

**A CRITICAL ANALYSIS ON THE EFFECT OF PERFORMANCE
MANAGEMENT PROGRAMMES WITH REGARD TO WHOLE
SCHOOL EVALUATION ON EDUCATORS IN THE MAFIKENG
DISTRICT, NORTH WEST PROVINCE**

BY

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DECLARATION

"I declare that the dissertation for the degree of Master of Business Administration at the University of North West hereby submitted, has not been previously submitted by me for a degree at this or any other University, that it is my own work in design and execution and that all materials contained herein have been duly acknowledged".



GEETHA JOSE

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ABSTRACT

Assuring quality of the education is the overriding role of the Ministry of Education. The new adopted model for Whole School Evaluation is different from the previous school inspection system carried out in South Africa under the apartheid regime. Accountability is the cornerstone of all the programmes that are aimed at improving the quality of learning and teaching in our schools. It is therefore important to evaluate whether or not our efforts have an impact in the schools. It is against this background that the monitoring and evaluation became a reality and a necessity. Accountability is anchored by monitoring and evaluation.

Formerly it was assumed that the systems would work without any monitoring and evaluation process. But the dawn of democracy dictated that monitoring and evaluation process is a clear reality and an integral part of any programme.

This research project looks into the effectiveness of the performance management programmes with regard to Whole School Evaluation to the educators in the Mafikeng District of the North West Province. Some of the issues discussed in this research are

- ◆ How effective is this programme in building up the school education system as a whole?
- ◆ Are there any problems encountered in the proper implementation process?
- ◆ Is this programme functional?

The findings suggest that evaluation is an integral part of the education system that can build an educator if applied in the right way.

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CHAPTER 1

ORIENTATION

1.1 INTRODUCTION

The idea of performance management is far from new. It has long been recognised that performance needs to be managed, whether it is at the organisational level, individual level or at any level in between.

Performance management is a broad term that has come to stand for the set of practices through which work is defined and reviewed, capabilities are developed, and rewards are distributed in organizations. It may encompass goal setting, worker selection and placement, performance appraisal, compensation, training and development and career management.

Performance management comprises of three main processes:

- ◆ Planning
- ◆ Improving
- ◆ Reviewing (Bredrup,1995).

Performance planning: is concerned with such activities as formulating the organisation's vision and strategy and defining what is meant by performance.

Performance improvement: takes a process perspective: that is, including activities such as business process re-engineering, continuous process improvement, benchmarking, and Total Quality Management.

Performance review: embraces performance measurement and evaluation.

There are many factors, which influence the introduction of performance management (Williams,1999;2-9):

◆ **Market conditions:**

Many businesses have become global and as a result, success requires much higher levels of performance. Three core areas of the business are subject to these new performance standards: the quality of goods and the service provided, the cost at which they are produced, and the speed with which the producers innovate and get new products and services in the market (Lawler 1995: 52).

In some sectors, new market conditions have been created, particularly in the public sector. Examples of this can be seen amongst the schools, hospitals and other units within the health services. All this has led to a much sharper focus on the public sector on performance and performance management.

◆ **Technological developments:**

This form parts of performance management and is regarded as one of the tools for managing performance. Pfeffer (1994) has identified product and process

technology as one of the traditional bases of competitive success. Technology, especially Information Technology, has been, in many cases, a solution to a performance problem to gain competitive advantage. Automation, Computer Aided Design (CAD), Just in Time (JIT), and lean production can be cited as a few examples.

◆ **Organisational restructuring:**

This also plays a part in performance management. There are different forms of restructuring taking place within the organisational settings such as de-layering, downsizing, flexibility, high performance work systems, and team working. These developments are seen in both private and public sector (Storney & Sisson, 1993; 80).

◆ **Government policies**

This is yet another factor that has an impact on public sector. Changes in legislature - local management of schools (LMS) care in the community and many others - have already affected service provision and will continue to do so.

◆ **Performance appraisal**

Another factor influencing performance management is the claim that performance appraisal is deficient as a tool for managing employee performance. Performance appraisal:

- ◆ Confounds people with the system

- ◆ Destroys teamwork
- ◆ Fosters mediocrity
- ◆ Focuses on the short term
- ◆ Increases variability
- ◆ Destroys self-esteem, demotivates, builds fear, and lowers productivity (Spangenburg, 1994; 9-11).

Performance management may be seen as a reaction against performance appraisal. The policies and practices of organisations have responded in many different ways to the sorts and pressures of appraisal. So it is clear that there is no single approach to performance management.

1.2. BACKGROUND TO THE STUDY

The National Education Department of South Africa has introduced many performance management programmes. It is indeed one of the priorities of the new government to improve the efficiency of its employees in performing their educational activities, especially within the teaching and learning process. Some of the programmes that are newly introduced are the Quality Learning Project (QLP), Whole School Evaluation (WSE), and Systemic Evaluation (SE).

For many years there has been no natural system for evaluating the performance of schools and as such, there are no comprehensive data on the quality of teaching and

learning, or on the educational standards achieved in the system. As a result, the national policy for Whole School Evaluation is being introduced.

The national policy of Whole School Evaluation has been designed to ensure that school evaluation is carried out according to an agreed national model. It sets out the legal basis for school evaluation, its purpose, what is to be evaluated and who can carry out the evaluation. The policy indicates ways in which very good schools should be recognized, and under-performing schools supported. It is aimed at improving the overall quality of education of South African schools. It also seeks to ensure that all children are given equal opportunities to make the best use of their capabilities.

As a process, WSE is meant to be supportive and developmental. It will not be used as a coercive measure and its purpose is to facilitate improvement of school performance through approaches characterised by partnership collaboration, mentoring and guidance.

WSE is the cornerstone of the quality assurance system in schools in South Africa. At this point in time, the researcher feels that it is appropriate to investigate the extent to which these new programmes may bring about quality assurance and performance of the educators/ education system in general.

1.3 DEFINITION OF TERMS

1.3.1 Performance

Performance is the result of the application of intellectual and / or physical capability of an individual to produce outputs. It is defined as the record of outcomes produced on a specified job function or activity during a specified period of time period (Bernardin, 1995; 470-1).

1.3.2 Productivity

Productivity has been used as synonym for output, efficiency, motivation, individual performance, organizational effectiveness, production, profitability, cost effectiveness, competitiveness and work quality. It may be used in the context of an individual or a group, such as organizational units, entire organizations, industries and even nations (Pritchard, 1995; 448).

1.3.3 Evaluation

Evaluation is defined as a structured process through which judgements are reached about the quality of provision offered to learners and the benefits those learners gain, be an academic attainment or personal and social development. It is also a process in which the good work of a school can be affirmed and recommendations can be made to help the school to improve. So evaluation is more than inspection and more than an audit. (Dillon, 2001;2)

1.3.4 Secondary school

According to the South African education system, a secondary school refers to a post primary school that makes provision for Grade 7 up to and including Grade 12 classes.

1.3.5 Educator

An educator is a single individual who, in a formal school situation faces groups of learners with the intention of making them acquire knowledge or skills. Educator is the new term used in the schooling system as opposed to the term 'teacher'.

1.3.6 Learner

An individual who comes to school to gain knowledge or skills, and whose response indicates whether positive, negative or no learning takes place. In everyday language, this individual is a pupil or learner in educational institutions.

1.3.7 Mafikeng Educational District

This is an educational district in the North West province of South Africa. This district has five circuits (sub-divisions of the district for administrative purposes) which are Mmabatho, Stadt, Montshioa, Botshabelo, and Makgobistad, with 27 High Schools. This district has a population around 20,000. This is partially an urban, but mostly rural district, with minimum educational facilities in the peripheral areas. Its major towns are Mmabatho and Mafikeng. This is one of the twelve educational constituencies into which the North West has been divided.

1.4 PURPOSE OF THE STUDY

The purpose of the research is to investigate the effects of performance management programmes in the performance of educators, and to identify some of the crucial factors associated with the programmes that enable this evaluation to take place.

In search for answers that would help achieve the stated aim, the following supplementary key questions were posed:

- ◆ Which areas of performance are improved due to the induction of management programmes?
- ◆ Do these performance management programmes improve the eroded culture of learning and teaching in the schools?

1.5 SIGNIFICANCE OF THE STUDY

The performance management systems provide holistic frameworks which facilitates the employment and integration of some of its initiatives such as job evaluation, parallel progression, and Work Improvement Teams (WITS). This system promotes a new focus and emphasis on performance and results, enhanced quality service delivery and public satisfaction. It does not disrupt the present management structures, but rather it builds on them. It equips the Ministry executives and management with more discipline tools to manage and enhance performance in their organisations.

Performance management programmes are necessary:

- ◆ because of perceived general wastage of resources and inefficiency in managing these resources
- ◆ lack of proper planning and management of funds have led to incompleteness of key projects
- ◆ no strategic plans, key goals and objectives have been in place
- ◆ very little information on performance and strategic obligations has been available
- ◆ lack of confidence in the public service and the government by the nation, who views both as ineffective and inefficient i.e. tax payers are not getting their money's worth.

Government has long been worried about the situation in the public sector and has conducted many investigations to see what steps can be taken to rectify matters. One of the recommendations has been to introduce the new performance management programmes such as Whole School Evaluation, Quality Learning Project and Systemic Evaluation.

Under these circumstances, this study is important on a number of levels. The new performance management programmes are being introduced in the public service:

- ◆ to ensure public service delivers on set and agreed plans
- ◆ to improve and sustain productivity at all levels

- ◆ to inculcate a culture of performance, accountability and focus on results or outputs.

1.6. SCOPE OF THE STUDY

This research is limited to the schools in the Mafikeng district. Interviews were conducted with the principals and educators in order to obtain their views on the new programmes implemented. Some of the circuit managers were also interviewed to determine their opinions with regard to this issue. Due to the small sample used in this study, it may not be representative of the effects of performance management programmes on schools in the North West province as a whole

1.7. PLAN OF THE STUDY

The structure of this report is as follows:

In Chapter one, the background of the research topic, the purpose, the importance and limitations of the study is presented.

Chapter two focuses on the issues related to a literature study of performance management programmes and their significance towards the improvement of the performance of employees.

Chapter three discusses problem definition and management questions.

Chapter four contains the research design.

Chapter five will outline the results and interpretation thereof.

In Chapter six conclusions will be drawn and recommendations will be made.

CHAPTER TWO

LITERATURE REVIEW AND THEORETICAL FRAMEWORK

2.1 INTRODUCTION

Performance Management is traditionally viewed as an approach to managing people that entails planning employee performance, facilitating the achievement of work related goals, and reviewing the performance as a way of motivating employees to achieve the full potential in line with the organisation's objectives (Spangenberg 1994,xiii).

Performance Management is an ongoing communication process, undertaken in partnership, between an employee and his immediate supervisor that involves establishing clear expectations and understanding about the jobs to be done. It is a system with a number of parts, all of which needs to be included if the performance management system is going to add value to the organisation, managers, and staff (Bacal 1999;3).

Performance Management begins when a job is defined. It ends when an employee leaves the company. Between these points, the following must occur for a working performance management system (Heathfield, 2002):

- ◆ **Develop clear job descriptions:** Job descriptions are the first step in selecting the right person for the job, and setting that person to succeed. It provides a framework so the applicants and new employees understand the expectations for the position.

- ◆ **Select appropriate people with an appropriate selection process:** People have different skills and interests. Jobs have different requirements. Selection is the process of matching the skills and interests of a person to the requirements of a job. Finding a good job “fit” is very important. Use a selection that maximises input from potential co-workers and the person to whom the position will report.

- ◆ **Negotiate requirements and accomplishment-based performance standards, outcomes and measures:** Why people fail to meet the expectations is that the employees don't know what they are supposed to do.

- ◆ **Provide effective orientation, education, and training:** Before a person can do the best job, he or she must have the information necessary to perform. This includes job related, position-related and company-related information; an excellent understanding of product and process use and requirements, and complete knowledge about customer needs and requirements.

- ◆ **Provide on-going coaching and feedback:** People need on-going, consistent feedback that addresses both their strengths and weaker areas of their performance. Effective feedback focuses more intensely on helping people build on their

strengths. Feedback is a two-way process that encourages the employee to seek help.

