions to make the necessary investment in each teacher stimulating his/her growth curve. The setting of goals and targets allow us to link this to the budget and action plans and help us to know where the focus points are. It also makes it easier to set our short and long term strategic plans.
S4P1	We have almost 1 800 learners, we are one of the largest schools in the area and in the country. We perform very well on academic level as compared to other leading schools and sports and culture as well. Therefore, it seems to us, that our children also start to buy-in, where we want to go with the school. There is definitely an improvement in the satisfaction of learners.
S5P1	We are one of the leading schools in Tshwane and also in the country. Our achievements speak for themselves and we have the best staff. It's all thanks to good management where our total excellence system plays a central role.

5.5. EVALUATION OF PERFORMANCE MANAGEMENT SYSTEMS USED BY SCHOOLS INVOLVED IN THIS PROJECT

The main research question was how SGBs and SMTs in well-performing Section 21 schools apply performance management at school level in order to ensure effective management of the school and its resources (see paragraph 1.3). This section presents the findings on the main research question. The combined analytical framework from the literature review of the millstones identified by Taticchi and Balachandran (2008) and the dimensions identified by Otley (2008) (see Chapter 4) was used as categories during the analysis of the data. Some sub-categories emerged during the coding process. These categories were used to form the basis for the layout and discussions for the remainder of this chapter.

5.5.1. Assessment and review

From the previous section it seems that all five schools have implemented different methods in order to measure and manage performance across a variety of areas. Although there is evidence that most of the participants were of the opinion that their schools review the different systems on a regular basis or that the new systems might be reviewed, there was no evidence of any formal policy. The importance of the revision and assessment process was revealed in the literature review. During the development of the analytical framework in Chapter 4, it was concluded that Otley (2008:26) and Taticchi and Balachandran (2008:149) agreed that organisations continuously need to find new answers because the organisation and its environment frequently change. Therefore they need to analyse and review their systems regularly.

Table 5.12: Supporting quotes regarding the assessment and review stage

Participant	Quotes
S1P1	It's, like you would have realised, a new thing and we will probably look at it in future, although at this stage it is not part of the plan.
S1P2	You know I think it only started the beginning of the year, when we were elected. I think it will certainly continue and improve as we go along.
S2P1	The step-up plan was done for the first time this year and I'm not sure in what way and to what extent it will become a permanent system, but I believe it will be reviewed and changed regularly. All the other systems of the school are always in a process or revision.
S3P1	At school, one is constantly working to implement new things and to shape the existing things. We regularly review our goals and targets and also change the criteria from time to time to more important measures and areas to time to more important measures.
S4P1	We do not really have a formal system of our own and not a fixed policy for the assessment or review of it. Maybe it will still follow.
S5P1	The concept is now running for nine years, but the specific model is in use for three years without being changed. We are not in any rush to change the model, but the targets are reviewed annually. We have thought and planned that we might change the satisfaction questionnaires a bit. The questions were initially compiled by looking at a few private schools. I think we'll definitely alter some and ask some questions a little bit differently. All the different methods we use are regularly reviewed and changed.

5.5.2. Design

This section explores the processes followed by schools' management in order to design the different systems schools are using or planning to implement. The focus will be on the involvement of all stakeholders, the CSF and KPI identified by schools, the alignment of targets and budgets with strategy and the use of financial and non-financial measures.

5.5.2.1. Involvement of stakeholders

Some stakeholders mentioned that the IQMS were developed by the Department of Basic Education and no teachers were involved in the development thereof. It was also stated earlier in the chapter that some participants indicated that teachers experience the IQMS negatively. This was also the conclusion of Forrester (2011:5) during the investigation of performance management in schools in England as stated in Chapter 4. Forrester

concluded that many employees regard performance management as a burden, increasing bureaucracy which intensifies observation and monitoring of their work. The lack of teachers' concern with the development of the IQMS might therefore be the reason for this problem.

Table 5.13: Supporting quotes regarding the involvement of stakeholders in the design stage

Participant	Quotes
S1P1	The IQMS was designed by the department and we use it as it is.
S2P1	None of our teachers were involved in the development of the IQMS, but ...
S3P1	We make use of the IQMS system; the design is already done.

It was already mentioned that the schools also use additional systems, programmes and initiatives in order to manage their performance. Only a few participants referred to the involvement of some stakeholders in the different systems in use. According to the researcher, there was no evidence available to prove the involvement of all stakeholders in all the different performance management systems in any of the schools. Chapter 4 stated that Atamtürk *et al.* (2011:38) emphasised the importance of consultation with teachers and other stakeholders in setting goals and the importance of an agreement between management and teachers on performance goals. However one of the participants believed that most of the stakeholders did not have a problem with their additional performance management systems in their schools.

Table 5.14: Supporting quotes regarding the involvement of stakeholders in the design stage

Participant	Quotes
S1P2	No, as far as I know, only the teachers that are part of the management team were involved.
S2P1	... but all stakeholders were involved in the preparation of their own step-up plan.
S3P1	All staff members are normally involved together with the governing body.
S5P1	We didn't experience any negativity among staff in respect to the performance bonus system.

5.5.2.2. CSF and KPI

There was no evidence found of proper procedures to identify CSF and KPI and to ensure the link between these CSF and KPI and the school's strategy. However participants mentioned that academy, sport and culture formed the basis of their criteria for performance measurement. Participants from two schools added participation rates to their criteria. Only one participant referred to financial goals and satisfaction rates of learners, teachers and parents as part of their system. This might have been an indication that the schools were using some form of CSF and KPI to manage their performance. Chapter 4 referred to Daniel's (1961:116) idea of success factors, which states that organisations have three to six factors that determine their success and that organisations need to perform extremely good in these areas in order for them to succeed. It seems from the analysis of data that schools do not have a policy or framework to enhance the identification of KPI. This is not concurrent with the results from the literature review, which revealed that a suitable theoretical structure is needed to develop appropriate KPI (Meyer, 2011:218).

Table 5.15: Supporting quotes regarding CSF and KPI

Participant	Quotes
S2P1	This includes academics, sports, culture and social, even the governing body is involved.
S3P1	It takes place in all areas: academics, sports, cultural, service and leadership.
S4P1	They also want to improve participation of learners, like more teams in the different sport disciplines, where our facilities permit it.
S5P1	This includes academic sport, culture and finance but also personnel satisfaction, parent satisfaction and student satisfaction.

It was mentioned in the previous section that most schools have a discipline system and they are measuring the learners' discipline, but no evidence was found that schools use this to set targets in order to monitor overall improvement of discipline in the school. Only one participant added discipline as a possible criterion, but it was evident from the remark that it was not yet being done by the school.

Table 5.16: Supporting quotes regarding CSF and KPI

Participant	Quotes
S1P2	It would be good if one can make an effort to evaluate discipline in this way too.

5.5.2.3. Target and strategy

Amaratunga and Baldry (2002:221) emphasise the role of performance management in the development of the strategy and the alignment of the targets of the organisation with its overall strategy. Although most of the participants referred to the setting of goals and targets during their interviews, no one mentioned that goals and targets were adjusted regularly in order to align it with the overall strategy of the school. However one participant added that their strategy was aligned to their budget. This is in accordance with Otley (2008:33) who stated that a good budget takes all the performance standards into consideration and represents the financial implications of the strategy to attain these targets.

Table 5.17: Supporting quotes regarding the alignment of targets with strategy

Participant	Quotes
S4P1	<p>Interviewer: Did you pull the budget in line with the strategic plan?</p> <p>S4P1: Yes, the strategic plan needs to be finalised now in order to do the budget accordingly.</p>
S3P1	<p>S3P1: We regularly review our goals and targets and also change the criteria from time to time to more important measures and areas to time to more important measures.</p> <p>Interviewer: Does management align the results with the goals of the school and the school strategic plan?</p> <p>S3P1: No. There is no such process.</p>

5.5.2.4. Financial and non-financial measures

Factors that need considerable attention when determining performance measures and the use of financial and non-financial measures were reviewed in Chapter 4 (BPP Learning-media, 2009b:511). Academy, sport and culture were already mentioned as part of the criteria for performance measurement used by most schools. Participation rates and discipline were added by some participants. These refer to non-financial measures. Only one participant referred to financial goals as part of their system and mentioned that only the bank balance was used. No evidence of any other financial measures was found.

Table 5.18: Supporting quotes regarding financial and non-financial measures

Participant	Quotes
S5P1	The school's point total for academics, sports, culture, finance, parent satisfaction, student satisfaction and staff satisfaction on a percentage basis in consideration with the individual points.
S5P2	Financial performance is measured by looking at the bank balance at the end of the year.

5.5.2.5. External and internal measures

Only one school used the results of external tests, nationally and internationally to measure academic standards of the school. No evidence was found of any external measures to enhance the management of performance of the other criteria mentioned earlier in this chapter. It was revealed in Chapter 4 that Taticchi and Balachandran (2008:149) emphasised the use of both external and internal parameters.

Table 5.19: Supporting quotes regarding external and internal measures

Participant	Quotes
S5P1	We measure our academics using external benchmarks. The only two we can use is Amesa and Conquesta. It is national competitions and helps us to see where the academic standards of our school stand in relation to other schools. We now also write the ANA tests – Annual National Assessment. We have not used it as a measure in the past, because the standard is not necessarily that good. We also write international competitions from time to time and get the tests from Australia or America.

In synthesis, it appeared from the data analysis that, according to most participants, the IQMS was designed by the Department of Basic Education and not all stakeholders were involved in the process and therefore they do not really buy into the process. Although most participants were of the opinion that teachers do not have problems with their own systems, it also appeared that not all stakeholders were involved in the development of these systems. The data analysis also brought to light that schools had some form of CSF, but they did not really follow proper procedures in order to identify and align the CSF with their strategies. Furthermore, it also appeared that only one school used financial measures and external parameters.

5.5.3. Implementation

The review of literature in Chapter 4 revealed that some authors concluded that most schools normally focus on the measurement of performance and collection of the data, but seldom implement performance management systems completely through to the other stages (Atamtürk *et al.*, 2011; Bouckaert & Halligan, 2008; Forrester 2011; Sarrico *et al.*, 2012). The review also referred to Bouckaert and Halligan's (2008:39) conclusion that the difference between well-developed performance management systems and other less successful systems in schools is the level of integration and the use of results.

The participants were asked to elaborate on the actual measuring of performance and the use of the results. There was some proof from the data that schools used information to draw personal growth plans or action plans; however, it seemed from the data that the emphasis of performance measurement in schools is on the incentives. Systems are mainly used to determine bonuses for teachers or awards for learners and the focus is not on strategy to improve performance. This is in accordance with the findings of the literature review as reported in Chapter 4.

Table 5.20: Supporting quotes regarding the implementation stage

Participant	Quotes
S1P1	Management uses these results to make a management analysis and identifies strengths and weaknesses. Weaknesses must be addressed and for staff development we now look at the frequency at which specific weaknesses appear. But this seldom goes further.
S2P1	<p>Each department then sets goals to improve their performance and the school's management team makes decisions about how to implement the school development plan.</p> <p>However the growth plans that staff had to develop for themselves, in my opinion, only became a document in a file and they only look at it again the following year.</p>
S4P1	<p>S4P1: The head of department now takes it further during a subject meeting and discusses this information. Every teacher now needs to end up with a plan of action.</p> <p>Interviewer: Do you review the outcomes of these plans afterwards?</p> <p>S4P1: No not really.</p>

5.5.4. Communication

Although it appeared from the interviews that some participants understood the importance of communication and that communication did take place, no school seemed to have a policy or guidelines on communication. This was inconsistent with the findings of the literature review in Chapter 4, which stated that performance management systems should have communication guidelines (Taticchi and Balachandran, 2008:149). This might therefore be an indication that performance management systems are not designed properly. It however appeared that the schools communicated with stakeholders and complied with the requirements to communicate with Department of Education.

Table 5.21: Supporting quotes regarding communication with stakeholders

Participant	Quotes
S1P1	Although this aspect was not given much attention in the past the plan is that it should take place this year. In the past, our management team set goals, but did not necessarily communicate it to the parents. This time, the parents are part of the process and it can take place.
S1P2	Our system does not make any provision for feedback. I was not invited to a meeting or have not yet received a letter from the school containing such information.
S2P1	Regarding the step-up plan, plans were processed and discussed by the governing body and management, but there is no feedback to parents regarding the systems, or at least, not yet.
S3P1	There is no feedback to parents about this.
S4P1	We have communicated the idea to them, but at that time, people did not really know what they needed to do to go from 'good to great'. They wanted more measurable examples. So, we had more communication, where the chairperson of the governing body came to speak to them. Now they understand it better. Communication remains one of the most important aspects. I feel we can still talk more to the staff so that they buy into the story.

Circulars, newsletters and parent meetings are commonly used by schools to communicate with parents. One participant also mentioned their web page as one of the methods. Some participants mentioned that the results of performance measurement and strategies are communicated to parents.

Table 5.22: Supporting quotes regarding communication methods

Participant	Quotes
S1P1	This happens by means of circulars or a meeting.
S4P1	<p>Parents receive a newsletter with results and achievements on a weekly basis. Furthermore, on each occasion when parents come together we discuss plans, targets, achievements, etc.</p> <p>Most information in terms of strategic planning is usually discussed once a year at the annual general meetings with parents, where the budget is approved. During this meeting, we have an entire briefing on what were the achievements this year in all areas and where we want to go next year. Then they understand the budget and they can see it's linked to our goals.</p>
S5P1	This is done in two ways. The governing body communicates the procedures, targets and results to parents. They put it on the school's website and also send letters to parents. We also attach results to the letters. It is furthermore communicated during the annual meeting at the end of the year. The whole presentation of the meeting is also posted on the website.

5.5.5. Incentives and rewards

The literature review of this study referred to Otley's (2008:34) conclusion that a proper package of reward should be central to the performance management systems' design. The factors to consider, identified by Fitzgerald and Moon (1996:13) were also stated. It emerged from the data analysis that, although almost all schools are using some kind of system to pay additional bonuses to staff members, only one school has implemented a formal system based on performance only, to determine the additional bonuses of staff members. Almost all the other schools make use of a policy based on additional work done by staff members. Participants indicated that this is based on hours worked and not on performance. One participant stated that material compensation is one of the worst forms of motivation and refers to public recognition or a letter of appreciation as possible options.

Table 5.23: Supporting quotes regarding incentives, based on hours worked

Participant	Quotes
S5P1	A lot of schools pay coaches per hour, but we don't. Therefore we measure the school's performance and it contributes to each employee's bonus.
S1P2	However, we make use of additional compensation for the additional hours that teachers work on extra activities.
S2P1	The school itself doesn't reward staff according to performance, but rather willingness to help and work above and beyond what is expected of them during school hours. This reward is determined by the number of extra hours worked.
S4P1	We have additional compensation for which we apply from the department under section 38A and it is granted to us every year. Staff members receive additional remuneration for extra duties.
S3P1	Material compensation is one of the worst forms of motivation. By giving public recognition to a person, to put the person in charge of a particular project or task or to hand a letter of appreciation to a person, are forms of recognition that we utilise.

In Chapter 3, the IQMS, implemented by the Department of Education, was discussed. It also reported on performance measurement, which refers to the measurement of teachers in order to determine their salary progression and grade progression (South Africa, 2002b:1). All the participants mentions the 1% salary progression from the Department of Education as a reward on the IQMS and some indicated that their schools also implemented this reward for the staff members appointed by the SGB.

Table 5.24: Supporting quotes regarding rewards of the IQMS

Participant	Quotes
S1P1	We however have the IQMS where staff receives the 1% from the state, but we also make it applicable to the governing body posts.
S4P1	We also use IQMS with the governing body posts and they also receive 1% progression. It is a legal requirement for departmental posts, but our governing body posts are also obliged to do it.

It was also revealed that some incentives for learners occurred in the schools under investigation. Almost all schools mentioned prize-giving ceremonies, where learners are rewarded for achievements in academics, sport, culture, leadership and service. Some also added incentives for good discipline and for good participation in school activities to the list. There was no evidence found that these practices were incorporated with the school's performance management systems.

Table 5.25: Supporting quotes regarding incentives for learners' achievements

Participant	Quotes
S1P1	<p>For learners, we have an extensive merit awards policy. They are honoured on a wide range of accomplishments they achieved during the year. It's only in the form of certificates, trophies and book prizes and in some cases cash rewards.</p> <p>We also have a point system for discipline and good behaviour. As a reward, we take learners, who have shown good behaviour through the year on a trip. For example, We are going to Sun City this year. It is usually a very large population, of the school's learners, that qualifies.</p>
S2P1	<p>These merits are awarded in three categories: full colours, half colours and merit certificates. Learners can wear badges on their blazers.</p>
S3P1	<p>For learners, we have a prize-giving policy and they receive annually awards for their achievements.</p> <p>It sometimes happens that we have sponsors and students can also receive cash awards.</p>
S4P1	<p>We have the usual prize-giving ceremony that occurs in all schools and it is usually a good motivation for the moderate and strong learners. The weaker learners remain a problem.</p> <p>Learners also receive tickets for attending activities and thereby get credit points. By doing this we can reward the children with a day off.</p>
S5P1	<p>Motivation is in the form of performance bonuses for staff and achievement awards during merit evenings for learners. For these awards, we have a completely separate policy and system, determined and drafted by a committee. Learners are measured and rewarded in all areas.</p>

5.6. SUMMARY

The purpose of this chapter was to report and discuss the findings of the empirical study. The biographical profile of participants showed that most of them had five and more years

of experience. For the remainder of the chapter, the researcher was guided by the analytical framework established in Chapter 4.

The analysis of the data revealed that all schools were using the IQMS implemented by the Department of Basic Education. Although some participants were of the opinion that it was a useful tool, the chapter also arrived at a conclusion that all the schools under investigation made use of some of their own systems in order to manage performance. Most of the participants stated that the IQMS was not adequate for the school and they needed to use their own systems in conjunction with it. The evaluation of the performance management systems highlighted that the design did not always take place in accordance with literature reviewed in Chapter 4 and that the schools did not implement it completely. It furthermore seemed that the schools made use of CSF but the importance of the identification thereof was ignored by most of the schools. Although it appeared from the data that communication and regular review of the systems took place, there was no evidence of formal policies on these matters.

The last chapter rounds off what was started in Chapter 1 and to arrives at answers to the research questions. It will draw all the chapters together and present conclusions and recommendations.

CHAPTER 6

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

6.1. LAYOUT OF THE CHAPTER

Figure 6.1 illustrates the layout of Chapter 6.

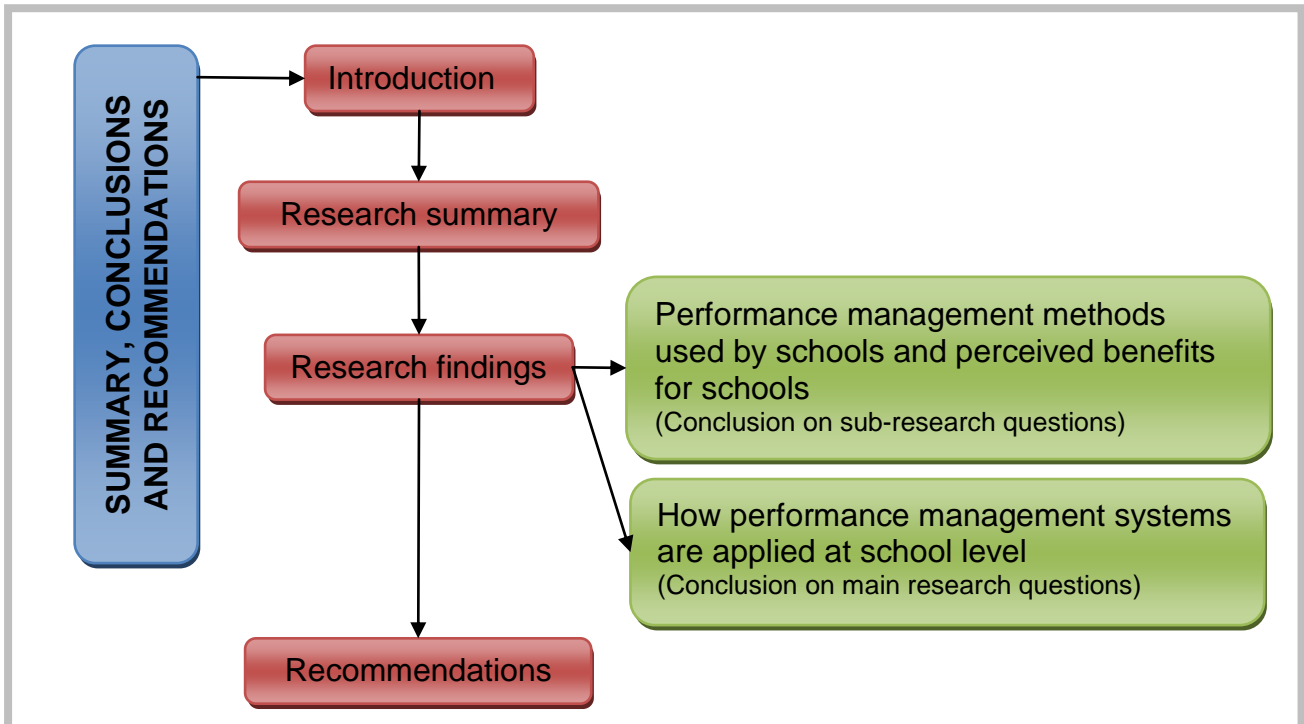


Figure 6.1: Layout of the Chapter 6

6.2. INTRODUCTION

As discussed in Chapter 1, this study emerged from the researcher's interest regarding whether well-performing schools apply business principles and performance management systems at school level to ensure outstanding performance. The goal of the study was to determine how SGBs and SMTs in well-performing Section 21 schools apply performance management at school level in order to ensure effective management of the school and its resources.

The researcher further sought to:

- explore which methods are used to manage performance in Section 21 schools in order to ensure effective management of the schools and their resources; and
- establish the perceived benefits for schools, gained by the implementation of performance management methods at school level.

This chapter provides a summary of the study and draw conclusions from the findings. Finally, it addresses the recommendations in response to the conclusions.

6.3. RESEARCH SUMMARY

Chapter 1 outlined the background and rationale for the study. In this respect, the application of performance management was reviewed and the researcher reported that performance management applied to non-profit organisations and also to schools. It was therefore important to review the structure of education in South Africa. This revealed that the SGBs and SMTs of Section 21 schools are responsible for the management of the schools' resources and have a responsibility to report to various stakeholders. The main stakeholders seemed to be the Department of Basic Education, the learners, the teachers and the parents. In this instance, the SGBs and SMTs are faced with the challenge to apply performance management systems in order to ensure the effective use of the schools' resources. Therefore, the researcher became interested in exploring the application of school-based performance management methods by the SGBs and SMTs of Section 21 schools.

Chapter 2 described the research design of the study by giving a detailed description of the literature review process and the empirical research approach. The researcher decided on two literature reviews. Firstly, a literature review on education in South Africa and secondly, a literature review on the current development in the field of performance management, with specific reference to schools, were undertaken. As this was an exploratory study, the researcher adopted a qualitative research approach for the empirical study. This involved semi-structured interviews to collect the data. The interviews were conducted with the schools' principals or vice-principals and chairpersons of the SGBs, involving five schools. The chapter also provided the rigour of the study in order to

demonstrate the trustworthiness and authenticity of the research, and finally it outlined all ethical issues.