- ◆ **Conduct quarterly performance development discussions:** If supervisors are giving employees frequent feedback and coaching, performance reviews can change from negative, evaluative, one-sided presentations to positive, planning meetings. Held quarterly, employees always know how they are performing and their next goals and challenges.
- ◆ **Design effective compensation and recognition systems that reward people for their contributions:** It is not often not so much about money as it is about the message any reward or recognition sends to an individual about their value. Money has become a metaphor for value.
- ◆ **Provide promotional/career development opportunities for staff:** The supervisor plays a key role in helping staff develop their potential. Growth goals, changing and challenging job assignments and responsibilities, and cross training contribute to the development of a more effective staff member. Help to create an environment in which people feel comfortable to experiment and make mistakes
- ◆ **Assist with exit interviews to understand why valued employees leave the organisation:** When a valued person leaves the company, it is necessary to understand why the person is leaving. This feedback will help the company

improve its work environment for people. An improved work environment for people results in the retention of valued staff.

So in a performance management system, all components must be present and working to create value for each employee and the organisation.

2.2 PERFORMANCE MANAGEMENT: A THEORETICAL FOUNDATION

Performance Management (PM) is a systematic and data oriented approach to managing people at work that relies on positive reinforcement as the major way to maximise performance (Daniels, *et al* 1988). It refers to the management of individuals and teams on a frequent and ongoing basis.

Effective Performance Management means: articulating your company's vision and establishing key results, objectives and measure at key business unit levels. It is the fundamental ability to understand and analyse the historical, current and future performance of your business system.

Basic performance management activities include:

- ◆ performance monitoring
- ◆ data collection
- ◆ reporting and trading (unknown author, [www.systems integrations](http://www.systems-integrations.com) 13 Nov 2002)

Advanced functions of Performance management:

- ◆ capacity planning and modeling
- ◆ service level management
- ◆ application management

According to Dr. Aubrey C Daniel, founder of Aubrey Daniel International (ADI): (Daniel; 2000,1) “Performance Management is a way of getting people to do what you want them to do and to like doing it, or as a formal definition, Performance Management is a scientifically based, data oriented management system”.

PM consists of three primary elements

- ◆ measurement
- ◆ feedback
- ◆ positive reinforcement

According to Daniel (2000)) though each of these three elements can exist on its own, all three must be present before having true performance management. In addition they must be implemented systematically and in sequence.

Measurement means the data are collected on employee performance to establish a starting point or baseline. To improve performance, the current performance must be identified. The ultimate reason for measurement is to know whom and when to positively reinforce.

Bititcti *et al* in Amaratunga and Baldry (2002: 217) identify that performance measurement needs to have the following characteristics:

- ◆ being sensitive to changes in the external and internal environment of an organisation
- ◆ reviewing and re-prioritising internal objectives when the changes in the external and internal environment are significant enough
- ◆ deploying the changes to internal objectives and priorities to critical parts of the organisation, thus ensuring alignment at all times and
- ◆ ensuring that gains achieved through improvement programmes are maintained.

According to Amaratunga, & Baldry (2002:218), measurement provides the basis for an organisation to assess how well it is progressing towards the predetermined objectives, helps to identify areas of strengths and weaknesses, and decides on future initiatives, with the goal of improving organisational performance. Measurement is not an end in itself, but a tool for more effective management.

Procurement Executives' Association (1999) defines performance management as: "the use of performance measurement information to effect positive change in organisational culture, systems and processes, by helping to set agreed- upon performance goals, allocating and prioritising resources, informing managers to either confirm or change current policy or programme directions to meet those goals, and sharing results of performance in pursuing those goals".

Organisations, which do not integrate performance measurement and feedback into their management development programmes, tend to experience lower than expected performance improvements and higher dissatisfaction and turnover (Longenecker and Fink in Amaratunga et al 2002:218)

Feedback: the sharing of information with employees on this ongoing data collection is feedback, and its purpose is to permit them to monitor their performance. Performance is the role an employee plays in the operation of a company. If an employee is not performing up to the full capabilities, there is something adversely affecting performance. An employee can become a high performer if properly coached or guided. (Fracaro, 2002:3)

The Four-Step Process in guiding an employee is:

- ◆ Determining motivation
- ◆ Measuring current performance
- ◆ Implementing steps to increase performance
- ◆ Rewarding excellent performance

Supervisors make the mistake of not giving the performance feedback to the average to below average rated employee. A manager or supervisor has to be truthful with an employee without regard to their level of performance.

Feedback must be given back to the employee to readjust their actions to increase performance and also to improve their rating to a higher one. Lack of feedback is not only hindering to the company but also under utilises an employee who could be more productive and even happier.

Positive reinforcement: is the appropriate recognition of improved performance or of behaviour that leads to improvement. This reinforcement must be frequent and must be meaningful. To the employee, What really matters most is that reinforcement is contingent upon performance improvement.

Scientifically based management system refers to a system that is based on laws of human behaviour that have been tested time and again in experimental and applied research in laboratories, universities, hospitals, schools, clinics and business. Times change, people change, but the laws that govern do not.

Performance management therefore provides organisations with the opportunity to refine and improve their development activities. Performance management programmes give feedback based on specifics rather than generalisations and are based on specific objectives derived from the desired outcome of the performance measurement results.

South Africa is a country of profound change on a number of fronts. Organisations will have to come to terms with new political and social dimensions while trying to step up their productivity to compete internationally. The adoption of Performance Management

as a process changes the management culture of a business to one that is more suited to the new environment, which will pay huge dividends in the long run (Spangenberg, 1994; vii).

Spangenberg (1994:vii) states that Performance Management is not another method of conducting a performance review or appraisal. It is a powerful business process to translate and implement strategy through encouraging the culture of an organisation.

Performance appraisal is not performance management (Bacal, 1999:4). According to this author, do not make the mistake of thinking that evaluating or appraising performance is the same thing, as managing performance should not be done. Evaluating performance is but one part of a performance management system. If only performance is evaluated and not the other parts, then the system fails.

According to Spangenberg (1994:xiii), if inadequate people-management skills and organisational issues that impede performance management can be overcome, the system could make a significant contribution to employee and organisational growth and effectiveness. Two initiatives were launched in 1992, at University of Stellenbosch Business School.

- ◆ A survey was conducted of all the problems experienced with Performance Management, as well as all the prerequisites for making the system work

- ◆ A system model of Performance Management, as well as an Organisation Development (OD) implementation plan was developed.

The purpose of the systems model is to serve as a conceptual framework for understanding the Performance Management process and its complexities. It could also serve as framework for testing whether key **inputs, processes and outputs** are taken care of during implementation. It also serves as linkage of Performance Management with other Human Resource and organisational systems (Spangenberg, 1994:xiv)

Inputs include strategic drivers- corporate strategy, leadership, culture, as well as internal stakeholders, that is, management, employees and trade unions.

The **five core management processes** that are interdependent and overlap are:

- ◆ Developing an organisational mission, goals, and strategic capabilities
- ◆ Formulating goals and creating alignment at team and individual levels
- ◆ Designing and redesigning structures
- ◆ Managing performance at organisational, process and team/individual levels and
- ◆ Reviewing performance

Outputs include short-term outcomes such as production, efficiency and employee satisfaction. Longer-term outputs include stabilisation of Performance Management as well as organisational adaptability and development.

2.3. PERFORMANCE IN ORGANISATIONS

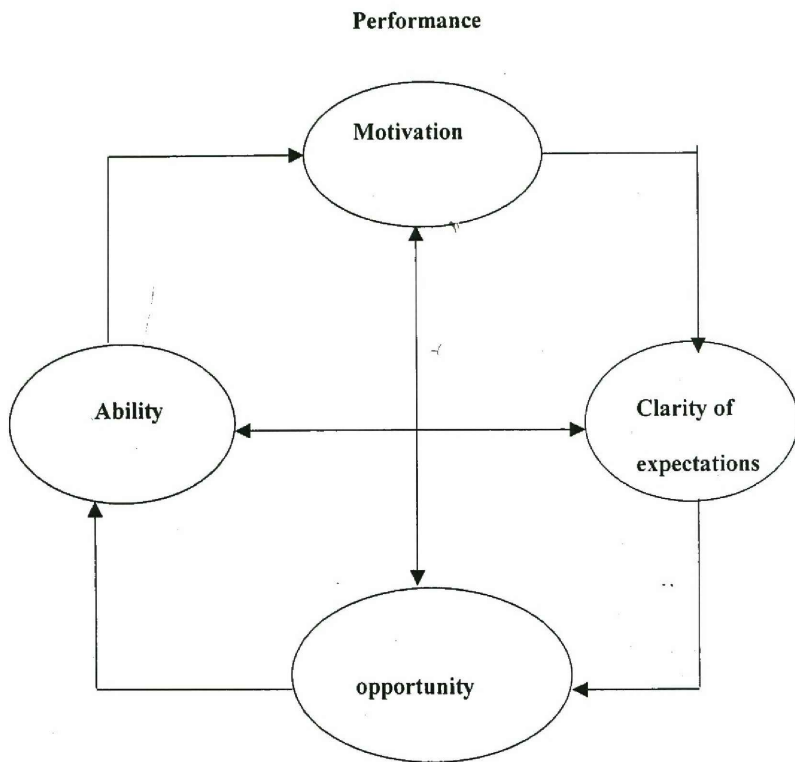


Figure 2.1: The Four Variables of Performance (Allen,2000:7)

According to Allen (2000:8) the four variables of performance are:

- ◆ Ability
- ◆ Motivation
- ◆ Clarity of expectations
- ◆ Opportunity

The diagram in Figure 2.1; p.21 represents an interaction between these variables.

2.3.1 Ability

It is what a person knows and *can do* if he or she so chooses. It comprises aptitude interacting with learning. Aptitude describes a person's natural tendency or inclination to learn or understand (Webster's New Word Dictionary,1994). A well known American philosopher identified four general methods of knowing:

- ◆ The method of tenacity: which is based on a person holding on to a belief, or tradition because he "knows" it to be true, has always known to be true, and will often cling to this "knowledge" even when faced with conflicting facts.
- ◆ The method of authority: This is the knowledge acquired from an authoritative source
- ◆ A priori method or method of intuition: This may based on reasoning and not necessarily on experience. What is reasonable to one person may not be reasonable to another person.
- ◆ The method of science: This method starts with a theory- a stated relationship between and among variables. The power of theory is in its ability to both explain and predict phenomena (Kerlinger,1973:5)

2.3.2 Motivation

It is what a person will do. Ability is of no use if the person is not willing to apply it. Drucker ((1974:456) has indicated that it is the job of the manager to get extraordinary performance out of the ordinary people. The reason for this is that most people are

ordinary. The major theories of motivation are categorised as content and process. A content theory of motivation states a relationship between some inner need or drive that accounts for a person putting forth effort. Process theory of motivation hold that there is a process that involves something that energises a person.

2.3.3 Clarity of expectations

It provides the directions for what is to be done. In organisations it is the planning process that provides the direction. This variable requires a thorough understanding of strengths and weaknesses within an organisation, as well as the opportunities and threats that are present in the external environment.

2.3.4 Opportunity

A person must be provided with the opportunity to perform. At its most basic level, this relates to workplace free of discrimination and stereotyping. Opportunity concerns the allocation of resources. If there is a shortage of allocated resources in relationship to expected achievements, the individuals affected are being deprived of the opportunity to perform.

2.4. TYPES OF PERFORMANCE MEASURES

According to Cascio (1978:42) (as a classic model) performance measures can be classified into two general types: *objective* and *subjective*.

2.4.1 Objective Measures

This type includes production data as well as personnel data. These variables define the goals of the organisation, but this often suffers from various obvious weaknesses. The worst of these weaknesses are performance unreliability and modification of performance by situational characteristics. The objective measures judge an individual's performance, not factors beyond his or her control. It also does not focus on behaviour but on the outcomes or results of behaviour. Of course, there will be some degree of overlap between behaviour and results, but the two are quantitatively different (Levinson, 1976:54).