Chapter 3 provided details of the literature review on education in South Africa. The structure of education in South Africa and specifically of Section 21 schools was investigated and the initiatives to improve education in the country were reviewed. This highlighted that IQMS is one of the main initiatives of the Department of Basic Education used by schools. An exploration of the roles of schools' SGBs, SMTs and principals revealed that SGBs, SMTs and principals were responsible for the management of the school. On the other hand, the literature review also sketched a picture of underperformance of schools in relation to academic performance, and also failure to manage resources effectively.

Chapter 4 reviewed performance management-related literature. This chapter examined the term performance management and highlighted the importance of performance management for the survival of organisations. It furthermore revealed that the application of performance management in schools is also vital in order to ensure effective teaching and learning. A review of available frameworks to examine performance management systems was conducted in order to establish a combined analytical framework as the base for the empirical framework. The combined framework consisted of the following stages:

- assessment and review;
- design;
- implementation;
- communication; and
- incentives and rewards.

Chapter 5 presented and discussed the findings. This was done by using the objectives of the study and the key themes from the combined framework, established in Chapter 4 as base. The findings showed that all the schools under investigation made use of the IQMS. Participants however agreed that it was not adequate and they needed to add their own performance management tools in order to maintain their current performance and position as prestigious schools. Although all schools were using some form of benchmarking, setting goals and targets, measuring learners' performance on all activities and measuring

learners' behaviour, the findings also revealed that most schools did not implement a formal system covering all the dimensions of a school.

It emerged from the findings that most participating schools benefitted from the application of performance management tools in the form of effective management and personnel development. Some participants mentioned that it was a challenge to link benefits to specific performance management tools.

Findings from the evaluation of the performance management systems revealed that schools reviewed the performance management processes regularly and involved some stakeholder in the design stage. Although there was some evidence of the identification of CSF and KPI, there existed no formal identification procedures in the schools. Only one school made use of financial measures and used only the bank balance as a measure of financial performance. Results of the findings showed that the implementation of performance management systems were rarely carried through to the final stages and information was not always used to draft strategy in order to improve performance. Findings furthermore revealed that there was some evidence of feedback to stakeholders, but communication still had shortcomings. It also emerged from the findings that incentives for teachers were mostly linked to time and not to performance, and all schools were using some form of rewards for learners' achievements and behaviour.

6.4. RESEARCH FINDINGS

The discussion of the conclusions was based on the objectives of the research project, starting with the sub-questions. Finally, conclusions were drawn on the main research question by using the combined analytical framework from Chapter 4 as base.

6.4.1. Performance management methods used by schools and perceived benefits for schools

The stated research question as in Chapter 1 (see paragraph 1.3) asked the question how school-based performance management systems were applied by SGBs and SMTs of Section 21 schools. In answering this question, two detailed questions were asked.

In respect of the first question (see paragraph 1.3) it was asked which performance management tools or methods were used by participating schools. In other words, the

researcher sought to explore the methods used to manage performance in schools, in order to ensure effective management of the schools and their resources (see paragraph 1.4). The findings showed that all the schools made use of the IQMS and WSE systems implemented by the Department of Basic Education but in most cases this was not adequate and schools' management needed to apply additional tools in order to manage performance. The study revealed that the majority of the participating schools did not have formal systems and policies but all of them were constantly in a process of implementing methods in order to improve performance and to motivate teachers and learners. They all used some form of benchmarking, setting goals and targets and using merit award systems for learners' achievements. Some evidence of reward systems to improve participation of learners and learners' behaviour was also evident.

In respect of the second question (see paragraph 1.3), it was asked whether these schools benefitted from the application of performance management and what the perceived benefits were. This referred to the objective of the study, namely to establish the perceived benefits for schools, gained by the implementation of performance management methods at school level (see paragraph 1.4). Findings indicated that it was the view of almost all participants that the systems they used enhanced the effective management of their schools. However, it appeared that most management members did not think about the benefits gained by the application of their performance management methods and that the issue of evaluating their projects was not important to them.

6.4.2. How performance management systems are applied at school level

This section deals with the conclusions on the main objective of the study, namely the exploration of how SGBs and SMTs of Section 21 schools apply performance management at school level (see paragraph 1.4). The discussion is done in segments based on the stages identified in Chapter 4.

6.4.2.1. Assessment and review

Findings revealed that most of the schools studied reviewed their different systems on a regular basis or that the new systems were reviewed, but schools did not have any formal policy or procedure in order to assess the effectiveness of their current systems. This indifference of schools' management to the assessment of the effectiveness of

performance management systems also emerged during the discussion of the perceived benefits. This was in contrast to the literature review.

6.4.2.2. Design

Although the literature review revealed the importance of stakeholder participation during the design stage, a deep examination of the procedures followed by schools showed that only some of the stakeholders were involved in the design of performance measurement and management projects. It appeared that no efforts were made to involve all stakeholders, but that most stakeholders did not have a problem with the performance management systems in their schools. Findings affirmed that academics, sport and culture formed the base of criteria for performance measurement in the schools studied. Although participation rates and discipline also seemed to be possible criteria, no evidence was found that schools used these criteria to set targets in order to monitor the overall improvement. All the mentioned criteria referred to non-financial measures. The findings however disclosed vital shortcomings in respect of financial measures and also that participating schools did not have a proper framework to enhance the identification of CSF and KPI. Furthermore, a vital shortcoming in the use of external measures to enhance the management of performance was revealed. The study found that insufficient attention is given to the alignment of the targets with the overall strategy of the organisation and to the regular adjustment of targets in order to align it with the overall strategy of the schools. It can therefore be concluded that in the schools studied, there were major shortcomings in the design of their performance management methods.

6.4.2.3. Implementation

The application of performance measurement focuses on the incentives, while strategy in order to improve performance is not the main aim. Performance management is mainly used to determine bonuses for teachers or awards for learners. It can therefore be concluded that the schools under investigation focused on the measurement of performance and collection of the data, but seldom implemented performance management systems completely through to the other stages. Although schools used results to a certain extent, there was still much room for improvement.

6.4.2.4. Communication

It was found that the participating schools had proper communication tools and communicated with all stakeholders on a regular basis. Circulars, newsletters, the web page and parent meetings were commonly used by schools to communicate with parents. The investigation revealed that only some schools used these communication tools to communicate results of performance measurement and strategy to stakeholders.

6.4.2.5. Incentives and rewards

Teachers of all the schools can benefit from the 1% salary progression as a reward on the IQMS implemented by the Department of Education, but it was already mentioned that all the teachers from the schools investigated qualified for this rewards and therefore this did not really serve as a motivation in these schools. Almost all schools were using methods to pay additional bonuses to staff members, based on additional work done by them and not on performance or achievements by teachers. Therefore it was concluded that this package was not central to the performance management systems and incentives did not serve as motivation in order to improve the performance of teachers. It rather served as a motivation to get teachers involved in extracurricular activities. The schools made use of prize-giving ceremonies and rewards for good discipline and participation. Although these rewards contributed to the motivation of learners to perform better, it did not help to determine strategy in order to improve performance. Therefore it was concluded that schools implemented some incentive to enhance the management of performance, but failed to link these incentives to performance and to ensure that they contributed to the achievement of goals.

In summary, it was concluded that performance management is very important in organisations and particularly in schools, because performance management aims to improve the quality of education. Furthermore, the study concluded that SGBs and SMTs of schools studied complied with some requirements revealed in literature to apply performance management systems at school level. However, most of the methods or systems were not fully implemented and there were many shortcomings.

6.5. RECOMMENDATIONS

From the findings it is recommended that the IQMS programme of the Department of Basic Education be reviewed and that the background against which the different schools operate be taken into account in order to ensure that this system served as motivation for teachers in all the schools. The schools under investigation made significant progress towards the management of performance, but more needs to be done. In particular, concerted efforts are necessary to create formal procedures and policies in order to ensure the complete and effective application of school-based performance management systems.

Schools should design their own performance management systems to fit the requirements, culture and strategy of the schools. The key to meaningful performance measurement and reporting for the schools in this study is to turn to strategy and establish a clear link between performance measures and the overall strategy of the school.

The study also suggested that the school's management should rethink the benefits of performance management and keep it in mind to ensure the efficiency of the methods to improve performance of the school, the teachers and the learners. Furthermore, management should design a performance management system, incorporating all the dimensions of their school and they should refrain from focusing only on incentives.

Further study needs to be conducted around the identification of CSF and KPI for schools and around the development of potential performance management systems, with enough flexibility to be adapted so that it can fit the different characteristics of schools.

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APPENDIX

1. DISCUSSION POINTS FOR THE SEMI-STRUCTURED INTERVIEWS

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Introductory questions

1. For the record, can you please confirm your current position and the number of years in this position?
2. Which performance management or measurement system is used in the school and for which areas does it apply?
3. In your opinion, which benefits has the school gained to date from the application of these methods?

Design stage

4. How did the school design the performance management or measurement system?

Implementation stage

5. Which methods does management use to conduct the actual measurement and how do they use this information?

Communication stage

6. How does management communicate information to stakeholders and which information in terms of performance are communicated?

Incentives and rewards stage

7. How does management motivate stakeholders to improve performance and to work towards targets?

Assessment and review stage

8. How long is the current performance management or measurement system in use and how often does management review it?

BESPREKINGSPUNTE VIR DIE SEMI-GESTRUKTUREERDE ONDERHOUDE

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Inleidende vrae

1. Vir die rekord, kan u asseblief u huidige posisie en die aantal jare wat u die posisie beklee, vermeld?
2. Watter prestasiebestuurstelsel of prestasieëmetingstelsel word in die skool gebruik en op watter gebiede is dit van toepassing?
3. Watter voordele het die toepassing van hierdie metodes volgens u mening tot op hede vir die skool ingehou?

Ontwerpstadium

4. Hoe het die skool te werk gegaan met die ontwerp van die prestasieëbestuurstelsel of die prestasieëmetingstelsel?

Implementeringsfase

5. Watter metodes gebruik die bestuur om die werklike meting te doen en hoe gebruik hulle hierdie inligting?

Kommunikasiestadium

6. Hoe kommunikeer die bestuur inligting aan belanghebbendes en watter inligting ten opsigte van prestasie word aan hulle gekommunikeer?

Aansporings en beloningstadium

7. Hoe motiveer bestuur belanghebbendes om prestasie te verbeter en om doelwitte na te streef?

Assessering- en hersieningstadium

8. Vir hoe lank is die huidige prestasieëbestuurstelsel of prestasieëmetingstelsel in gebruik en hoe dikwels word dit hersien?

2. LETTER OF CONSENT

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Dear prospective participant

I (Nico Booyse) would like to invite you to participate in a research project entitled *The application of performance management in Section 21 secondary schools in Tshwane*. I am a lecturer at the University of South Africa since April 2009. Before 2009, I was a teacher for 22 years. I am currently enrolled for a MCom (Management Accounting) degree at the North-West University, and this research project forms part of a mini-dissertation for the completion of the degree. Before you decide whether or not to take part, it is important for you to understand why the research is being done and what it will involve. Please take time to read the following information carefully.

NATURE AND AIM OF THE STUDY

The Department of Basic Education of South Africa implemented the National Policy on Whole-school Evaluation to improve the overall quality of education in South Africa and to give all learners equal opportunities to make best use of their capabilities (South Africa, 2002a). Section 2 of the whole-school evaluation policy refers to whole-school evaluation as the cornerstone of the quality assurance system in schools. According to the policy, it is designed to help schools to measure to which degree they are fulfilling their responsibilities and improving their performance.

The Department of Basic Education has this tool in place, and it is implemented and also mostly used by the DoE. The focus of the study will therefore be on the application of performance management methods at school level by the school's governing body (SGB) and by the school management team (SMT) of Section 21 public schools and their responsibility to report to parents and other stakeholders.

As a substantial portion of the income of Section 21 schools is received from parents and almost all funds are managed by the SGB, these parents together with the learners are the customers and therefore major stakeholders of the school. The management of performance and feedback to stakeholders are vital for these role players to ensure the most effective application of their resources. Currently, there is very little information available on the application of performance management at school level and therefore the study intends to explore how the SGB and SMT of Section 21 schools apply performance management at school level. It further seeks to –

- explore which methods are used to manage performance in these schools in order to assure effective management of the schools and its resources;
- explore the feedback by the SGB and SMT of these schools to parents as important stakeholders; and
- establish the perceived benefits for schools, gained by the implementation of performance measurement methods at school level.

EXPLANATION OF THE PROCEDURES TO BE FOLLOWED

If you agree to participate in this qualitative case study, you will participate in an hour-long, in-depth, semi-structured individual interview that will take place at your school or a venue of your choice. The interviews will be recorded with a digital voice recorder for transcription later. The transcriptions will be sent back to participants for final reviewing, giving them the opportunity to correct information with which they do not agree.

Ethical clearance was granted by the North-West University for this research project.

A list of the discussion points for the semi-structured interviews follows:

- 1. For the record, can you please confirm your current position and the number of years in this position?**
- 2. Which performance management system or measurement system are used in the school and for which areas do they apply?**
- 3. In your opinion, which significant benefits has the school gained to date from the application of these methods?**

4. **How did the school go about to design the performance management or measurement system?**
5. **Which methods does management use to conduct the actual measurement and how do they use this information?**
6. **How does management communicate information to stakeholders and which information in terms of performance are communicated?**
7. **How does management motivate stakeholders to improve performance and to work towards targets?**
8. **For how long will the current performance management or measurement system be in use and how often does management review it?**

RISK AND DISCOMFORT

The researcher does not foresee that you will experience any long-term discomfort or that you will be exposed to any kind of risks during the research procedure. You will however be required to invest your valuable time through research participation and therefore the interviews will take place at a time that is convenient to you in order to limit disruption of your daily activities.

POSSIBLE BENEFITS

You will have the opportunity to share your current experiences regarding performance management at the school in order to identify what is currently working and how school-based performance management can be improved. The findings of this study might lead the SGB and SMT to a better understanding of the importance of performance management and the benefits for the school and its stakeholders, when implementing it. It might furthermore lead to a more formal application of performance management and more effective management of the school and its resources. Better feedback procedures to management and parents could motivate parents and improve their involvement in the school. It might also empower management to make more informed decisions in order to improve the use of resources and service delivery. A wider application and a better

understanding of performance management and the benefits of implementing it might lead to a more competitive position for the school and improve performance of the school.

YOUR RIGHTS AS A PARTICIPANT

Your participation in this study is entirely voluntary. You can refuse to participate or withdraw at any time during the study, without giving any reason. Your withdrawal will not affect you in any way. You will have access to the research report and the report will not include any information that may identify you. The findings of the project will be used in my dissertation and a paper might be submitted to an accredited journal for publication. Participants' identity will be protected by locking up the audio records, after data has been transcribed and participants' names have been replaced by numbers. The audio records will be stored by me (Nico Booyse) in a locked cupboard/filing cabinet for 2 years before destroying it. The person transcribing the interviews will sign a confidentiality clause to ensure that the information remains strictly confidential. A summary of the findings will be emailed to you within three months after the completion of my dissertation.

CONTACT DETAILS

Please feel free to contact us if you have any questions or comments regarding this research.

Student: Mr. Nico Booyse

073 214 4883

booyse@unisa.ac.za

Study leader: Prof. Pieter Buys

018 299 1435

Pieter.Buys@nwu.ac.za

Thank you for taking time to read this information sheet and for participating in this study.

TITLE OF STUDY: THE APPLICATION OF PERFORMANCE MANAGEMENT IN SECTION 21 SECONDARY SCHOOLS IN TSHWANE

Researcher: N.J. Booyse
MCom (Management Accounting)
Student at North-West University

I, _____ (participant's name)

1. Confirm that I have read the information sheet for the study, that I understand it and that I had the opportunity to ask questions.
2. Understand that my participation is voluntary and that I am free to withdraw at any time.
3. Agree to the digital recording of the interview.

Signature _____

Date _____

TOESTEMMINGSBRIEF

Titel van studie: **The application of performance management in Section 21 secondary schools in Tshwane**

Geagte voornemende deelnemer

Ek (Nico Booyse) wil u graag uitnoui om aan 'n navorsingsprojek, '*The application of performance management in Section 21 secondary schools in Tshwane*' deel te neem. Ek is sedert April 2009 'n dosent by die Universiteit van Suid-Afrika. Voor 2009 was ek vir 22 jaar 'n onderwyser. Ek is tans ingeskryf vir 'n MCom (Bestuursrekeningkunde)-graad aan die Noordwes-Universiteit, en hierdie navorsingsprojek maak deel uit van 'n mini-verhandeling vir die voltooiing van die graad. Voordat u besluit om deel te neem of nie deel te neem nie, is dit belangrik om te verstaan waaroor navorsing gedoen word en wat dit behels. Lees asseblief die onderstaande inligting noukeurig deur.

AARD EN DOEL VAN DIE STUDIE

Die Departement van Basiese Onderwys van Suid-Afrika het die Nasionale Beleid oor Heelskoolevaluering geïmplementeer ten einde die algehele gehalte van onderwys in Suid-Afrika te verbeter en om aan alle leerders gelyke geleentehede te gee om die beste gebruik van hulle vermoëns te maak (South Africa, 2002a). Deel 2 van die heelskoolevalueringsbeleid verwys na heelskoolevaluering as die hoeksteen van die gehalteversekeringstelsel in skole. Volgens die beleid is dit ontwerp om skole te help om te bepaal tot watter mate hulle hulle verantwoordelikhede nakom en hulle prestasie verbeter.

Die Departement van Basiese Onderwys het hierdie hulpmiddel gereed en dit word deur die departement geïmplementeer en ook meestal deur die departement gebruik. Die fokus van hierdie studie sal dus wees op die toepassing van prestasiebestuursmetodes op skoolvlak deur die skoolbeheerliggaam (SBL) en skoolbestuurspan (SBS) van artikel 21-

openbare skole en hulle verantwoordelikheid om aan ouers en ander belanghebbendes verslag te doen.

Aangesien 'n aansienlike gedeelte van die inkomste van artikel 21-skole van ouers ontvang word en byna alle fondse deur die SBL bestuur word, is hierdie ouers tesame met die leerders die kliënte en dus belangrike rolspelers van die skool. Die bestuur van prestasie en die terugvoer aan belanghebbendes is noodsaaklik vir hierdie rolspelers ten einde die doeltreffendste aanwending van hulle hulpbronne te verseker. Tans is daar baie min inligting oor die toepassing van prestasiebestuur op skoolvlak beskikbaar en daarom poog dié studie om vas te stel hoe die SBL en SBS van artikel 21-skole prestasiebestuurstelsels op skoolvlak toepas. Dit poog verder om die –

- metodes wat gebruik word om prestasie in hierdie skole te bestuur, te verken;
- terugvoer deur die SBL en SBS van hierdie skole aan ouers as belangrike rolspelers te verken; en
- vermeende voordele vir skole, verkry deur die implementering van prestasiemetingsmetodes, op skoolvlak te verken.

VERDUIDELIKING VAN DIE PROSEDURES WAT GEVOLG SAL WORD

As u instem om aan hierdie kwalitatiewe gevallestudie deel te neem, sal u aan 'n uurlange indringende, semi-gestruktureerde individuele onderhoud deelneem wat by u skool of 'n plek van u keuse sal plaasvind. Die onderhoud sal met 'n digitale stemopnemer opgeneem word vir latere transkribering. Die transkripsies sal aan deelnemers gestuur word vir finale hersiening, wat aan hulle die geleentheid sal bied om die inligting waarmee hulle nie saamstem nie, te korrigeer.

Etiese klaring vir hierdie navorsingsprojek is deur die Noordwes Universiteit toegestaan.

'n Lys van die besprekingspunte vir die semi-gestruktureerde onderhoude volg:

- 1. Vir die rekord, kan u asseblief u huidige posisie en die aantal jare wat u die posisie beklee, bevestig?**
- 2. Watter prestasiebestuurstelsel of prestasiemetingstelsel word in die skool gebruik en op watter gebiede is dit van toepassing?**

3. **Watter voordele het die toepassing van hierdie metodes volgens u mening tot op hede vir die skool ingehou?**
4. **Hoe het die skool te werk gegaan met die ontwerp van die prestasiebestuurstelsel of die prestasiemetingstelsel?**
5. **Watter metodes gebruik die bestuur om die werklike meting te doen en hoe word hierdie inligting gebruik?**
6. **Hoe kommunikeer die bestuur inligting aan belanghebbendes en watter inligting ten opsigte van prestasie word aan hulle gekommunikeer?**
7. **Hoe motiveer bestuur belanghebbendes om prestasie te verbeter en om doelwitte na te streef?**
8. **Vir hoe lank is die huidige prestasiebestuurstelsel of prestasiemetingstelsel in gebruik en hoe dikwels hersien bestuur dit?**

RISIKO EN ONGEMAK

Die navorsers voorsien nie dat u enige langtermynongemak sal beleef of dat u tydens die navorsingsproses aan enige vorm van risiko's blootgestel sal word nie. Dit sal egter nodig wees dat u u waardevolle tyd in navorsing belê en daarom sal die onderhoude plaasvind op 'n tyd wat vir u gerieflik is ten einde die ontwirping van u daaglikse aktiwiteite te beperk.

MOONTLIKE VOORDELE

U sal die geleentheid kry om u ondervinding ten opsigte van prestasiebestuur by die skool te deel ten einde te identifiseer wat tans werk en hoe die skoolgebaseerde prestasiebestuur verbeter kan word. Die bevindinge van hierdie studie kan die SBL en SBS tot 'n beter begrip van die belangrikheid van prestasiebestuur en die voordele wat dit vir die skool en sy belanghebbendes inhou, lei. Dit kan verder lei tot 'n meer formele toepassing van prestasiebestuur en meer effektiewe bestuur van die skool en sy hulpbronne. Beter terugvoerprosedures aan die bestuur en ouers kan ouers motiveer en hulle betrokkenheid in die skool verbeter. Dit kan ook die bestuur bemagtig om meer ingeligte besluite te neem ten einde die gebruik van hulpbronne en sodoende dienslewering verbeter. 'n Meer algemene toepassing en 'n beter begrip van prestasiebestuur en die voordele van implimentering kan lei tot 'n meer mededingende posisie vir die skool en 'n verbetering van die skool se prestasie.

U REGTE AS DEELNEMER

U deelname aan hierdie studie is heeltemal vrywillig. U kan weier om deel te neem of op enige tydstip tydens die studie onttrek, sonder om enige rede te gee. U onttrekking sal op geen manier enige invloed op u hê nie. U sal toegang tot die navorsingsverslag hê en die verslag sal geen inligting ten opsigte van u identiteit bevat nie. Die bevindinge van die projek sal gebruik word in my verhandeling en 'n artikel kan moontlik aan 'n geakkrediteerde tydskrif voorgelê word met die oog op publikasie. Deelnemers se identiteit sal beskerm word deur die klankrekords weg te sluit nadat die data getranskribeer en die deelnemers se name met nommers vervang is. Die klankrekords sal vir 2 jaar deur myself (Nico Booyse) in 'n geslote kas/liasseerkabinet gestoor word, voordat dit vernietig sal word. Die persoon wat die onderhoude transkribeer, sal 'n vertroulikheidsklousule onderteken ten einde te verseker dat die inligting streng vertroulik bly. 'n Opsomming van die bevindinge sal binne drie maande ná die voltooiing van my verhandeling aan u gestuur word.