In summary, objective measures of performance might be intuitively attractive, the theoretical and practical limitations often make them unsuitable. They are however useful when used as supplements to supervisory judgements, correlation between objective and subjective measures are often low (Cascio & Valenzi, 1978; 27 & 307), and then used as bases for personnel decisions, the combination of such measures may be weighed differently for different ethnic groups (Bass & Turner, 1973; 57 & 101).

2.4.2 Subjective Measures

Subjective measures are dependent upon human judgement, they are prone to certain kinds of errors associated to the rating process. To be useful, they must be based on a careful analysis of the behaviours viewed as necessary and important for effective job performance.

Also subjective measures of performance may be relative (in which comparisons are made among a group of ratees) or absolute (in which a ratee is described without reference to others). Regardless of their form, however, subjective performance appraisals frequently suffer from various behavioural barriers, which limit their effectiveness.

2.5 THE PERFORMANCE MANAGEMENT MODEL

The performance management model is a systems- based approach to cultivating the achievement culture in any economic entity by linking primary objectives to the secondary ones. The model pinpoints appropriate performance measures of output from the customer viewpoint (OCED 1993). The performance management model is in place when there is a strong linkage between primary and secondary objectives and also between strategic plans and performance measures (Horton & Famham in Mwita 2000:19).

PM model is defined as a systematic, data-oriented approach to managing people at work that relies on positive reinforcement as the major way of optimising performance (Daniels in Mwita, 2000:23). It is a value adding process of organisational performance (Slater in Mwita 2000:24) The PM model provides an important integrating framework, both academically and practically, to focus on optimisation of customer service level. There is a need to link PM systems design with issues of policy, strategy, operations, assessments and information systems. The PM model reflects and correlates the aims of an organisation and the plans that have been developed to achieve those aims. The PM

model goes even beyond the traditional boundaries of pure management and integrates with management accounting in various dimensions. The effectiveness of performance management model depends on the extent to which market conditions triumph in the countries, especially developing countries. The developing countries must learn from the veteran countries like United Kingdom (Mwita ,2000:26)

2.5.1 Techniques of Performance Management

There are various techniques to the performance management model. Some of the techniques in the performance management are:

- ◆ ABC model of behavioural change
- ◆ Balance Scorecard Approach (BSA)
- ◆ Economic Value Added (EVA)
- ◆ 360° Degree Feedback
- ◆ Management By Objectives (MBO)
- ◆ Developing Behaviourally Anchored Rating Scales (BARS)
- ◆ Systems Analysis (SA)

2.5.1.1 ABC Model of Behavioural Change (Ayers, 1995)

This model is composed by three elements: *Antecedents*, *Behaviour* and *Consequences*. ABC model is an instrument that helps to understand the forces that drive human behaviour.

Antecedents

Daniels in (Mwita, 2000:21) describes an antecedent to be a person, place, thing, or event coming before behaviour. It is an important part of the ABC model to get behaviour started. It prompts you to take action. The characteristics of antecedents are:

- ◆ Must always come before the behaviour
- ◆ Communicate information
- ◆ Work because they have been paired with consequences
- ◆ Consequences may also be antecedents
- ◆ Antecedents without consequences have short term effects

Examples of antecedents include polices, goals, directives, announcements, objectives, incentives, packages, standards, rules, regulations, meeting, etc.

Daniels in (Mwita; 2000:21) recommends 3 most powerful classes of antecedents:

- ◆ Those that clearly describe expectations and desired performance
- ◆ Those that have a history of being associated with a specific consequence
- ◆ Behaviours occurring just prior to the desired performance

Behaviours

It is what you see if you observe someone working – a pinpoint (Ayers, 1995). A pinpoint is a specific description of performance that refers to any action of a person or an outcome, the performer produces (Daniels in Mwita 2000:22).

Without behaviour, there is no production. If an organisation has not pinpointed the desired behaviours from the beginning of the performance process, it will be impossible to objectively measure and determine whether the changes in the results are performer produced or system produced. Whatever we do or have to be done, certain patterns of behaviour are involved.

Consequences

These are events that follow behaviours. Consequences affect behaviour in one or two ways. They either increase or decrease it. It is a powerful instrument for managers to use. It is also an instrument that is not used as frequently as it should or in a wrong way. There are four behavioural consequences: two increase behaviour and two decrease it (Daniels in Mwita 2000:23).

Consequences that increase behaviours are:

- ◆ Positive reinforcement; that is, getting something you want
- ◆ Negative reinforcement; that is, avoiding something you don't want

Consequences that decrease behaviour is:

- ◆ getting something you don't want – called punishment
- ◆ failure to get something that you do want – called extinction

2.5.1.2 Balance Scorecard (Kaplan and Norton 1992)

This is an extended model of the well-known management by objective (MBO) model. Balance scorecard (BSC) is a management model, which is used to translate an organisation's mission and strategy into a comprehensive set of measures that, provides

the framework of a strategic measurement and management system (Kaplan & Norton in Johnsen 2001:322). There are four different scorecards in the BSC system: *financial; customers; internal business process* and *learning and growth*.

The three elements of the Balance Scorecard are:

- ◆ formulation of goals
- ◆ employee and middle management participation in the goal formulating process
- ◆ feedback of results

The BSC has retained the emphasis on achieving financial objectives, focusing of marketing and customers, and pursuing innovations. Its measurement system has a balance between financial versus non-financial; internal versus external; short-run versus long-run performance drives.

According to Johnsen (2001:322), BSC can work in public management also. The BSC presents interesting options to widespread management problems as strategy and policy implementation and organisational control and accountability. It has three main managerial applications. Firstly, it is a versatile tool for developing, discussing and selecting the most decision relevant performance indicators in complex organisations as political institutions.

Secondly, BSC provides a practical approach the basic premise in information economics: the benefit of information should exceed costs. It is achieved by discarding a few performance indicators, leaving only the few performance indicators for the four measurement areas. This procedure could be very valuable for both managers and auditors because it reduces the number of performance indicators and the potential problem of proliferation and hence information overload.

The third managerial application is educating busy stakeholders, managers and employees in complex organisations.

Thus the three managerial applications such as providing decision relevance; reducing performance indicator proliferation and educating users are very important issues for implementing legitimate stakeholder decisions in management (Johnsen,2001:326).

2.5.1.3 Systems Analysis (SA) (Skidmore 1994; Burch 1992)

Systems analysis is described as the organised step by step of detailed procedures for the collection, manipulation and evaluation of data about an organisation for the purpose not only for determining what must be done, but also to improve the functionality of the system (Skidmore in Mwita,2000:23).

The performance management model is systematic in approach and managers can adopt the principles of SAT (System Analysis Theory) to link primary and secondary objectives of an organisation (Burch in Mwita,2000:23). SAT is comprehensive by taking into

account many of the variables that affect day-to-day functioning of the entity. SAT is holistic in nature and Public Sector Organisation (PSO) can also adopt its philosophy.

2.5.1.4 360° Feedback

360° feedback have gained popularity as a PM and career development tool in contemporary organisations. 360° feedback is a multi performance appraisal (McCarthy & Garavan,2001;5). Coates in (McCarthy et al, 2001;5) claims that multi-source appraisal becomes popular on the corporate scene only in the 1980s and at the time was mostly used as an executive development tool.

Performance feedback plays an important role in numerous organisational activities such as career development, motivation, job satisfaction, and PM. 360° or multi rater feedback is one of the vehicles that is used to facilitate performance feedback and therefore deserves attention at an academic and practitioner level.

360° feedback is a performance appraisal approach that relies on the input of an employee's superiors, colleagues, subordinates, sometimes customers, suppliers and spouses (Yukl and Lepsinger 1995, p 45). Jones and Bearley in (McCarthy et al 2001:6) refer to 360° feedback as the practice of gathering and processing multi rater assessments on individuals and feeding back the results to the recipients. Hoffman (1995:82) explains that 360° feedback is an approach that gathers behavioural observations from many layers within the organisation and includes self-assessment.

There are different forms of 360° feedback processes such as:

- ◆ 270° feedback where one source of feedback is omitted such as customer ratings
- ◆ 180° feedback where it is only peers that provide feedback (Peters, 1996:50),
- ◆ Handy et al in McCarthy 2001:7 suggest that some organisation use an extended form of 360° feedback called 540 degree feedback, in which suppliers and external customers are included with other raters.

Total Quality Management (TQM), with its emphasis on quality and customer satisfaction, acted as a driving force in the development of 360° feedback (Grote & Edwards and Ewen in McCarthy et al,2001:7). In striving for quality excellence, 360° feedback acts as a very useful and powerful source of information because with this method, customers and suppliers can provide feedback on various quality dimensions within the organisation.

Another contributing factor is performance appraisal itself. Tornow and London (in McCarthy et al 2001:8) argue that the traditional supervisor rating has been extended to include other raters such as subordinates and peers to develop a fairer and more accurate appraisal system in the organisation.

Another reason for the adoption and popularity of 360° feedback is the increased competition and renewed focus on the customer (Lepsinger and Lucia in McCarthy et al 2001:8). According to Waldman (1998:12), there are also other reasons for the adoption of 360° feedback. One is the provision of feedback to managers about how they are

viewed by subordinates, peers, superiors and customers should prompt positive change in behaviour and performance. Institutional theory is playing an important part in the use of 360° feedback because organisations try to imitate their competitors.

Politics is yet another reason for the adoption of 360° feedback. Implementation of 360° feedback will lead to increased level of trust and communication in the organisation.

2.5.1.5 Management By Objective (MBO)

The MBO model in (Drucker 1954), and (Johnsen 2001:22) is based on three major pillars namely:

- ◆ Formulation of goals
- ◆ Employee and middle management participation in the goal formulating process
- ◆ Feedback results

Edwards and Ewen (1996) highlights that MBO became popular in the 1960s and 1970s. As part of the MBO approach, employees were encouraged to participate in developing work objectives and in evaluating their own performance against these objectives.

There are two dimensions to managing people by objectives: the first deals with a more formal relationship in which responsibilities between superiors and subordinates are clearly defined. The second deals with supervisors' role in removing obstacles to the employees productivity (Lavovitz and Baird)

2.6 FROM PERFORMANCE APPRAISAL TO PERFORMANCE MANAGEMENT

Performance Appraisal is the process by which an individual's work performance is assessed and evaluated. It answers the basic question, "How well has the employee performed during the period of time in question?" (Bacal, 1999:93).

Performance Appraisal is "the process by which organisations establish measures and evaluate individual employees' behaviour and accomplishments for a finite period of time" (De Vries, 1986).

However, Bacal (1999:93) says appraisal is only one part of performance management, not the whole. Performance Management differs from the traditional performance appraisal systems in its contextual positioning in the organisation, and finally in its integrative nature. Performance management also involves planning, diagnosing problems, identifying barriers to performance, and working to develop staff. Appraisal, by itself, will not prevent problems.

Because of many flaws and false assumptions inherent in the performance appraisal process, a paradigm shift is necessary.

2.6.1 Trends in Educator Appraisal

According to Fidler and Cooper (1992: 3) appraisal was first applied in industry and commerce. Stauss (cited in Fidler et al, 1992:4) explains that the process was concerned with the performance of employees as demonstrated by the extent to which they achieved

targets to which they are committed. The philosophy underpinning this approach to appraisal has its origin in early management thinking, in which control was perceived to be one of the most important functions of management. In line with classical management thinking early attempts at educator appraisal are viewed as representing an autocratic philosophy of supervision, where educators were seen as appendages of management and as such were employed to carry out pre-specified duties in accordance with the wishes of management (Sergovianni and Starrat 1998). The atmosphere that prevailed was a boss-subordinate relationship. Rassol (1997), Squelch and Lemmer (1994) and Davidoff and Lazarus (1997:139), described appraisal as being bureaucratic, closed and authoritarian. Davidoff et al (1997:140) believes that one of the weakest areas in education in South Africa has been the appraisal of educators for various reasons. Because evaluation was managed in top-down, hierarchical way, it has been seen as a way of maintaining control and keeping surveillance over teachers.