KONTAKBESONDERHEDE

Neem asseblief die vrymoedigheid om ons te kontak indien u enige vrae of kommentaar oor hierdie navorsing het.

Student: Mnr. Nico Booyse

073 214 4883

booyšnj@unisa.ac.za

Studieleier:

Prof. Pieter Buys

018 299 1435

Pieter.Buys@nwu.ac.za

Dankie vir die tyd wat u bestee het om hierdie inligtingstuk te lees en vir u deelname aan hierdie studie.

TITEL VAN STUDIE: THE APPLICATION OF PERFORMANCE MANAGEMENT IN SECTION 21 SECONDARY SCHOOLS IN TSHWANE

Navorsers: N.J. Booyse
MCom (Bestuursrekeningkunde)
Student aan die Noordwes-Universiteit

Ek, _____ (deelnemer se naam)

1. Bevestig dat ek die inligtingsblad vir die studie gelees het en verstaan, en dat ek die geleentheid gehad het om vrae te vra.
2. Verstaan dat my deelname vrywillig is en dat ek vry is om op enige stadium tydstop te onttrek.
3. Stem in tot die digitale opname van die onderhoud.

Handtekening _____

Datum _____

3. INTERVIEWS

Interviews 1

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 2 August 2012

Time: 11:30

Venue: Principals' office

School 1, Participant 1 (S1P1); Interviewer (I)

I:

For the record, can you please confirm your current position and the number of years in this position?

S1P1:

I am a principal since 1994.

I:

Which performance management or measurement system is used in the school and for which areas does it apply?

S1P1:

The school uses the IQMS system and Whole-School Evaluation system of the Department of Education. It works well and is required by the department. You know one can use academic achievements to compare the school with other schools by looking at pass rates and we do that in an informal manner with the grade 12 results. Sport also sets goals for example the number of learners in provincial teams or a number of teams that win the league. One can also set goals on various culture fields, but it must be measurable. We haven't used this effectively yet. The demographic of the school plays a big role and makes it difficult. Schools in some areas simply do not have learners with the same talents and abilities than other schools. Therefore, we rather focus on whether the child develops to his full potential, than on the comparison to other schools. IQMS is a good system, but it is not enough when you want to be a leading school.

I:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S1P1:

Participants are made aware of certain aspects that they can focus on to improve. Evaluations are consolidated to an individual growth plan and the growth plan of the school is synchronized to a school development plan. It must address the individual problems. This gives strategic focus points to the various departments or divisions especially the academic part and of course the extracurricular aspects, such as sport and administrative responsibilities. Post level one teachers are evaluated differently than the management positions. The format differs a bit. Management posts have a component of management that is also evaluated.

I:

How did the school design the performance management or measurement system?

S1P1:

The IQMS was designed by the department and we use it as it is.

I:

Was the staff members evaluated, engaged in the design and development of the system?

S1P1:

No, but I must say it's a very well thought document and system. It handles all facets of education. Teachers see it as an administrative burden, but if you look at the content there is much sense in the system. It's all about the staff's attitude.

I:

Which methods does management use to conduct the actual measurements and how do they use this information?

S1P1:

It is collected according to the requirements of the department. Teachers evaluate themselves, another teacher evaluates the person and the head of department also conducts an evaluation during a class visit. After that synchronization takes place during a meeting between the three parties. The results are processed and an average is determined. We then looked at outliers. Percentages are determined and it may lead to a 1% salary adjustment. At our school we usually have competent staff and everyone qualifies. There is probably a degree of buy-in by the staff during the meeting, because they have an opportunity to comment and to indicate where they need training.

I:

Is this only applicable on staff or are the system also applicable to students and the financial performance of the school and how do the school used this information?

S1P1:

The sports and extracurricular involvement of staff are measured. Management uses these results to make a management analysis and identifies strengths and weaknesses. Weaknesses must be addressed and for staff development we now look at the frequency at which specific weaknesses appear, but this seldom goes further. For example if there are 5 or 6 staff members who need help with application of discipline it becomes a component the school needs to address. The information is sent to the department and we need to indicate whether the school will help the persons involved or if we need help from the department. Staff can then be nominated for specific courses offered by the department. There is also management training for staff members that have a need to receive training therein. There is usually not a lot of help from the department's side, but it has happened in the past, if I can put it so.

About 5 to 6 years ago we had a questionnaire for the learners, parents and teachers. With learners we distinguish between seniors and juniors to see what grade 8's experience of certain actions of the school. We also distinguish between boys and girls to make certain comparisons. In order to determine a strategy.

We are now working on a management analysis without using questionnaires. Participants have the opportunity to comment on the academy, the education, the teachers and the management of the school and then we can identify strengths and weaknesses. It is then sent to the various department heads, for example: The guy managing the academy. There was stuff identified which already applied and the staff did not know. This indicates to poor communication. The department heads then had an opportunity to comment on the strengths and weaknesses indicated by individuals, whether a parent, a child, a teacher or a board member. The section heads then need to answer on that. In my book I also created a column where I comment on them. Then I can screen through it and if something has already been addressed it should be communicated. We cannot have another plan of action for it. Everything will then be consolidated into 5 aspects that we need to plan for. These 5 issues will then be dealt with during group discussions. You cannot involve all the staff in all aspects. We will use representative groups to make a plan and then report it back to the staff as a whole. The other staff members will then have the opportunity to provide input. It's not possible to always have all staff members available. They are involved in compulsory subject meetings organised by the department and there is almost never a chance or enough time to get everyone present. To synchronise it so that it suits everyone will not necessarily work and therefore some will have to be absent from portions of the discussions. It will be ideal to have everyone present.

I:

Is the idea now to make this system an ongoing process?

S1P1:

Yes. It's an ongoing process that must take place to measure and monitor progress regularly.

I:

How does management communicate information to stakeholders and which information in terms of performance are communicated?

S1P1:

The system compels us to give feedback and to submit the forms on a regular basis to the department.

I:

Is feedback also given to parents and other stakeholders?

S1P1:

This refers to staff development. We have established departments for academic, sport and culture to manage the school. We hold annual reflection, in other words what were the problems and how are we going to solve it. Then we deal with it at management level. We are now busy with some projects like that. Then everyone gets the opportunity to say what are the strengths and weaknesses of a particular section and it must be converted into a plan of action. It is a process that we have established ourselves, but it's almost the same process as the Whole school evaluation, required by the department. Staff members gather to give input and then a plan needs to be developed. It is closely linked to the strategic plan of the school. Although the new governing body were all new, they had the opportunity now to look at the plan. For now the plan was communicated purely to the parents of the governing body, as it is designed now. In the end it is turned into a plan of action and will be communicated to the rest of the parents. That process is now underway. The whole school evaluation system compels us to provide feedback to the education department on a regular basis.

I:

How communication does take place?

S1P1:

This happens by means of circulars or a meeting. Although this aspect was not given much attention in the past the plan is that it should take place this year.

In the past, our management team set goals, but did not necessarily communicate it to the parents. This time the parents are part of the process and it can take place.

I:

How does management motivate stakeholders to improve performance and to work towards targets?

S1P1:

Financial rewards based on performance are not possible at this stage. There are schools that do so. We however have the IQMS where staff receives the 1% from the state, but we also make it applicable to the governing body posts. As I said earlier everyone at our school usually qualifies for it. The 1% is all reward they get. The department also has a “teacher of the year” award, where other teachers can nominate somebody. For some reason teachers do not really want to do this.

We do attempt to compensate staff for extracurricular activities, but it is based on the hours they put into it. This is just an attempt to cover their fuel and extra expenses. By doing this we try to motivate staff to positively engage in the school’s extracurricular activities.

I:

What about the motivation of learners and parents?

S1P1:

For learners we have an extensive merit awards policy. They are honoured on a wide range of accomplishments they achieved during the year. It’s only in the form of certificates, trophies and book prizes and in some cases cash rewards.

We also have a point system for discipline and good behaviour. As a reward we take learners, who have shown good behaviour through the year on a trip. For example: We are going to Sun City this year. It is usually a very large population, of the school's learners, that qualifies.

I:

How long is the current performance management or measurement systems already in use and how often does management review it?

S1P1:

It's, like you would have realised, a new thing and we will probably look at it in future, although at this stage it is not part of the plan. It's actually a component of the whole school evaluation. It is suppose to be evaluated internally and externally and we do it like that. The documents are then sent to the department. We obviously do it in much more detail than required.

I:

Thank you for agreeing to give up time to participate in my research project. I appreciate it very much.

Interviews 2

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 6 August 2012

Time: 10:00

Venue: Deputy Principals' office

School 1, Participant 2 (S1P2); Interviewer (I)

I:

For the record, can you please confirm your current position and the number of years in this position?

S1P2:

I am the governing body chairman since March this year.

I:

Which performance management or measurement system is used in the school and for which areas does it apply?

S1P2:

We use the school systems of the Department of Education, but I am not well informed. We are also in a process to identify strengths and weaknesses and to determine strategies. Then we also look at the environment of the school, because it plays a big role in where we are heading. We realise we will not have thirty top performers, but we can then focus on other areas. Therefore, we must look at ways to set goals and try to make the thought measurable. To improve on disciplinary areas we have a point system. Learners receive debit points for violations or credit points for good behaviour and the end of the year those with enough credits are rewarded.

I:

Is it right if I say you use the system of the department, but also have your own informal system or attempt to enhance performance?

S1P2:

Yes, I think one can say so. The IQMS is not sufficient to manage a school of our calibre. We also need to strive to achieve our set targets and make our own plans.

I:

I will be glad if you can expand a little bit on the system that you are doing.

S1P2:

Teachers and parents have an opportunity to identify strengths and weaknesses in the different sections of the school, so one can see what bothers them and it can be addressed. It is very extensive and it is a challenge to do it structured. It's easy for people to whip each other up, but if I have the opportunity to voice my opinion it is a different story because I write my own personal ideas. The buzzing takes place around the tea table in any way, where staff members talk about these things and influence each other.

I:

Do you bring the results of these systems in line with the strategic plan of the school at any stage?

S1P2:

No, I do not believe it is done. Or in any case not on a formal basis.

I:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S1P2:

I have not really thought about it. The school is certainly better managed in this manner and it ensures the focus is on performance. It also helps to us to correct the weaknesses and to expand the strengths further.

I:

How did the school design the performance management or measurement system?

S1P2:

The systems at school normally start from an idea or recommendation from someone and then we take it further from there by the management team or the governing body.

I:

Was the staff evaluated, involved in the development process of the system in order to ensure they buy in to the process?

S1P2:

No as far as I know only the teachers that are part of the management team were involved. Learners were also not involved. The positive attitude of teachers plays an important role. It needs to be sold to them correctly.

I:

Which methods does management use to conduct the actual measurements and how do they use this information?

S1P2:

Regarding the system of the department, I understand that there are very clear guidelines by which the evaluation must take place and the information should be handled. I believe we do it accordingly. For the system we ourselves started to use a little, we asked the people to identify the strengths and weaknesses in

writing. We did this through all the various sections at the school in order to address the problems, to give answers and develop strategy. We as parents also had an opportunity to complete the forms and to pin down our opinions. We could also highlight weaknesses and strengths during a meeting and write them down. This information was then processed into a workable document that can be used to make plans and improve the school's performance.

I:

Do the systems that you use apply to all aspects of the school such as teachers, students and the financial performance of the school and how do you use this information in order to complete the process?