Resistance to appraisal is not merely a South African phenomenon. As Hoyle (cited in Zynoe 1995:384) remarked, "Teachers anywhere in the world do not like to be evaluated...." However, South African teachers have a particular resistance to and suspicion of being appraised, and with a good reason. In the past evaluation was used as a means of control, and not as a mechanism for development.

Quinlan and Davidoff (1997) explain that inspectors and principals of schools would visit the classes of educators, observe their teaching and fill in a record, which the educator never saw. In this way the Department of Education was able to keep records of

educators. It was a once off event. Educators did not know the criteria used to judge them, or were they given any feedback on strengths and weaknesses. As long as the educator's administrative work and pupil's notebooks were neat and up to date, and the educators delivered a rote learning lesson on that day, they were judged positively. No other criteria were used to evaluate his/her performance (Zynoe 1995:384). This type of evaluation has largely come to be seen as a summative, judgmental exercise to point out the wrong doings of educators and punish them accordingly. Evaluation was also used for promotion purposes and as a tool to judge teachers so that principals and inspectors could have a means of controlling them.

2.6.2 Performance Management in Other Countries:

A brief overview

By examining the position of appraisal in two other countries provides a framework for comparison. In the United States of America, appraisal of educators has undergone different stages. Firstly, in the 1920s, staff appraisal was primarily centered on establishing whether a given teaching style correlated with a desired educational philosophy and psychology, notably those of James and Dewey (Schwab 1990:9). This tendency was gradually replaced by the belief that each educator should develop his or her own particular style and that educators have no obligation to imitate the style of other educators who are considered successful.

The second stage was more concerned with ascribing certain personality traits as being related to excellence in teaching. However, Stenhouse (cited in Smith;1995) criticised

this view by stating that it failed to include autonomy and the ability to scrutinise critically and question one's own teaching.

In the 1960s and 1970s, the emphasis was on generic teaching behaviour that would be effective in all instructional settings. This signalled the growth of a movement of licensing the teachers on the basis of competence and performance rather than the completion of a teacher education programme of an accredited college or university. This development caused the appraisal process to continue along summative lines. Assessment was carried out by a team of experts, using approved methods of appraisal, such as observation schedules and knowledge tests (Turner and Cliff, 1988:10). This is very similar to the system that was mentioned earlier.

In Great Britain, staff appraisal has traditionally been the responsibility of Local Educational Authorities (LEA) and was carried out by a team of local inspectors and advisors who usually have considerable experience in teaching (Turner and Cliff 1988:10). The purpose of the appraisal was to assess the probationary teachers, to advise on appointments and promotions and to look into cases of poor performance. The British schools have also developed a periodic appraisal of individual educators by senior personnel within the school.

2.6.3 South African systems in brief

The position in South Africa has been both similar to, and different from the experience of USA and Britain. One of the most striking differences between South Africa, and the

two countries previously mentioned is the fact that in the latter, appraisal was an initiative of the schools concerned, whereas here, it was state-imposed. As the opposition to the government-imposed rules and regulations grew stronger, the entire appraisal system collapsed and no appraisal took place in South Africa for over a decade. Also, this new appraisal system that is currently in place in this country, has been implemented in the USA as early as 1976. This exemplifies the hugely differing levels of professional maturity of the two countries.

Prior to 1980, it was inspectors and principals who were traditionally responsible for appraisal of teachers at schools in South Africa. Educators felt that management of staff appraisal was top-down, autocratic and politically motivated.

The educators' resistance to the approach to appraisal was taken up by the teacher unions. Widespread dissatisfaction led to a complete rejection of the system by 1990. South African Democratic Teachers Union (SADTU), came to an agreement that they would not allow any education inspectors to their classrooms. But in 1992, SADTU called for a new approach to appraisal and initiated a process of negotiation between teacher organisations and the former Department of Education and Training (DET). The WITS University Education Policy Unit (WITS, EPU) was commissioned by SADTU to develop an alternative form of educator appraisal. On the basis of the decisions taken by all the various stakeholders, the Educational Policy Unit of WITS conducted a pilot study of appraisal system. Though it was approved by all, there were still more negotiations and the Educational Labour Relations Council (ELRC) did not accept the instruments

proposed in the report, on the ground that they were too complex and the educators have not been consulted.

However, the Task Team report in 1997, also concluded that introducing appraisal was highly necessary, stating the following reasons:

- ◆ The presence of an evaluation system will encourage professional development and quality service delivery.
- ◆ Developmental appraisal could facilitate the introduction of Curriculum 2005.
- ◆ It could be a forerunner to performance management, and possibly evaluation.

A new document was finalised in October 1998 and became operational in April 1999. It outlines an approach to appraisal, which emphasises development, transparency and formative evaluation. Bradley (cited in Wragg, Wikeley, Haynes, 1996) conducted research to discover how appraisal is viewed by today's educators. His findings show that of the various stages in the evaluation process, teachers rated the appraisal interview most highly, while classroom evaluation was considered the least important. These findings are indicative of the current thinking and aspirations of today's educators. The task team once again, confirms that the emphasis of any appraisal or evaluation system needs to be on development, as opposed to a judgmental or summative approach. This direction is also in line with current management thinking, which focuses on self-management.

This new approach, suggested by SADTU, WITS EPU, and ELRC, is moving away from a traditional supervisory appraisal system to a more open and transparent system. The

former focused on a single person (or team of people) playing judge, where criteria were not openly discussed, and the findings were used for bureaucratic means. However, the latter system focuses on development. Furthermore, while the old process was a once-off evaluation of teachers, the newly suggested appraisal system would be an ongoing process.

Before, the researcher goes any further to discuss the new approach suggested by SADTU, the concepts of evaluation and appraisal must be carefully distinguished. Educational evaluation is defined by Adelman and Alexander (cited in Hugo 1994:84) as the making of a judgement about the worth and effectiveness of educational intentions, processes and outcomes. However, different institutions and countries all have divergent interpretations of the evaluation processes. This tends to make the meaning attached to the evaluation concepts and procedures confusing.

Quinlan and Davidoff (1997) state that in South Africa, evaluation is seen as a conclusive and criticising exercise used to point out the wrong doings of teachers. Appraisal, on the other hand, is regarded as a formative and positive process, that has the development of teachers as its core concern. Hence, SADTU has suggested that the term 'evaluation' be replaced with the term 'appraisal'.

2.6.4 Developmental Appraisal System (DAS)

The main aim of DAS is to 'facilitate the personal and professional development of educators in order to improve the quality of teaching practice and education management'

(Naude and Bridgraji, 1999:9). The Report of the Task Team on Educational Management Development (1996) made the recommendation that district, provincial and national management structures be designed principally to ensure that the managers of the learning process, the teachers and learners are able to operate as effectively as possible.

The Task Team promotes the concept of self-management so teachers no longer have to wait for instructions or decisions from the government. This means educators have to develop new skills of working, such as being adaptable and responsive to local circumstances. They must have leadership abilities to allow them to interact in teams, as well as interpersonal skills to deal effectively with members of the community. There is, however, a need for a co-ordinator to overlook the appraisal process and ensure that it is implemented as stipulated.

Blaauw (2000: 17) believes that principals should support and work in collaboration with the co-ordinator in this process. The educator's appraisal document (South Africa, 1998) states that the principal need not be the chairperson or co-ordinator solely by virtue of their position. She (Blaauw, 2000:17) feels that there are numerous teachers who have good management and leadership even though they may not be a part of the school's management team. Moreover, appointing a member of staff may change the perceived authoritarianism that has been associated with past appraisal systems.

However, Blaauw (1999:17) says that the appraisal process got off to a slow and bumpy start in this country as a whole. Matlhowa (Provincial Education Convenor, SADTU-Mafikeng Branch, 2002) in an interview claimed that the major problem encountered when trying to launch DAS was that there was insufficient funding provided by the government to implement its objectives. Naude and Bridgraj, (1999:9) in their findings found that educators complained of inadequate training, a shortage of training manuals in schools and a lack of support by district officials. Although DAS is still running currently, the lack of proper financing from the government is hindering its progress.

Empirical studies show that, in practice, much of the dissatisfaction with performance appraisal comes from the ineffectiveness of the system in achieving some of the purposes for which the schemes are established. Studies also indicate that some of the problems of performance measurement are attributable to the flaws in the design, implementation or operation of the performance appraisal schemes in organisations (Mwita, 2000:26).

Any organisation which has quality performance as its aim needs to give priority to evaluating its operations on a continuing process. If the schools have to maintain and enhance quality of the education they offer, then they have to take the matter of evaluation seriously. Schools are no different and it is the wish of all schools to move from the inspection process of the past especially to avoid the pitfalls, and to create a structure that encourages the whole school evaluation and school improvement.

There are ranges of factors that affect the quality of education in the schools. Some of these factors include the nature of teacher training, curriculum and teaching methods, planning of the school, provisioning of the resources and assessment and evaluation of the outcomes for both pupils and the school of the learning process. Quality can be achieved when all the partners share common goals and objectives for the development of the education system and also when positive professional relationships are maintained between the school community and the Inspectorate of the Department of Education. Evaluation has a critical part to play in assisting the development of all aspects of quality in schools. In order to promote a partnership approach to enhancing quality in schools, a process of consultation was initiated with the educational partners to develop a new model of evaluation – the Whole School Evaluation.

2.7 WHOLE SCHOOL EVALUATION- AN ALTERNATIVE APPROACH FROM SOUTH AFRICAN GOVERNMENT

2.7.1 Whole School Evaluation (WSE)

The failure of the previous inspection systems, especially in the light of their inability to make any positive impact on teaching and learning, resulted in a series of government reviews on quality assurance and the ways forward. This resulted in a mandate via the Education Policy Act of 1996.

Assuring quality of education is the overriding goal of the Ministry of Education. For many years there has been no national system of evaluating the performance of schools,

and there is no comprehensive data on the quality of teaching and learning or on the educational standards achieved in the system. As a result, the national policy on WSE is being introduced. The policy on WSE has been designed to ensure that school evaluation is carried out according to an agreed national model, which sets out the legal basis for school evaluation, its purpose, what is to be evaluated and who can carry out evaluations.

2.7.2 The National Policy on WSE

The National Policy on WSE introduces an effective monitoring and evaluation process that is vital to the improvement of quality and standards of performance in schools. This adopted model is different from the previous school inspection system carried out in South Africa, under the apartheid regime. The new policy of WSE prescribes an approach that is built upon interactive and transparent processes.

The processes include the:

- ◆ School self evaluation
- ◆ Ongoing district based support, monitoring and development
- ◆ External evaluation conducted by the supervisory units

The policy places particular emphasis on the need to use objective criteria and performance indicators consistently in the evaluation of schools. Recognising the importance of schools as the place in which the quality of education is ultimately determined is the focus. The focus is primarily on the school as a whole, not simply on individuals and its performance. The multi- sources of evidence that are used will enable valid and reliable judgements to be made. Sound feedback is provided to both schools

and to the decision-makers. Based on the findings, efforts are made to improve the quality and standards of individual and collective performance. The policy complements with other initiatives such as developmental appraisal for educators to improve the work of schools, which make the model less punitive and more supportive.

The policy is aimed at improving the overall quality of education in South African schools. As a process, WSE is meant to be supportive and developmental, rather than punitive and judgmental. Its main purpose is to facilitate improvement of the school performance through approaches, characterised by partnerships, collaboration, mentoring and guidance.

The policy is supported by national guidelines, criteria for evaluation, and instruments that have to be used by trained and accredited supervisors in order to ensure consistency in the evaluation of schools. These provide the means by which schools carry out self-evaluation and so enter into a fruitful dialogue with supervisors and support services. WSE is not an end in itself, but the first step in the process of self-improvement and quality enhancement. The national policy on WSE is designed to achieve the goal of school improvement through a partnership between supervisors, school and support service at one level, and national and provincial governments at another.

WSE is a collaborative and transparent process of making judgements based on evidence of the holistic performance of a school measured against national criteria. School self evaluation is used as the basis of WSE.