S1P2:

I think the system of the department is mainly applicable to the staff and their work. The systems we follow in combination with it handles all the aspects of education as it was an open question about what people see as strengths and weaknesses. We are mainly interested in the weaknesses and strengths that affect learner numbers of the school. The information can then be part of an evaluation of what can go wrong or went wrong and what causes learners to rather go to other schools. The best strategy is to hear from parents why they take their children to other schools. The school also has a marketing department focusing on this aspect. Here we look at what other schools offer and that we do not offer and plans should be made to attract children to our school. The demographics of the area in which the school is, is also a problem and we need to make plans to overcome it. The school has therefore two buses transporting learners from other areas. The feeder schools in our area also have a large influence and need attention. We must now try to attract learners, but it remains a challenge. Market research is also an important aspect and the management team needs to look at the structure of the school and work on the weaknesses.

When too many issues are identified and need attention is of course also a nuisance. There could be 20 or 30 things that need attention, but if you focus on more than 5, well it's really too much. It should be thrown together and made less. Every year we look at the weak and strong points.

Academics can be used to compare the school with the other schools by looking at pass rates and distinctions. Sport can also set goals. We are trying to get more learners in provincial teams and to get the teams to improve performance by getting better positions in the league. We have already started informally with these criteria, but do not yet use it effectively in sports and culture. It would be good if one can make an effort to evaluate discipline in this way too.

I:

Is the idea now to make this system an ongoing process in the school?

S1P2:

As you already know, I am new in this position, but believe the ideal would be that such a system is properly implemented and used consistently. I don't know if it will be used permanently.

I:

How does management communicate information to stakeholders and which information in terms of performance are communicated?

S1P2:

I think the department's system requires that the relevant forms must be sent to them, which is certainly a form of feedback. Our system does not make any provision for feedback. I was not invited to a meeting or have not yet received a letter from the school containing such information.

I:

How does management motivate stakeholders to improve performance and to work towards targets?

S1P2:

The teachers of our school receive no financial rewards linked to performance, but we know there are schools that do it. I think the System of the department holds a certain financial benefit for them and the governing body staff members at our school also enjoy these same benefits. They completed the same forms and we link the governing body posts to the same compensation benefits.

However, we make use of additional compensation for the additional hours that teachers work on extra activities.

I:

What about the motivation of pupils and parents?

S1P2:

You know all I can think of now is the school prize giving, where learners receive prizes for performance. It's quite a big motivation for them.

I:

How long is the current performance management or measurement systems already in use and how often does management review it?

S1P2:

You know I think it only started the beginning of the year, when we were elected. I think it will certainly continue and improve as we go along. The fact that our parents on the governing body come and go and never stay for very long is certainly a problem to establish a system properly.

I:

Thank you for making time to help me with my project and your willingness to grant time off to participate. I really appreciate it.

Interviews 3

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 11 September 2012

Time: 10:30

Venue: Deputy Principals' office

School 2, Participant 1 (S2P1); Interviewer (I)

I:

For the record, can you please confirm your current position and the number of years in this position?

S2P1:

I am the IQMS Coordinator of the school since 2004 and currently the Deputy Principal at the school.

I:

Which performance management or measurement system is used in the school and for which areas does it apply?

S2P1:

We use the IQMS system for the measurement of staff performance and we think it works well. We have also started this year with a Step-Up plan. We expect all persons responsible for any area of the school to set a "Step-up" plan for their area, to develop and implement it. This includes academics, sports, culture and social, even the governing body is involved.

Then there's the whole school evaluation of the department. It's usually easy, because we have already done everything in our own systems and we can just fill in the forms and submit them.

I:

As for the measurement of performance of teachers, you just use the IQMS system as prescribed by the department.

S2P1:

Yes, but it is sometimes experienced negatively by them. It is usually because it's a time consuming process and they don't really have the time for it.

I:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S2P1:

IQMS has certainly resulted in class visits to occur more structured and certainly more often. The fact that staff had their own post level staff to act as their EYE, resulted in them visiting each other's classes and thus learned from each other. However the growth plans that staff had to develop for themselves, in my opinion, only became a document in a file and they only look at it again the following year. I think it will be better this year since the growth plans this year must now also be filed in the teacher's file and staff must explain how they kept to their growth plan and their achievements by the middle of the year. I believe that it will lead to more effective development.

However, I believe that the Step-Up plan the organiser had to design and implement this year certainly led to measurable successes for the school. I think the difference was that the Step-Up had to be done for our principal and IQMS for the Department of Education and also because they believe in the Step-Up Plan. In my opinion they put more effort into the Step-Up than for example their growth plans due to loyalty to the principal. One must not lose sight that the IQMS system focuses on staff development and not on school performance.

I:

How did the school design the performance management or measurement system?

S2P1:

The IQMS is set by the education department, but in regards to the Step-Up plan every teacher himself drafted the plan. After the IQMS process the school must set a school development plan, where the biggest shortcomings of staff need to be addressed by school management. Heads of departments also identify factors in their department that need to develop during the course of the year.

The Step-Up plans were drawn up after management had held their annual weekend long meeting on the general management of the school. This includes setting of goals and targets and what we are going to do to lift our school to those heights. For example: From where we stand in respect to other schools, and where we want to go.

I:

Were the other teachers that need to use the system, involved in setting up the system?

S2P1:

None of our teachers were involved in the development of the IQMS, but all stakeholders were involved in the preparation of their own Step Up plan. However, all staff received training on the IQMS programme once they joined our school and they did not have previous training.

I:

Which methods does management use to conduct the actual measurements and how do they use this information?

S2P1:

IQMS results are compared with previous performances. The person's EYE and the person himself receive LOI (Lesson Observation Instrument) to do the measurement. The person himself does it in advance by looking at the 52 page criteria he received. We often find that staff members evaluate themselves lower than their EYE.

After evaluation the person receives a Post-evaluation document wherein the EYE makes suggestions for the person to develop. On the LOI there is also ample space where the person's EYE can make proposals to development and also can indicate problem areas.

In order to improve performance the teachers set a personal growth plan with steps that they want to follow to develop an area of deficiency. These growth plans are summarised by the various departments to form a development plan for each department in the school. These summaries are then summed up to a school development plan that becomes the school's target. How the performance targets are measured, according to me, is a shortcoming of the system.

Each department then set goals to improve their performance and the school's management team makes decisions about how to implement the school development plan.

I:

And in respect of the Step-up plan?

S2P1:

This plan is not yet implemented up to this level. I think it will develop over time.

I:

How does management communicate information to stakeholders and which information in terms of performance are communicated?

S2P1:

Staff members are actively involved in their measurement, they are well informed about their performance. Together with their EYE they sign their LOI forms and their summative summary sheet. The EYE also provides the staff with a Post-evaluation document with their breakdown points, strengths and weaknesses that need to be attended to. The summary of all the staff's summative marks is made available to the school's management for internal moderation to take place.

The department is also a stakeholder and all summative pages of staff, a summary of all achievements and the School Development Plan is sent to the department.

I:

What about feedback on the Step-Up plan and feedback to parents and the governing body?

S2P1:

In connection with IQMS, results are given to the governing body on different occasions. Regarding the Step-Up plan, plans were processed and discussed by the governing body and management, but there is no feedback to parents regarding the systems, or at least, not yet.

I:

How does management motivate stakeholders to improve performance and to work towards targets?

S2P1:

Regarding the IQMS system staff members who qualify receive a 1% increase from the education department. The school itself doesn't reward staff according to performance, but rather willingness to help and work above and beyond what is expected of them during school hours. This reward is determined by the number of extra hours worked.

Learners are rewarded by our merit system. They gain merit in all areas of the school, from school attendance, academic achievement, cultural performances and sport achievements up to their involvement in school activities.

These merits are awarded in three categories; full colours, half colours and merit certificates. Learners can wear badges on their blazers.

I:

How did management go about it to determine these motivational methods?

S2P1:

The reward for staff is compiled by the governing body and for the learners by the merits committee of the school.

I:

How long is the current performance management or measurement systems already in use and how often does management review it?

S2P1:

We are doing the IQMS since 2004. The same basic system is still used but the department EYE annually makes changes to some finer points in order to make the system more effective. The Step-Up plan was done for the first time this year and I'm not sure in what way and to what extent it will become a permanent system, but I believe it will be reviewed and changed regularly. All the other systems of the school are always in a process or revision.

I:

Thank you for your time and willingness to talk to me. I appreciate it.

Interviews 4

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 10 September 2012

Time: 10:00

Venue: Principals office

School 3, Participant 1 (S3P1); Interviewer (I)

O:

For the record, can you please confirm your current position and the number of years in this position?

S3P1:

I am principal and this is my 5th year.

I:

Which performance management or measurement system is used in the school and for which areas does it apply?

S3P1:

We primarily use the IQMS system. The system is also used for our teachers who are employed by the Governing Body, to upgrade, because it works for us. We also do the Whole-Evaluation thing as schools must do it. It's actually only meant for the use of the department to evaluate the school.

I:

Is there no other internal performance measurement system in the school?

S3P1:

Yes. Of course, we have a few of our own things that we use to measure our school by. We also set goals in various areas and compare our sport and cultural achievements with other schools. For example: the Grade 12 results.

Then we measure learners' achievements and award them. For the measurement of the staff members the IQMS system forms the basis.

I:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S3P1:

The IQMS system services all conceivable facets of a teacher's performance areas. By making use of the system, we ensure that we identify gaps in each teacher's kit to take the necessary actions to make the necessary investment in each teacher stimulating his / her growth curve. The setting of goals and targets allow us to link this to the budget and action plans and help us to know where the focus points are. It also makes it easier to set our short and long term strategic plans.

I:

How did the school design the performance management or measurement system?

S3P1:

We make use of the IQMS system, the design is already done. The vigorous implementation of the system is a matter of great concern for us. We also link the same compensation system to teachers who are compensated by the Governing Body as those paid by the education department.

I:

So am I right when I say that all the stakeholders were not involved in the designing of the system?

S3P1:

That's correct. The implementation thereof within the school's structure in the framework of the department has been discussed by staff members, planned and trampled by everyone involved. That ensured that everyone is satisfied with the

way we implement and apply it here and thus it can be done with great seriousness and transparency.

In order for us to set targets, goals and strategy the school follows its own procedure as the department does not prescribe anything. All staff members are normally involved together with the governing body.

I:

Which methods does management use to conduct the actual measurements and how do they use this information?

S3P1:

Every teacher meets early in the year with his / her EYE to formulate his / her personal goals. Possible obstacles in the way to the goal are anticipated. A support process is negotiated with various parties - where necessary, with the governing body - to seal thereby successes.

I:

What is meant by EYE?

S3P1:

This refers to the two colleagues involved in the evaluation of the person.

I:

Does management align the results with the goals of the school and the school strategic plan?

S3P1:

No. There is no such process.

I:

How does management communicate information to stakeholders and which information in terms of performance are communicated?

S3P1:

The IQMS system allows for communication and feedback in an ongoing manner. The EYE meets on a regular basis to monitor progress and to support.

I:

Can I assume that this refers to feedback to the teacher and the feedback given to the parents and the governing body?

S3P1:

Yes it involves feedback to the teacher being evaluated. The governing body is just overall informed of the results and if problems arose. There is no feedback to parents about this.

I:

How does management motivate stakeholders to improve performance and to work towards targets?

S3P1:

Material compensation is one of the worst forms of motivation. By giving public recognition to a person to put the person in charge of a particular project or task or to hand a letter of appreciation to a person, are forms of recognition that we utilise.

I:

What about the motivation of learners and parents?

S3P1:

For parents we do not have anything in place. We endeavour to motivate parents verbally to be involved at school. Our parents are quite involved. We have a great parent supporters group.

For learners we have a prize giving policy and they receive annually awards for their achievements. It takes place in all areas: academics, sports, cultural, service and leadership. They receive certificates, trophies and colours. It sometimes happens that we have sponsors and students can also receive cash awards.

I:

How did management go about it to put the methods of motivation together? Were the teachers involved in this process?

S3P1:

Management and the governing body decided on the teachers' promotion etc. The teachers are not involved in this process.

In respect of the prize giving for learners, there is a committee that determines and changes the policy. This committee consists of teachers and parents of the governing body. Pupils also have the opportunity to go through the right channels to request that certain aspects are considered or reviewed. They can also make suggestions through these channels, which are then discussed at the committee meeting. Then it will be considered and might be approved or rejected. This is then made part of the policy or the policies are changed accordingly. The final approval lies with the governing body.

I:

How long is the current performance management or measurement systems already in use and how often does management review it?

S3P1:

We have been using the IQMS system since the Department of Education implemented the system. Only minor changes were announced by the department since then. No system is infallible. The passionate implementation of a system is of paramount importance. A B-class system implemented with an A-class passion is better than an A-class system implemented with a B-class passion.

I:

What about your own internal initiatives, do you review it regularly?

S3P1:

At school, one is constantly working to implement new things and to shape the existing things. We regularly review our goals and targets and also change the criteria from time to time to more important measures and areas to time to more important measures.

I:

Sir, I want to thank you. Your time and willingness to participate in my project helped me a lot. I really appreciate it.

Interviews 5

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 7 August 2012

Time: 10:30

Venue: Deputy Principals' office

School 4, Participant 1 (S4P1); Participant 2 (S4P2); Interviewer (O)

O:

For the record, can you please confirm your current position and the number of years in this position?

S4P1:

For the last 5 years I am the head of human resources at our school, but also a teacher and vice principal of the school.

S4P2:

I have been elected since March this year and am the chairman of the school's governing body. I only have an idea of what we are doing and what we have planned, so I'll try to make a contribution.

O:

Which performance management or measurement system is used in the school and for which areas does it apply?

S4P1:

We do the IQMS and whole school evaluation, but that's not really the answer for us. We also use IQMS with the governing body posts and they also receive 1% progression. It is a legal requirement for departmental posts, but our governing body posts are also obliged to do it.

However we experience gaps in the IQMS system, for example: sports directors, as the IQMS criteria do not meet the requirements to evaluate them. There are criteria that are not evaluated by the IQMS.

S4P2:

Look the IQMS does not meet all the requirements, because you can almost only breathe to get your 1% salary adjustment. Therefore we started to develop our own things.

S4P1:

One just needs to get 2's for all aspects, in other words, you just have to meet all requirements everywhere to get 56 out of 112, which means you get your reward.

So everyone at our school meets the requirements, because in the first place we don't appoint someone if they don't meet these requirements. Then they only need to meet the requirements and not to stand out in order to get his points and to qualify for the reward. We needed something that will motivate them to stand out.

So even the beginner teacher has the right qualifications. She does what she should do in class, she marks the books and tests, she will do her necessary extramural activities and all those criteria. So to get to 56 points is not difficult even for a novice teacher.

S4P2:

That's all that is expected from us by law at this stage.

O:

Don't you have any other system in place or in the pipeline?

S4P2:

We just went through a process of strategic planning with the new governing body members. We decided on a programme we called "From Good to Great".

S4P1:

We now want to go "Good to Great" and we want to measure it. We started with it in June 2011 with the old governing body and got a whole bunch of new governing body members in the elections of May this year. So we went through the whole process again with the new ones during June.

S4P2:

Each section or component - academics, human resources and sports - all had to come up with ideas about what their goals are and how your department is going to move from “Good to Great”. In other words, you now need to make plans. We came together during the holiday and made tentative plans. Our final plans must be made available finalised on 23 August.

S4P1:

Human Resources for example said we want to retain the best staff members, but also want to recruit good new staff members, where we have vacancies. We should now go and “HEADHUNT” to search for the best possible teachers.

So that’s what we want to do in human resources. We want to retain good staff and for available vacancies recruit good people.

Academically for example, we have a 100% pass rate, but the aim is more children with maths instead of maths literacy and more children who pass with university exemption. Other examples are that our subject averages must rise by 5% and that we want to move up into the top 5 academic schools in the country with our Grade 12 results.

Each component did this. Sport for example, wants to improve performance and wants more teams to reach certain levels in the competition. They also want to improve participation of learners, like more teams in the different sport disciplines, where our facilities permit it.

S4P2:

The planning of the various components now need to be processed, so that measurable goals can be set and that we can, at a later stage look whether the objectives have been achieved.

O:

What about the measurement of staff, parent and student satisfaction?

S4P1:

We are not using a system where learners or parents evaluate the school or teachers, but we handle complaints from the parents immediately and we find that parents can show us, reasonably effective on problems in classes. We handle the complaints with interviews and if necessary disciplinary hearings.

We however do again consider a way, to test the staff's satisfaction by means of a questionnaire, but the administrative burden and time plays a major role in the implementation of these ideas. Teachers do not have enough time to implement and execute such systems.

S4P2:

We do look at the turnover of staff but we really don't have resignations. We had appointments, but mostly because we grew a lot recently and we had to appoint people. People sometimes go away, but it's not because they are unhappy. It's because they move or retire.

S4P1:

At a stage we asked them to complete a form so that we can look at reasons why they go away, but it was experienced very negatively. In each case they said they would not write if there were any problems anyway. So we stopped it. We still have a conversation with the person to try to make sure that it is not because of unhappiness.

O:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S4P1:

It's very difficult to link the benefits directly with certain systems, but it goes very well with the school. We have almost 1,800 learners, we are one of the largest schools in the area and in the country. We perform very well on academic level as compared to other leading schools and sports and culture as well.

S4P2:

I don't think the IQMS system as it is applied at this stage, has contributed much. It has a lot to do with management and control of the school.

S4P1:

We see that with the achievements reached, children are more positive about the school and attend activities more. Therefore, it seems to us, that our children also start to buy-in, where we want to go with the school. There is definitely an improvement in the satisfaction of learners.

O:

It seems you use the IQMS system, but also want to add a little of your own methods and you are also in a process to implement an additional system.

S4P1:

That's correct.

O:

How did the school design the performance management or measurement system?

S4P1:

In respect to the IQMS, we are now in a process and I am part of a group of people who now have to sit and look at the different aspects and how it can be measured better. It's part of the IQMS but they only ask whether you meet the requirements or exceed the requirements. There is for example no indication that you need to be a league winner etc. We want to start linking it to measurable criteria.

In relation to the plans to go from "Good to Great", each section decided on a concept and submits it to the governing body for approval.

O:

Did you pull the budget in line with the strategic plan?

S4P1:

Yes the strategic plan need to be finalised now in order to do the budget accordingly.

O:

Which methods does management use to conduct the actual measurements and how do they use this information?

S4P1:

We have now expected very pertinently from every head of department to report, in detail on the June examination marks. It was about the averages and the report is based on each teacher's number of learners, averages, failures and distinctions. For example: what is the plan of action if there is a big group of failures in a specific subject.

A lot of usable information is coming from this. For example: 6 Teachers teach Afrikaans to the Grade 12 learners, but the failures are only from 3 of them. Now it should be investigated, whether the fault lies with the teacher or whether certain combinations of learners are weaker than others. The head of department now takes it further during a subject meeting and discusses this information. Every teacher now needs to end up with a plan of action.

O:

Do you review the outcomes of these plans afterwards?

S4P1:

No not really.

O:

Is there a policy document or something in writing?

S4P1

No, but it mainly appears in minutes and sometimes the principal just verbally asked the heads of departments to do so.

O:

This is now in the academic field. What about sports and other departments?

S4P2:

Yes, it should be pulled through to the other departments. Sports for example has review meetings at the end of each season. Looking at what was good this season and what are our goals for next year.

S4P1:

So it is an ongoing thing, you should look at every activity to decide what to do next time to do better. The previous year is your measuring instrument. What did you achieve and what are we going to do this year. Every single thing like I said, we must go from "Good to Great".

O:

There is usually a race between schools for more learners. Do you monitor your numbers and is it also one of your criteria?

S4P1:

We have decided that we do not want to increase our numbers. Our numbers are too much. We do not want to be more than 1800. We want to move to "Great" and don't want to chase learner numbers.

O:

How does management communicate information to stakeholders and which information in terms of performance is communicated?

S4P1:

Our new movement in respect of the IQMS is to link new and better measures to the criteria. I believe we will need to discuss it with the staff when it is completed, because it is something in addition to the IQMS system. They will have to be aware that there might be other things that will be expected from them in order to qualify for additional compensation. We will go in consultation with the staff.

O:

And with respect to the other system in planning?

S4P1:

We want to make sure that staff buys into this idea of “Good to Great”. We have communicated the idea to them, but at that time, people did not really know what they needed to do to go from “Good to Great”. They wanted more measurable examples. So we had more communication, where the chair person of the governing body came to speak to them. Now they understand it better. Communication remains one of the most important aspects. I feel we can still talk more to the staff so that they buy into the story.

O:

What about communication with parents?

S4P1:

Parents receive a newsletter with results and achievements on a weekly basis. Furthermore, on each occasion when parents come together we discuss plans, targets, achievements, etc.

Most information in terms of strategic planning is usually discussed once a year at the annual general meetings with parents, where the budget is approved. During this meeting we have an entire briefing on what were the achievements this year in all areas and where we want to go next year. Then they understand the budget and they can see it's linked to our goals.

O:

So you say parents do buy into this whole plan?

S4P2:

Parents want us to go from “Good to Great”, but the moment it involves money they disagree.

O:

How does management motivate stakeholders to improve performance and to work towards targets?

S4P1:

We have additional compensation for which we apply from the department under section 38A and it is granted to us every year. Staff members receive additional remuneration for extra duties. For example: If you're a head of grade and this activity goes on throughout the year you receive additional compensation that serves as a form of motivation. Otherwise you don't get people willing to do the extra work. Sport people receive it for every coaching session. The fact that they have 3 afternoons a week that take extra time for coaching they may claim. So there are definitely incentives in terms of compensation for extra work.

S4P2:

So the guy who says he doesn't want to coach any sport or he just wants to do the minimum will still get a salary, but does not qualify for additional compensation.

O:

Is this compensation based on time?

S4P2:

Yes.

O:

What about compensation to staff for academic achievements?

S4P1:

No, at the moment we don't have anything. It is very difficult to measure academia, because students don't have the same abilities. We are starting now to distinguish between the extracurricular compensation. Next year. In other words, if you have a proven track record and you get a 1st team, then you will be paid more practice sessions than the guy who only has a 5th team to coach. We have a separate finance committee now that will come together and attempt to link performance to it, but we have not done it yet.

S4P2:

We are definitely looking at a sliding scale for the future whereby people can be compensated on a more measurable basis. At the moment incentives are linked to time or sessions and not to performance.

O:

Do you have an official policy regarding additional compensation?

S4P1:

No we do not have a policy, but it is in a process of rounding off and is continuously reviewed. No we don't have a formal system. Sometimes it happens that we come up with plans but it stays plans and it never gets implemented.

O:

What about motivation of learners?

S4P1:

We have the usual prize giving ceremony that occurs in all schools and it is usually a good motivation for the moderate and strong learners. The weaker learners remain a problem.

Learners also receive tickets for attending activities and thereby get credit points. By doing this we can reward the children with a day off. Like this year we took all those learners with buses to a resort where they enjoyed the day. Children know when they have performed in whatever area, there might be some compensation.

O:

Where did this initiative come from?

S4P1:

It was the governing body. We have a very functional governing body. They are high profile business people.

O:

How long is the current performance management or measurement systems already in use and how often does management review it?