Whole School Evaluation framework must be understood as a tool both for the improvement of a school's performance and the more effective accountability of the school system. It is clearly understood that school evaluation models are many and each differs in approach, having both strengths and limitations. The key is the context in which they are applied. This is the challenge for South Africa.

In 2000, the quality Assurance Directorate of Department of Education published the national policy on WSE.

2.7.3 The Aims of the Policy

The aims of the policy were:

- ◆ To establish a system for monitoring and evaluating the quality of school education on a continuous and permanent basis
- ◆ To provide an information-base for policy interventions to improve performance standards in terms of national goals, and
- ◆ To develop methods and indicators for long-term monitoring and evaluation by school, district and supervisory levels to increase the levels of accountability within the system.

According to the Ministry of Education, the national policy on WSE will introduce an “effective monitoring and evaluation process that is vital to the improvement of the quality and standards of performance of schools”.

WSE represents a paradigm shift in educational review and evaluation in South Africa as it includes aspects of self-evaluation, district support and external evaluation conducted by supervisory units. This model is supposed to be less punitive and more supportive and developmental, with a feedback mechanism that enables the schools to agree upon improvement targets and developmental plans. Hopkins *et al* have stated questions concerning the improvement of individual schools only become practical if there are answers that can be supplied and the significant “answer” is that of how to improve schools. WSE like its OFSTED (Office For Standards In Education) role model, heavily relies upon the use of action plans as a key to school improvement strategy, and as Hopkin *et al* have stated “ the jury is still out on the question as to whether such a strategy by itself, can improve the schools.”

The WSE policy states that “the whole school evaluation is the corner stone of the Quality Assurance (QA) system. Paragraph 1.1.2. of the policy states that the national policy on WSE has been designed to ensure that school evaluation is carried out according to an agreed national model. The policy is designed primarily at improving the overall quality of education in South African schools, by monitoring and reporting. The process is designed to be supportive and developmental, and whilst not being a coercive measure, will ensure that the policies are complied with.

It is recognised that school evaluation is not an end in itself, but is the first step in a long process of school improvement and quality enhancement. Unfortunately the document

does not give details of how school based improvement might be attained or how the apparent structures in order to create a WSE process might avoid national, regional, and district conflicts.

The shift in terminology from “inspection” to WSE is important. WSE encapsulates school self-evaluation as well as external evaluation. The focus is on both internal monitoring and external evaluation, i.e. internal or self-evaluation by the school and external evaluation by the supervisory units.

2.7.4 Quality Assurance by WSE

There are two main ways of assuring quality:

- ◆ Self evaluation
- ◆ External evaluation

2.7.4.1 Self evaluation:

It involves taking a closer look at and assessing a school’s practices and outcomes ourselves. In simple terms, the Scottish office (1996:ix) suggests that self-evaluation involves the following questions

- ◆ How are we doing?
- ◆ How do we know?
- ◆ What are we going to do now?

A self-evaluation instrument establishes a number of key performance areas and provides a set of indicators to evaluate these. It can be used to assess the key areas to provide a broad overview of the quality of a school or to focus on a few specific areas only, and it is designed to facilitate school improvement by identifying areas for change and growth.

2.7.4.1 School Improvement

Self evaluation for quality assurance implies that the school does a regular check on match between what it claims and what it actually does. After the evaluation stage, the development planning should follow to direct a school's future action and improve any areas where the match is not good, or where the need for improvement is clearly indicated. After identifying the areas for improvement through self evaluation, it need to establish a strategy for self improvement by identifying specific areas for attention, establishing what actions should be included in a developmental plan, then implementing the plan.

The following questions provide a useful guide for school improvement through developmental planning:

Table 2.1 : A guide to school improvement

<u>Questions</u>	<u>Action to be taken</u>
◆ How well are we doing?	By analysing performance
◆ How do we compare?	By benchmarking
◆ What should we aim to achieve?	By setting goals
◆ What must we do to make it happen?	Identify actions to be taken
◆ What must we stop doing to make it happen?	Identifying negative elements
◆ What must we keep doing?	By affirming positive elements
◆ What do we start doing first?	By setting priorities

2.7.4.2 External verification

We all need external measure of how well we are performing (Scottish office 1996:3). External evaluation helps to safeguard the self-evaluation from bias. There is a need for an external objective check on a school's benchmarking of its performance and identification of its successes and weaknesses. In South Africa, the external evaluation is currently known as "external verification" and those who undertake are known as verifiers, where in other countries they may be called inspectors or supervisors.

2.7.4.2.1 Advantages of external verification

- ◆ Outside perspectives might reveal hidden and unexpected strengths and weaknesses
- ◆ External verification assists with the evaluation of internal judgements. It helps to ensure that our standards are objectively correct and not just subjectively perceived
- ◆ It can also bring in different and interesting suggestions based on their experience and expertise

2.7.4.2.2 Disadvantages of external verification

- ◆ The process of self evaluation may be seen as more threatening if it includes external verification
- ◆ Schools may fear a possible lack of confidentiality causing stakeholders to hide important information to prevent unwanted bad publicity after the visit.

2.7.5 Areas of Whole School Evaluation

The policy identifies nine areas of evaluation and performance ratings for each are also provided:

- ◆ Basic functionality of the school
- ◆ Leadership, management and communication
- ◆ Governance and relationships
- ◆ Quality of teaching and educator development
- ◆ Curriculum provision and resources

- ◆ Learner achievement
- ◆ School safety, security and discipline
- ◆ School infrastructure
- ◆ Parental and community participation

2.8 EDUCATIONAL POLICY AND LEGISLATIVE CONTEXT

The transformation of Education in South Africa emphasises the right of all to quality education (Education, white paper 1995). The first intent is to redress the discriminatory, unbalanced and inequitable distribution of the education services of the apartheid regime, and secondly to develop a world class education system suitable to meet the challenges of the 21st century.

A school is expected to carry out self-evaluation, and external evaluation becomes more focused and effective where the preparation includes self-evaluation carried out periodically by the school. The outcomes of the findings are then assimilated into annual continuous cycle for school improvement plans. There is no distinction between development planning and improvement planning and the two processes are inherent in each other.

For the purpose of WSE policy, the two processes will mean the following:

School Developmental Plan: It measures the strategic evaluation of the school from its internal environment, through activities that will lead to the review of the plan based on self- evaluation of the school.

School Improvement Plan: it means the strategic external evaluation of the school with a view of implementation recommendations and interventions to address the identified gaps during the evaluation.

2.9. EVALUATION

Evaluation is the process of making judgements about the merit or worth of any entity, whether it be purpose, programme, process or product. It has been defined as the collection and use of information to make decisions about an educational programme (McCormick and James:1983:158)

Ralph Tyler (1949:105) defined evaluation as “the process of determining to what extent the educational objectives are being realised”. But Nevo (1986 :16) points out that there is considerable consensus regarding the definition of evaluation as the assessment of merit or worth, or as an activity comprised of both description and judgement. Nevo attempted to clarify the meaning of evaluation by identifying ten points that represent the major issues addressed by the most prominent evaluation approaches in education:

- ◆ **Definition of evaluation:** It is a systematic description of educational objects and / or an assessment of their merit or worth (Hopkins,1989:14)

- ◆ **The four main functions of educational evaluation** such as:
 - ◆ Formative for improvement

- ◆ Summative for selection and accountability
 - ◆ Socio-political (to motivate and gain public support)
 - ◆ Administrative (to exercise authority)
- ◆ **The objects of evaluation:** It can be any entity and the typical evaluation objects in education are learners, educational and administrative personnel, curricula, instructional material programmes, projects and institutions.
- ◆ **The kind of information collected** regarding each object: four groups of variables should be used regarding each object such as:
- ◆ Goals of the object
 - ◆ Its strategies and plans
 - ◆ Its process and implementation
 - ◆ Its outcome and impacts
- ◆ **The criteria used in judging the merit or worth of educational objects are**
- ◆ Respond to identified needs of actual and potential needs
 - ◆ Achieving national goals, ideas and social values
 - ◆ Meeting agreed upon standards and norms
 - ◆ Achieving important stated goals of the objects
- ◆ Evaluation should serve the information needs of all actual and potential parties interested in the evaluation object.

- ◆ **Evaluation process should include three activities:**
 - ◆ Focusing the evaluation problem
 - ◆ Collecting and analysing empirical data
 - ◆ Communicating findings to evaluation audiences.

- ◆ **Evaluation should be conducted by individuals or teams possessing:**
 - ◆ Extensive competencies in research methodology and other data analysis techniques
 - ◆ Understanding the social context and the unique substance of the evaluation objects
 - ◆ The ability to maintain correct human relations
 - ◆ To develop rapport with individuals and groups involved in evaluation.

- ◆ **And finally the standards by which the evaluation is judged:** For this it must strike for an optimal balance in meeting the standards of utility, accuracy, feasibility and propriety.

2.10 APPROACHES TO WHOLE SCHOOL EVALUATION

Whole School Evaluation (WSE), School self- evaluation or school –based review are a set of synonyms which refer to school level evaluation process that focus on school’s curriculum and organisation. Formerly the school self-evaluation was for accountability purpose. But the WSE has a school development purpose.

The three influences on the approaches of WSE as school improvement strategies are:

- ◆ **International School Improvement Project (ISIP)**
- ◆ **Guidelines for Review and Internal development in Schools (GRIDS)**
- ◆ **Institutional Development Programme (IDP)**

2.10.1 International School Improvement Project (ISIP)

ISIP is sponsored by Organisation for Economic Co-operation and Development (OCED) (Hopkins,1987a). Within the ISIP, the School Based Review (SBR) is regarded as a necessary but not sufficient condition for school improvement. SBR is a diagnostic activity undertaken by school staff as a first step in a school improvement process. Van Velzen (quoted in Hopkins, 1985 b) defined SBR as:

“---a systematic inspection by a school, a sub system or an individual of the actual functioning of the school...”. In ISIP, diagnosis is considered as a vital and important activity, if for only one reason: it should always be the first step in a systematic school improvement process to gather diagnostic information in order to improve the functioning of the school.

2.10.1.1 The six characteristics of SBR

- ◆ It is a systematic process, not simply reflection
- ◆ Its short term goal is to obtain valid information about a school's conditions, functions, purpose and products
- ◆ The review leads to action on an aspect of the school's organisation or curriculum

- ◆ It is a group activity that involves participants in a collegial process
- ◆ Optimally the process is “owned” by the school or sub-system
- ◆ Its purpose is school improvement or development

In an attempt to bridge the gap between review and development, a matrix is developed to assist in the execution of SBR efforts (Bollen and Hopkins, 1987). One of the key elements in the practice of its the successful linking of review to development. To identify this, a clear perception of process and role is required. It identifies the major roles or the part to be played by the stakeholders as subject to review, doing the review, managing the review, controlling the review and influencing the review.

The process is divided into five major phases:

Preparation, Review Initial, Review Specific, Development and Institutionalisation.

Preparation phase refers to those activities that ensure readiness for the review process. These include initiation of the review, negotiation over participation, control and training. Then the eventual decision to proceed or not with the review is taken. If the decision is positive, it is complemented by some training.

The Review Initial Phase involves the initial review process that collect general information about the school’s organisation and curriculum.

The Review Specific Phase involve the setting of priorities for an in-depth review of a particular aspect(s) of the school.

In the Developmental Phase decision on policy are taken based on the light of the findings of the previous review. An implementation plan is put into action.

In the **Institutionalisation Phase**, there are activities such as periodic monitoring of previous SBR activity. It also involves the utilisation of SBR process in other areas of curriculum and school organisation.

Evaluation itself is an integral feature of the whole process. The matrix is a planning tool designed to help those responsible for implementing SBR to understand the process by providing a detailed analysis.

2.10.2 Guidelines for Review and Internal Development in Schools (GRIDS)

(McMahon *et al*, 1984; Abbot *et al*,1988) (a classic model)

The focus of GRIDS is the internal development of schools. The project is designed to help teachers who wish to review and develop the curriculum and organisation of their school. GRIDS has been modified to recognise the need to be externally accountable, widen the roles of those who contribute to a review and to assist with the identification of in-service needs and the management of change.