S4P1:

We have been using the IQMS system since it was made compulsory by the education department. As for the other things we have been using some for quite a while. The “Good to Great” policy, as I said started last year. We do not really have a formal system of our own and not a fixed policy for the assessment or review of it. Maybe it will still follow.

O:

Thank you for your time and willingness to participate in my research project. I appreciate it.

Interviews 6

Title of study: **The application of performance management in Section 21 secondary schools in Tshwane**

Date: 18 September 2012

Time: 9:30

Venue: Principals' office

School 5, Participant 1 (S5P1); Participant 2 (S5P2); Interviewer (O)

O:

For the record, can you please confirm your current position and the number of years in this position?

S5P1:

I am the principal for the past 9 years.

S5P2:

I am chairman of the governing body's finance committee for almost 4 years.

O:

Which performance management or measurement system is used in the school and for which areas does it apply?

S5P1:

About 9 years ago we started to design our own system. We call it the Total Excellence system. We would like staff to perform excellently.

We initially used the IQMS system because it is, in any case required by the department. We said "let's use it for our purposes." We used it to evaluate teachers and from there used a formula to determine what amount we should give each teacher. It also obviously depends on what money is available.

S5P2:

We then found the IQMS and Whole-school evaluation system is not really working for us or the way we would like to use it. It's not sufficient.

S5P1:

Just maybe a comment about IQMS: My specific problem with IQMS is that if I take my worst teacher in the school and my teacher with the worst metering, with 60%. That worst teacher of mine might be 20% better than the best possible teacher in a township school. That best teacher in the township school gets 80% for IQMS and my teacher gets 60%.

This means that teacher who is actually 20% lower than my teacher gets money. The 1% increase and mine does not get it. That's why I say I think it does not work. One cannot compare teachers nationally. You can't compare a guy from a township school who does no coaching to a guy coaching 13 sport disciplines. We do the IQMS because we have to, but it's negatively experienced by the staff and I would like to know how many staff members across the country do not get the 1% increase. It's precisely the problem. It is linked to money and therefore made sure everyone gets it at schools. This means that the goal is missed and the system does not contribute to better performance.

Therefore we wrote a performance measurement system for our school. We said we want to measure 2 things. First, we want to measure the school. This includes: academia, sport, culture and finance but also personnel satisfaction, parent satisfaction and student satisfaction. Secondly we also want to measure each individual member of the school's staff and process the points according to certain percentages and weight in order to allocate bonuses.

S5P2:

We also created a few extra promotion positions within the school. It helps to attract people to the school and to encourage people who work hard. These people are also remunerated extra on a monthly basis. It is in many cases not much, but at least something to motivate them.

S5P1:

Yes. We do this for two reasons: To attract people and to keep highflyers. A good staff member will move to another school, but if we pay extra it will encourage them to stay. For this extra compensation we annually sought permission at the

department and it was never a problem in the past 9 years. This is therefore extra compensation to serve as extra motivation for the extra workload and responsibility. It is paid monthly. So that's our other model.

S5P2:

Then we also do the department's whole school evaluation. We complete the forms and sent them.

S5P1:

Our systems already contain all the aspects and we already cover everything.

S5P2:

Yes, our systems are much more complete and we only see this as compulsory and controlled by the department. To us it is not adequate.

O:

In your opinion, which significant benefits has the school gained to date from the application of these methods?

S5P2:

It's obvious and self-evident.

S5P1:

We are one of the leading schools in Tshwane and also in the country. Our achievements speak for themselves and we have the best staff. It's all thanks to good management where our Total Excellence System plays a central role.

O:

How did the school design the performance management or measurement system?

S5P1:

Initially I set up a thing and wrote something for an excellence bonus. It changed and improved every year and we tried to put something better in place. Then we had the advantage that our previous governing body chairman was the CEO of a company that did have performance measurement systems in place. We used

many of their ideas and adapted it to suit our circumstances. One can definitely use the systems from the corporate world and customise it to fit a school.

S5P2:

At a school we seek to maximise performance at all levels. The input return needs to be measured on performance. The only way to measure it is to set goals and see how close we can come to the goals.

S5P1:

Very important of any system in use, is that it must be transparent. If you do things in secret you might get many questions about how I was measured or how others were measured. The system also makes provision for the guys to measure themselves. In a meeting with senior management, the measurements are discussed with the relevant person. We then change the points when it is too high or too low and discuss it with the guys.

O:

Which methods does management use to conduct the actual measurements and how do they use this information?

S5P1:

As I said, we measure two things - the school and each staff member and we measure within a few things. We measure academia, sport, culture and finance and we measure staff satisfaction, parent satisfaction and student satisfaction. For the measurement of satisfaction we send out questionnaires to be completed and returned. It counts 5% each and then the academia counts most. It counts 30%. Culture counts 15%, sport contributes 15% and finance 25%. It adds up to 100%.

Last year parents - I think were 91% satisfied, children were 92% and staff satisfaction was 90%. So we can compare pre-established goals with previous years.

We asked specific but simple questions in the questionnaire, like:

- Is your child a happy child at school?
- Do your child's things get stolen at school?
- Are the school facilities adequate?
- There are also a lot of academic questions

S5P2:

We also examine the information on the questionnaires in order to detect and fix problems. If we say that parents say children's things get stolen and there are 60% of parents feeling like that, we pay attention to the problem. We use the information not only for the measurement of staff, but also to see where we can improve.

O:

Ok, but how does the individual points and measuring of staff works?

S5P1:

As principal, my measurement is determined by using 100% of the school's measurement, because I have to manage the school. 100% of my school measurement is the school's measurement. The deputy's measurement is 80% school and 20% self-measurement. Heads of Departments are measured 60% school and 40% self. We also have deputy Heads of Department (somewhat higher than post level one teachers). They are 50% school and 50% self. Teachers and admin ladies are 40% school and 60% self. This goes down to field workers 20% school and 80% self. They also get a measurement of the school, because the maintenance of the premises might determine whether a parent brings the child to our school or not. Everyone is measured. The reason for that is, if you measure the school and the individual you ensure that every guy doesn't run in his own direction.

S5P2:

The disadvantage for our system, but the benefit to the individual is that you can get a guy who does not necessarily contribute 100%, but the school is doing very well. So he can still get a good bonus because the school does well and improves his point. What we found, what happens now is that the guy who doesn't perform is addressed by the others, because he makes the school's performance poor.

S5P1:

We try to be transparent that guys can see exactly what and how it's done. If a shortcoming is identified it is addressed.

We also measure finance because nothing can be done without money. So there are 22 budget lines and there are a few lines where we can try to save. Then we always try to get course sponsors. When we get sponsors for a sporting event we don't need to use the sports budget and we can save. We also have large fundraising projects twice a year and this money is also used for performance bonuses. So the harder staff members motivate learners and parents, the more money is raised and the more bonuses can be paid. This is the short and long of what we do.

S5P2:

This is our system. We measure the school according to guidelines set each year. We have minimum targets, middle targets and stretch targets. We set goals and determine it ahead of time.

S5P1:

We measure our academics using external benchmarks. The only two we can use is Amesa and Conquesta. It is national competitions and helps us to see where the academic standards of our school stand in relation to other schools. We now also write the ANA tests - Annual National Assessment. We have not used it as a measure in the past, because the standard is not necessarily that good. We also write international competitions from time to time and get the tests from Australia or America. We also see some eastern countries - mostly for mathematics as well.

Last year and this year our goals were: Minimum objective somewhere between 7th and 10th place in the competition. The multiple objective was between 4th and 6th place and the stretch objective between 1st and 3rd places.

We measure Sport two ways. We measure participation and performance. This means we must also focus on B and C teams and not just A teams. We measure number of children who participate. For a minimum target 50% of the school's learners must participate in sport, for a multiple target 60% and a stretch target 70%. Achievements in sport and culture are also measured by using the different competitions and positions of teams to set targets and measure performance.

S5P2:

Financial performance is measured by looking at the bank balance at the end of the year. We also set the three different targets. Bonuses are paid in April based on the previous year's achievements. So the school's performance for the full year, January to December is taken into account. Staff members who leave school still qualify and money is still paid to them, wherever they are.

This was in terms of school performance. We then determine a point for the school. Questionnaires of parents' satisfaction, learners' satisfaction and staff members' satisfaction are also used and we also have the different targets. We have almost reached the stretch target in everything except sports and culture where we were just below the stretch target.

These objectives are reviewed every year. When all the stretching targets are achieved it will be slightly adjusted. It helps that we do not stagnate.

The school achievements are calculated to a point out of 5 and we got 4.57 out of 5 last year. My point is 100% of the school's measurements and thus 4.57. Then work it back to a formula that took into account the amount available for performance bonuses to finally determine the amount of each person. Amounts are also linked to the staff's salary. The 4.57 means we are in the multi objective range and each person gets a certain percentage of his salary.

Each staff member is also measured. Each individual is also measured on an academic level and then gets himself a mark and the school has a point. Everyone gets an individual point for sport and the school gets a point for sport. It's also true for culture. All these different criteria give a completely worked out total and are calculated according to formulas.

Every guy in the school gets an individual point for academics, sports and culture. The school's point total for academics, sports, culture, finance, parent satisfaction, student satisfaction and staff satisfaction on a percentage basis in consideration with the individual points. Everyone less than 3 points get nothing. This is determined before the time and everyone knows it. It might be that you can get your full salary as a 14th check. That's the concept.

A lot of schools pay coaches per hour, but we don't. I know it happens that you get more money when the team progress further. This sounds right, but it means that guys who incidentally got strong groups go further and get more money, while a guy with weaker groups may work much harder, but get less money.

In many cases, especially with athletics coaching staff, many of the students get private coaching and good performance means more money for that coach. Therefore we measure the school's performance and it contributes to each employee's bonus. We didn't experience any negativity among staff in respect to the performance bonus system.

O:

How does management communicate information to stakeholders and which information in terms of performance are communicated?

S5P1:

This is done in two ways. The governing body communicates the procedures, targets and results to parents. They put it on the school's website and also send letters to parents. We also attach results to the letters. It is furthermore communicated during the annual meeting at the end of the year. The whole presentation of the meeting is also posted on the website.

O:

How does management motivate stakeholders to improve performance and to work towards targets?

S5P1:

Motivation is in the form of performance bonuses for staff and achievement awards during merit evenings for learners. For these awards we have a completely separate policy and system, determined and drafted by a committee. Learners are measured and rewarded in all areas.

O:

How long is the current performance management or measurement systems already in use and how often does management review it?

S5P1:

The concept is now running for 9 years, but the specific model is in use for 3 years without being changed. We are not in any rush to change the model, but the targets are reviewed annually. We have thought and planned that we might change the satisfaction questionnaires a bit. The questions were initially compiled by looking at a few private schools. I think we'll definitely alter some and ask some questions a little bit differently. All the different methods we use are regularly reviewed and changed.

S5P2:

We have a strategy card at school and therefore we all know what the overall strategy is and where we are heading.

S5P1:

At the moment there are no changes to the strategy map and therefore we will not make drastic changes to our measurement model. We did a SWOT analysis and designed a one page strategy map. Everything is aligned on one page. Here our mission, vision, finances, resources, etc. are all aligned with each other. All the separate heads, of sport, culture, academia, human resources etc. must therefore align their strategies with the school's strategy map.

O:

Thank you for participating. It certainly made a huge contribution and was very informative. Good luck with your last part of the year.

4. DECLARATION OF LANGUAGE EDITING

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DECLARATION

I hereby certify that the mini-dissertation (for the degree Magister Commercii) of **NICOLAAS JOHANNES BOOYSE** was properly language edited but without viewing the final version.

Title of dissertation:

**THE APPLICATION OF PERFORMANCE MANAGEMENT IN SECTION 21
SECONDARY SCHOOLS IN TSHWANE**



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06 March 2013