The title “GRIDS” or guidelines for review and internal development in schools has been carefully chosen.

First, materials are *guidelines*, which contain the structured step by step advice about how to conduct a school review and development exercise, which the schools can amend and adapt as required.

Second, the focus is on *review* leading to development for improvement and not on something that stops short at the review stage.

Third, the word *internal* indicates that the review is not for external accountability purposes.

Finally the word *school* emphasises that GRIDS process is directed at the whole school rather than at individual teacher or a small group. (extract from McMahon *et al* ,1984)

2.10.2.1 The main purpose of GRIDS

- ◆ It is intended to be a whole school process
- ◆ To move beyond a review stage into development for internal school improvement, and not to produce a report for accountability purpose
- ◆ The process must be jointly controlled by the school head and staff with the good relationship with governors

The **Process** of GRIDS has been broken down into a series of key steps and tasks which have a logical structure.

The five stages are: Preparing for a start, Initial Review, Specific Review, Action for Development and Assessing and Adopting GRIDS. The main data gathering instrument used in GRIDS is the survey sheet that is administered into the whole school staff. The survey sheet gives each teacher the opportunity to state anonymously what he or she feels are the priority areas for improvement. It falls into two parts. In the first, teachers are asked to say whether an area of the school is a strength or weakness and whether or not it is in need of specific review and development; in the second they are asked to identify

three aspects of school life and rank them in order of priority for specific review and development over the next 12 months. Once the survey has been completed, the school co-ordinator analyses the findings and presents the results to the staff before organising a meeting to agree on the areas to be selected for specific review. The logic of GRIDS is that development follows from review. Having completed the specific review, the co-ordinating team is ready to initiate development work, especially providing support for the implementation of innovations.

2.10.3 The Institutional Development Programme (IDP)

The IDP is developed by IMTEC (international Movements Towards Educational Change), the Norwegian based Educational Foundation (Dalin and Rust, 1983).

Dalin and Rust describe the IDP as to help institutions to diagnose their present situation, plan, implement, evaluate and readjust themselves in order to meet internal and external requirements with increasing effectiveness. The focus of IDP is on the educational institution as organisation.

The IDP includes a well developed process of seven distinct phases on a model that moves from the present to the desired situation (Dalin *et al*, 1987). The seven phases include:

- ◆ Need for change
- ◆ Establish the contract between school and consultant
- ◆ Diagnosis of the school's strength and weaknesses
- ◆ Planning, goal setting and problem solving

- ◆ Trying out ideas and receiving feedback
- ◆ Generalisation and stabilisation
- ◆ Completion and withdrawal

The IDP is committed to development. The logic of the IDP process is that feedback of the results of Guide to Instructional learning (GIL), is followed by a dialogue that leads to goal setting, planning and action. IDP is a well-developed SBR process that has its standardised questionnaire as its cornerstone. Lots of methods are put in place and all of them with one intention, mostly to improve the quality of education

2.11. QUALITY EDUCATION

All effective schools continually seek to improve their quality. What is meant by quality in education changes over time in response to changes in society.

Some of the most common conceptions of quality in education include:

- ◆ Quality as exceptional achievement
- ◆ Quality as value for money in terms of a cost effective relationship between outputs and inputs
- ◆ Quality as relevance by meeting national, regional and social goals
- ◆ Quality as effectiveness in terms of achieving an institutions goals
- ◆ Quality as value adding by enhancing the knowledge and skills of students and thus empowering them

Quality is not something that simply happen because people are well intentioned and work hard. Quality should be expressed in school aims and policies to promote pupil's learning.

2.11.1 Quality Assurance

Quality Assurance encompasses all aspects of a school life. It is quality "built in" not bolt on (Scottish office 1996:3) In all educational system, quality assurance is all the systematic processes and activities that monitor the quality and performance of the system. Quality assurance is about external accountability to promote greater effectiveness and efficiency and ensure standardisation of quality throughout the system.

In a school, quality assurance involves the establishment of processes to improve, monitor, evaluate and report on the school's performance against predetermined goals and agreed outcome.

2.11.2 Reasons for undertaking quality assurance:

- ◆ Self improvement
- ◆ Benchmarking

2.11.2.1 Quality assurance for self improvement:

It is driven by internal considerations, such as the desire of staff in a school to obtain feed back on the strength and weakness of areas of school life.

2.11.2.2 Quality assurance for benchmarking

It is motivated by external consideration, such as need to find out how pupil achievement in a school compares with other schools or national norms. These two different motivations for evaluation are often referred to as formative and summative evaluation (Roger Ellis in Scriven 1967: 94). The terms formative and summative refer to the type of evaluation being carried out and indicate the form that evaluation takes.

Formative evaluation is intended to produce information that is fed back to staff to improve areas under study. It is developmental and continuous, and its aim is to encourage course improvement. Those who employ formative evaluation are concerned with the effectiveness of a course and to provide detailed diagnostic feedback for course development.

Summative evaluation on the other hand is conclusive and aims less to inform development than to provide an overall judgement of value or quality. It is therefore value-laden and raises the issues of private and public accountability. Summative evaluation is intended to provide information about the effectiveness and worth of the areas under consideration.

According to the National Education Policy act (No.27 of 1996), the Minister is mandated to direct that standards of education provision, delivery and performance be monitored. Evaluation need to be carried out under the aegis of National department annually or specified intervals with the object of assessing progress in complying with

National Education Policy. The Act also specifies that should the evaluation reveal that a province is not complying with the provisions of the National education Policy, the Political Head of Education of that affected province has to account to the minister in writing in 90 days.

Similarly, the assessment policy, gazetted in 1998, provides for conducting the systematic evaluation at the exit stages of Grade 3, 6 and 9, to assess the effectiveness of the education system. Therefore in line with Legal provisions, the policy elaborates on the responsibilities of the minister with regard to the conduct of whole School evaluation. It confirms that external Whole School evaluation is an integral part of the assurance approach.

2.12. CONCLUDING REMARKS

The literature review shows that performance management is a system within a larger system. To get the maximum benefit, all the processes must be used and not just part of it. If there can be a link between performance management and other processes in the organisation, there can be a better return on investment.

To make it effective, the performance management approach must be useful to the organisation, to the manager and most importantly to the employees in the organisation. The only reason to use performance management is to help everyone to be more successful.

No performance management system is perfect. Use the discretion to decide which system works better in the organisation, and also look at alternatives, and also decide whether changes are needed or not.

Finally, monitor the changes made in the performance management and assess if it works better or whether additional changes are needed.

The bottom line is that it is a dynamic process. Do it, test it and change it if necessary. PM is about people, communication, dialogue and working together, not about forms or forcing employees to produce. Performance management is very simple in some ways, and, in other ways, very complex. It consists of lots of parts and it requires some skills. If it can be approached with a proper mind-set, it will work and pay great benefits.

CHAPTER 3

DEFINING THE PROBLEM AND RESEARCH QUESTIONS

3.1 INTRODUCTION

The policies developed by the Ministry of Education since 1994 have radically shifted the direction and vision of the education system through the commitment of two key priorities, namely achieving equitable access to education and improving the quality of its provision. Basic policy as well as administrative infrastructure, are already in place- in some instances they need to be fine tuned – to open up to a wide range of education opportunities for the learners. However, improving quality of learning requires a strategy that focuses on fundamental changes, growth and development of schools. This forced the government to address sincerely and honestly the challenge of re-institutionalising school supervision, and monitoring evaluation that is accountability – oriented.

Under apartheid, there was not one system- 19 different systems within different departments existed. Most of these seemed to have worked on an understanding of “panels” that tended to be made up of ad hoc inspectors who were not specialists in any field. Inspection in the pre 1994- era started out as quality control, but quickly slipped out control. The challenge for the current policy is to ensure that the focus is on quality and

not on control. In addition, supervision pre – 1994 was not system- wide, not organised and not professional. It gave rise to victimisation and nepotism.

The inspectors of the last regime failed the system and because of this they were regarded as dishonest, and had no legitimacy. What has happened since, requires a consideration of the different kinds of supervisory measures especially related to a democratic order.

The task of raising quality standards, promoting accountability and improving learner achievement levels are all done through the *Tirisano* Programme and its implementation plan. Teachers, learners and parents are all accountable for the performing of their schools. The government tries to promote increased parental and community involvement, fighting to keep the schools safe and free of abusive substances, enhancing teacher support and development, and rewarding excellence in teaching through our special teachers' award programme (Minister Asmal, speech on the Launch of National Policy on Whole School Evaluation / WSE, June 2001)

3.2 RATIONALE TO THE PROBLEM

The post apartheid government has put into place a number of policies and strategies to ensure quality education. One of the most profound has been the Developmental Appraisal System (DAS). This is a system, which allows classroom practitioners to identify their own development needs through a democratic and formative process together with the participation of education managers, peers and experts. It is one of the

tools if supported by the establishment of structures and systems that can truly revolutionise the education system, which is currently not given the opportunity.

DAS replaces an autocratic, judgmental and summative system, which did not consider the differing contextual factors that affect an educator's work. This system was also not sustainable as it was based on fear, intimidation and would judge an educator based on one classroom visit over a length of time.

The Government proposed and also put into place a number of other mechanisms to provide quality education and some of them are: Outcome Based Education (OBE) and curriculum 2005, Systemic evaluation, Whole School Evaluation, and Performance Appraisal.

All these processes aim at quality education but are not yet implemented in a compartmentalised and silo fashion. Also due to haste in getting the system working we are abandoning Development Appraisal for quick wins. These processes have a tremendous impact on the Development Appraisal. Educator Development funds have been allocated and should be used on educators who have determined their needs through a democratic process to develop their skills. Thus we have a mechanism to fund the school educator development plans.

Even though lots of programmes are put in place in an effort by the government to improve productivity, execution and implementation of the project has been weak

generally over the years because of:

- ◆ Weak planning at the department level
- ◆ No operational plans in place to guide the Ministers in their effective delivery or projects.

Some performance management programmes were put in place, but those traditional management approaches were deficient for some reasons such as:

- ◆ They focus too heavily on the individual
- ◆ They focus on the boss as the performance manager
- ◆ They focus too heavily on the separate performance management practices
- ◆ They focus too heavily on the past performance by emphasizing reviews and rewards

As part of the continued efforts to improve the quality of education in the country, the North West Education Department took yet another step as part of their own contribution towards transformation of education with the launch of the Whole School Evaluation (WSE) programme, which works hand in hand with the Developmental Appraisal System (DAS)

The WSE and DAS are replacing the old school inspection system, which was described as an “unconstitutional, unfair, discriminative, fearful, threatening and manipulative” part of the Bantu Education Act (The Mail, 10 August 2001). According to Education MEC,

Mr. Tolo, the WSE system would improve the quality of education from all levels including management, authority, inspectorate, educators, learners and schools. The WSE was more supportive compared to the threatening inspection system. It was developed to ensure contribution from a wide range of individuals, experts and professionals. It was based on shared responsibility, it seems to enhance professionalism in schools, enhance performance of learners, and sought to establish a culture of self-evaluation.

All these programme especially DAS and WSE should have been functioning since January 2001. Trade unions especially SADTU was against the implementation of these programmes especially WSE. The officials and the supervisors trained most of the School Management Team on this project. But the unit could not take on with the programmes as planned. They were supposed to have evaluated certain number of schools in the North West Province.

3.3. DEFINING THE PROBLEM

3.3.1 Primary Problem

The effects of the WSE programme, implemented by Department of Education on the performance of employees in the schools around Mafikeng district in North West Province are not known.

3.3.2 Secondary Problems

- ◆ The factors affecting the implementation of WSE are not known
- ◆ Is the WSE programme functional?

3.4 FORMULATION OF RESEARCH QUESTIONS

The new programmes which are introduced in promoting and improving the performance of employees without being a threat to the employees is worth investigating. In search for answers that would help achieve the stated aim, the following research questions can be posed:

- ◆ What is the effectiveness of the introduction of the performance management programme to schools in the Mafikeng district of North West province?
- ◆ What is the general understanding amongst educators and managers, of the role, purpose and aims of the WSE system, and how consistent is this understanding amongst them?
- ◆ How does the proposed and current implementation of the WSE performance management system affect the Department of Education as well as educators in terms of workload, effectiveness, and culture of learning and teaching?
- ◆ How effective are the policy guidelines and criteria with WSE in delineating the process that undergrid the use of the system, as well as ensuring that the process truly encompasses an accurate and comprehensive judgement of its target?

3.5 CONCLUDING REMARKS

The author will endeavour to find answers to the research questions by conducting a thorough investigation into the performance management programmes with regard to WSE, DAS and other such related programmes. In addition, it is the writer's hope to find concrete solutions to the current state of apathy. The study aims to investigate all sides of the issue, from educators, managers, teachers' unions as well as government, in order to produce a well-documented and unbiased report. The key is to understand all the different issues, as given by representatives, and then to document them fairly, while trying to find a compromise for all the involved parties

CHAPTER FOUR

RESEARCH DESIGN

4.1. INTRODUCTION

The information required from the School Management team and educators provide enough information, so as to conclude in either saying that educators are happy or unhappy about the effectiveness of the service provided by the Whole School evaluation (WSE). On the other hand the evaluators in the WSE itself provide information to show the rate of effectiveness of the programme to the educators and the Department of Education at large.

This research study used conclusive research, which is based on quantitative data analysis, where the sample is large and representative. This type of research offers formal and structured design. The research also includes a small portion of descriptive research as well. The information received is very important in this study in order to see the effectiveness of the programme WSE.

4.2 SAMPLING

4.2.1 Sample Size

This study concentrates on the School Management Team (which includes Principals, deputy Principals and Head of Departments), educators and Education Specialists in the Mafikeng

education district, North West Province, South Africa. Ten secondary schools out of twenty-seven participated and they are the following:

- ◆ Barolong High School
- ◆ Kebalipele High School
- ◆ Lapologang High School
- ◆ Mmabatho High School
- ◆ Setumo High school
- ◆ Sejankabo High School
- ◆ Seleje High school
- ◆ Letsatsing High school
- ◆ Mafikeng High school
- ◆ St. Mary's High school

4.2.2 Sampling Technique

The sampling techniques used in this research are simple random sampling and interval or systematic sampling as part of probability sampling. Sampling means abandoning certainty in favour of probability (Claire & Smith, 2000; 84). A very important issue in sampling is to determine the most adequate size of the sample. Sampling can reduce data collection, cost as well as burden on respondents. Matrix sampling allows a selected sample of the target population like teachers and learners to respond to a selected sample of survey items. It reduces the amount of time and other resources of data collection when compared with a study that requires the participation of all members of the target group. On the down side, sampling reduces the amount of information available for individual educators and evaluators and may make it difficult to disaggregate the data.

Sampling units can be individuals such as educators, schools, districts or even provinces in a large-scale study. A simple random sampling consists of individuals randomly selected from schools and districts. Similarly a simple random sample of schools will consist of schools randomly selected from the Mafikeng district

The number of schools and educators is selected after examining the total number of secondary schools in the Mafikeng district. The same applies in the selection of the evaluators from the WSE team also. The size of the sample is explained in 4.2.3.

4.2.3 Sampling Frame

In the selection of schools, simple random sampling is used. In choosing ten secondary schools out of twenty-seven, all units were numbered consecutively from one to twenty-seven. In the case of selecting the educators, as well as the evaluators systematic sampling, a form of probability sampling is chosen. After choosing ten schools in the Mafikeng district, the number and names of teachers from those schools are collected. In an example of selecting eight to ten educators from each school out of 20, 25 or 30, the length of the interval is determined by dividing the size of the population by the size of the sample. For example, to select 8 educators from 32 in a school, an interval of four is reached, and the eight sample elements will be 4,8, 12,16 and so on. This method is simpler, quicker and convenient also. The same method was applied in the case of whole school evaluators also.

4.3. POPULATION

Roscoe (cited in Mouton 1996:134) defined a population as a collection of objects, events and individuals having some common characteristics that the researcher is interested in studying. The targeted groups in this research are the educators including Principals, Deputy Principals, and Heads of Department. It also includes the Education Specialists from the WSE team. Their details follow:

4.3.1. Educators and School Management Team

There are 27 secondary schools in Mafikeng District. A total of 27 principals will form the population from which 10 principals will be chosen by means of interval or systematic sampling, a form of probability sampling, to answer the questionnaire. Out of the total 725 teachers a sample of hundred teachers including principals, and Deputy principals was selected. It was necessary to find out how the educators felt about the importance and effectiveness of the programme WSE.

4.3.2. Education Specialists

Out of the 40 Education Specialists, a sample of twenty-five will also be selected to answer the questionnaire. It was necessary to know how well the programmes are implemented and also to know whether there was any sort of resistance in the proper implementation of the programme.

4.4. DATA COLLECTION

Various authors are of the opinion that questionnaires and observation methods serve as a major instrument for collecting data for survey. It was decided that the questionnaire method would best suit the nature and purpose of this study. Questionnaires can be used to explore or describe a situation, but also to assess a correlation between two variables. A questionnaire remains a complex instrument of data collection whether a respondent fills it in directly or by an interviewer. If the questionnaires have structured questions, the respondents are able to answer precisely and straightforward without difficulty. If the questionnaires have open-ended questions also with structured questions, it may relieve the anxiety of participants of giving "false" answers since they can speak freely.

4.4.1. Questionnaires

Before administering the questionnaires to the respondents especially the Education Specialists of the WSE, a pilot study was run. Johnson (1994:39) explained that the experience of pilot respondents is used to improve and amend the questionnaire before sending it out to the main research population. The pilot study helped the researcher in restructuring the questions so that the respondents could understand them better. The final product is enclosed in Appendix.

The questionnaire was divided into two sections. The first part of the questionnaire required the participants to give biographical information. The selected biographical characteristics of the sample included position, sex and work experience.

The second section consisted of seven questions. All questions were closed ended and required the respondents to simply choose the best possible answers which most accurately reflects his/ her views. Most of the questions were followed by an option of writing their own comments or views.

Separate sets of questionnaires (Questionnaires A and B are enclosed in Appendix) were given to the two sample groups. The researcher personally handed the questionnaires to the respondents to answer.

The researcher was aware that the use of questionnaires has its advantages and disadvantages.

The Advantages of the questionnaire method being:

- ◆ The completion of each questionnaire was not much time consuming
- ◆ The questionnaires were returned to the researcher.
- ◆ The respondents were able to seek assistance from the investigator.
- ◆ All the respondents from the group answered the same set of questions

The Disadvantages of questionnaires are also looked at:

- ◆ Questionnaires which are distributed by the researcher tend to make the respondents feel uneasy and embarrassed, because of the researcher's presence
- ◆ The respondents sometimes express information to impress or please the researcher.
- ◆ The respondents may have limited time to complete the questionnaires, so they cannot think deeply.

4.4.1.2. How to overcome the inherent disadvantages of the questionnaire method?

To avoid the disadvantages of the questionnaire, a structured questionnaire was developed so as to minimise the effect of conscious and unconscious respondent bias. In order to reduce the bias when analysing and interpreting it in the following chapter, a coding system was developed on a point scale to come to the conclusions by using statistical methods. Good communication was established with the respondents who make them understand the importance of study.

4.5. CONCLUDING REMARKS

After collecting the questionnaires, all the pieces of information have been categorised, interpreted and discussed in the following chapter. The next chapter would deal with analysis of the data. The items in the questionnaire were tabulated and analysed and the information would be used in determining the implementation and effect of the programme WSE in the Mafikeng district of North west Province.

CHAPTER FIVE

ANALYSIS OF DATA

5.1. INTRODUCTION

Bogdan and Biklen (1992:153) postulate that analysis involves working with data, organising them, breaking them into manageable units, synthesising them, searching for patterns, discovering what is important and what is to be learnt and deciding what you tell others. When analysing the data, the researcher focused on obtaining a holistic understanding of the data.

As stated earlier in the research, the primary aim is to analyse and determine the effectiveness of the Whole School Evaluation (WSE) programme with respect to the educators and the school management team of the schools in the Mafikeng District. It aimed at looking into the factors, if any, which influence the implementation of the programme. From the above information, the researcher was able to come to the conclusion whether the programme is functional or not.

To achieve these aims, questionnaires were handed out to the respondents. There were two sets of questionnaires, which had structured items. Data in the questionnaires were analysed thoroughly to arrive at the understanding of the respondents' views and opinions. From the analysis, the researcher was able to reach conclusions regarding the effectiveness of the WSE programme, its implementation problems and also its functionality.

5.2. ANALYSIS OF THE DATA OBTAINED FROM QUESTIONNAIRE (A)

This is the questionnaire given out to the school respondents. 100 questionnaires were handed out and 88 were returned. Therefore the sample size of this study was 11,73%, from a total number of 750 secondary school educators in the Mafikeng district. A few of the respondents who did not return their forms had lost their questionnaires, while some did not fill in the forms.

The first part of the questionnaire contains the biographical data, while the second part consists of ten survey questions, and were analysed as follows:

SECTION A: BIOGRAPHICAL DATA

TABLE 5.1: CATEGORY OF SCHOOL RESPONDENTS

POSITION	NUMBER	PERCENTAGE
Principal	5	5.68
Deputy Principal	3	3.4
HOD	11	12.5
Educator	68	77.27
Unknown	1	1.12
TOTAL	88	100%

Table 5.1. of the questionnaire shows that 77.27% of the respondents are educators.

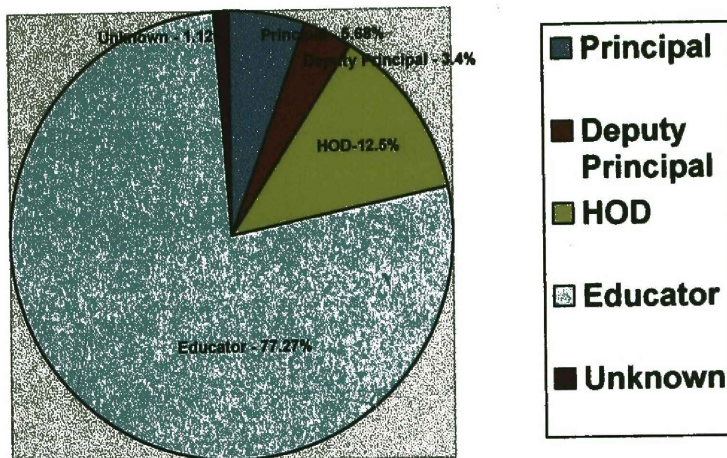


Figure 5.1: Category of school respondents

Table 5.1 and figure 5.1 of the first part of the questionnaire from Section A, show that 21.58 % (5.68%+ 3.40% + 12.50%) are from the School Management Team, which consists of Principals, Deputy principals, and Head of Departments respectively. The researcher is satisfied to get response from more than 77% of the educators. The views from the educators are really important in this study to know whether there is any sort of positive impact or effect in their career from this programme.

TABLE 5.2: SCHOOL RESPONDENTS' YEARS OF EXPERIENCE

YEARS OF EXPERIENCE	NUMBER	PERCENTAGE
0-5	16	18.1
6-10	32	36.3
11-15	18	20.4
16 and above	22	25
TOTAL	88	100%

Table 5.2 of Section A indicates the work experience and it is clear that 50% of the respondents fall in the range of 0 to 10 years and the other 50 % have more than 10 years of experience.

TABLE 5.3 SCHOOL RESPONDENTS' GENDER

GENDER	NUMBER	PERCENTAGE
Male	40	45.45
Female	48	54.54
TOTAL	88	100%

Table 5.3 indicates the gender and it shows there is an equal distribution of the male and female personnel in this sample.

5.2.1. Awareness of the programme by the educators

WSE is a new programme implemented in the South African schools in 2001. The researcher was interested to know the familiarity of the programme by the respondents

SECTION B: SURVEY QUESTIONS

TABLE 5.4. AWARENESS OF THE PROGRAMME

CATEGORY	NUMBER	PERCENTAGE
Yes	79	89.77
No	9	10.22
TOTAL	88	100%

Table 5.4 indicates that 89.77% of the school respondents are familiar with the newly implemented School Evaluation Programme

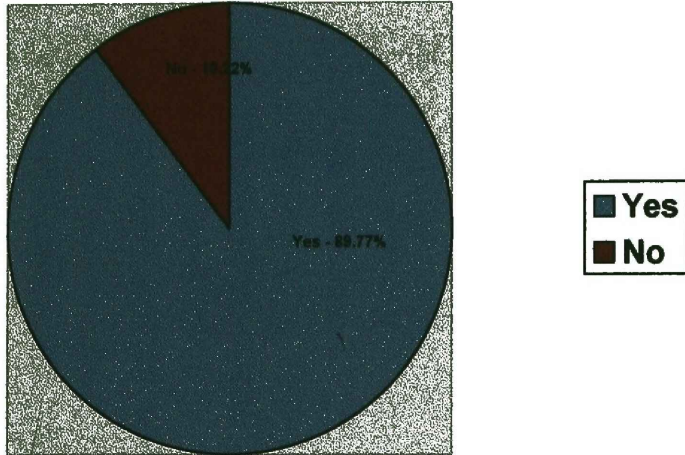


Figure 5.2: Familiarity of the Evaluation Programme

Table 5.4 and Figure 5.2 explain the familiarity of the school respondents to WSE.

Figure 5.2 shows that only 10.22% of respondents are unaware of the new evaluation programme which indicate that the majority of school respondents are familiar with the programme

TABLE 5.5: SOURCE OF INFORMATION ABOUT EVALUATION

SOURCES OF INFORMATION ABOUT WSE	NUMBER	PERCENTAGE
Principal	50	56.8
Workshop	24	27.27
Circulars	29	32.95
Media/Newspaper	21	23.86
Unknown	1	1.1
Other: Posters	2	2.2
Other: Union	1	1.1
*TOTAL	130	145.28

(* Total is not taken into account in this case because it is a frequency count)

Table 5.5. shows that most of the school respondents had previously heard about this programme from the principals of their various schools and also from departmental circulars regarding the programme. From the questionnaire it is clear that very few have attended workshops organised by the evaluators or by the department (Table 5.5.). Workshops were organised by the evaluators to the SMT only, and they were supposed to cascade this information at their respective schools to the rest of the staff members.

5.2.2. Problems associated with the proper implementation of the Programme

TABLE 5.6: VISIT OF EVALUATION TEAMS TO SCHOOLS

RESPONSE ABOUT THE VISIT BY THE EVALUATION TEAM	NUMBER	PERCENTAGE
Yes	34	38.6
No	54	61.40
TOTAL	88	100%

The WSE programme, in its two years of existence in the province, should have visited a certain number of schools. However, 61.4% of respondents stated that they were not visited by the WSE team. Only 38.6% respondents' schools were visited by the evaluators. Therefore it is clear that the majority of the schools in Mafikeng are not yet visited by the evaluation team. It indicates that there is a delay in the proper implementation of the programme.

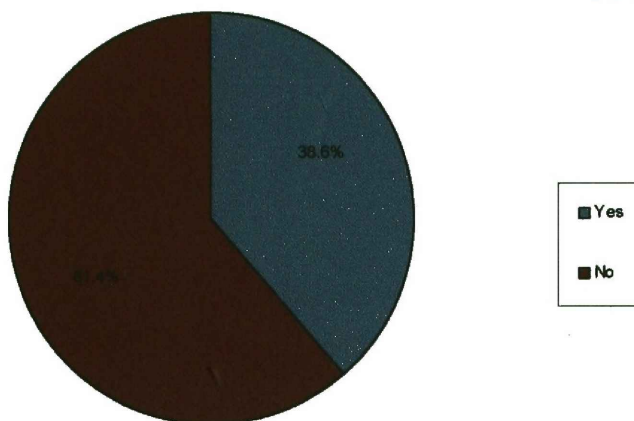


Figure 5.3: Visit by WSE

Figure 5.3: Visit of Evaluation Team

This figure shows visually what is shown in Table 5.6: Visit of Evaluation Teams in Schools.

TABLE 5.7: REACTION TOWARDS EVALUATION TEAM

REACTIONS OF THE RESPONDENTS TOWARDS THE VISIT OF WSE	NUMBER	PERCENTAGE
YES	25	28.4
NO	25	28.4
NOT APPLICABLE	38	43.18
TOTAL	88	100%

Many of the respondents (43.18%) in Table 5.7 could not make any comments or say whether they are satisfied or not satisfied with the evaluation done at their schools. However, 28.4% of the respondents stated that they are satisfied with the evaluation done at their schools while the other 28.4% are not satisfied with the evaluation.

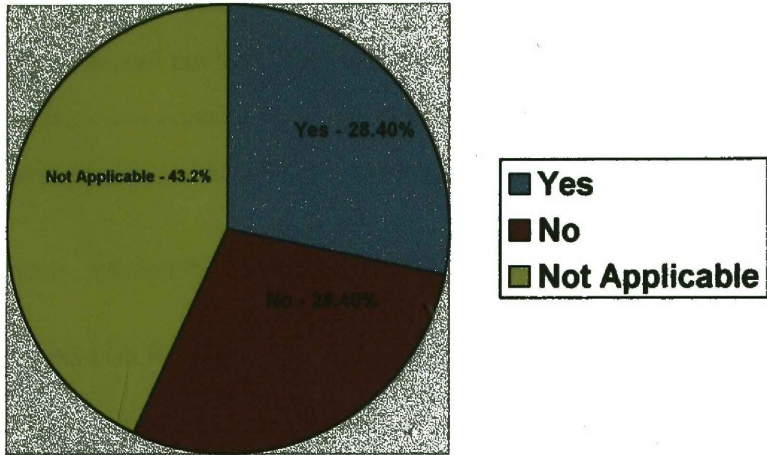


Figure 5.4: Reaction of the respondents to the visit of evaluators

Figure 5.4. is the visual exposure of the school respondents feeling toward the visit of the evaluators.

TABLE 5.8: RESISTANCE TOWARDS WSE

WHETHER RESISTANCE TO WSE IS PRESENT	NUMBER	PERCENTAGE
Yes	17	19.31
No	68	77.27
TOTAL	88	100%

According to Table 5.8, contrary to the responses from the whole school evaluators, 77.27% of school respondents say there is no resistance from them towards WSE. In fact, many commented that it could be valuable and helpful to uplift the standard of education. Some respondents, however, commented that it could be used as a tool to victimise the educators, as they believe it is a new form of the old inspection system.

TABLE 5.9: REASONS FOR RESPONDENTS' RESISTANCE TO WSE

REASONS FOR RESISTANCE	NUMBER	PERCENTAGE
Increased Workload	6	6.8
Poor knowledge about the Programme	10	11.36
Lack of trust in the evaluators	6	6.8
Influence from the Union	6	6.8
Fear and Anxiety	6	6.8
Not Applicable	64	72.7
Difficult to understand guidelines of the Programme	4	4.54
Need for follow-ups on recommendations made	1	1.1
*TOTAL	103	116.90

(* The respondents were given an option to choose more than one answer according to their priority and hence the percentage is not 100 and total is more than 88).

With regard to respondents' reasons for the resistance towards WSE, 6.8% of respondents indicated that it is due to increased workload, lack of trust in evaluators, influence from union and fear and anxiety respectively. Significantly, 72.7% of the respondents in table 5.9 say it is not applicable to them, as there is no resistance towards WSE.

5.2.3 Solution to the problem

TABLE 5.10: LONG TERM SOLUTIONS TO RESISTANCE TO WSE

LONG TERM SOLUTIONS TO RESISTANCE	NUMBER	PERCENTAGE
Motivation From Management	14	15.9
Training and Workshops	23	26.1
Involve Union in Decision Making	8	9
Time needed to build confidence	13	14.77
Not Applicable	49	55.68
*TOTAL	107	121.45

(* Same applies here as in Table 5.9)

Table 5.10 indicated respondents' perceptions about the long-term solutions needed to overcome the resistance towards WSE. 55.68% still indicated that it is not

applicable to them because there is no resistance from them. However, 26% suggested that workshops and training must be organised in order to improve educators' knowledge about the programme, while 15.9% are of opinion that there is no motivation from the SMT. Another 14.77% feel that they need time to build confidence in the evaluators. It is rather interesting to note that only 9% suggested that involving unions in the decision making would be a solution to the problem of resistance to WSE.

5.2.4 Effectiveness of the Programme

TABLE 5.11: PERCEPTIONS ABOUT THE EFFECTIVENESS OF WSE

RATE OF EFFECTIVENESS	NUMBER	PERCENTAGE
Very Good	23	26.1
Good	35	39.77
Fair	10	11.36
Poor	1	1.1
No Idea	19	21.5
TOTAL	88	100%

In terms of the effectiveness of the WSE programme, 26.1% of the educators and 39.77% of the school management in table 5.11 feel that it will be either very good or good respectively. 11.36% of the respondents feel that it may be fair, while 21.5% have no idea about it. Only 1% feel it is poor.

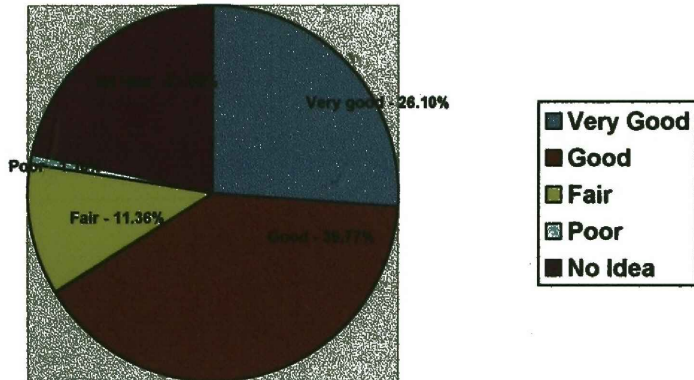


Figure 5.5: Insight of the respondents' in respect of the effectiveness of WSE

The above Figure also gives a view on the perception of the school respondents on the effectiveness of WSE.

TABLE 5.12: BENEFICIARIES OF THE PROGRAMME

BENEFICIARIES OF WSE	NUMBER	PERCENTAGE
Management	4	4.5
Educators	8	9
Learners	12	13.63
Dept. of Education	8	9
All of the above	56	63.63
None of the above	6	6.81
Not Applicable	1	1.1
*TOTAL	95	107.77

(* The respondents chose more than one answer, thereby the percentage is more than 100).

63.65% of the respondents in Table 5.12 feel that all stakeholders of the education system will benefit from WSE. The different stakeholders included here are management, educators, learners and the department of education.

TABLE 5.13: VIEWS ON THE TYPE OF IMPROVEMENT

HOW WILL WSE IMPROVE STANDARD OF EDUCATION	NUMBER	PERCENTAGE
Providing assistance to educators where needed	31	35.22
Creating an atmosphere of learning and teaching	32	36.36
Improving the infrastructure of the school	14	15.9
Providing learning materials to the schools	14	15.9
Motivating the staff as a whole	36	40.9
All of the Above	3	3.4
No Response	4	4.54
Other: Schools' Basic Functionality & Effectiveness	1	1.1
Other: It will bring a better qualified product	1	1.1
*TOTAL	136	154.42

(* A frequency count)

15.9% in Table 5.13 say that WSE can assist to improve the standard of education by improving infrastructure of the school and by providing learning materials to the schools respectively. 36.36% are of opinion that it can create an atmosphere conducive to learning and teaching followed by 35% who say it can provide assistance to the educators. Some, however, are of opinion that the evaluators must give feedback to the educators and management and must also make a follow up on their visits.

From the analysis of data from questionnaire A, it is noted that there may be a positive effect of the WSE programme on the educators and the school as a whole as it is clearly indicated in Tables 5.11, 5.12 and 5.13.

Tables 5.8 and 5.9 show that the impediments to the proper implementation of the programme are only a few. Table 5.10 give respondents' views regarding the solution to the problems, as well as the factors which cause the delay in the implementation process.

From the above it can be concluded that the programme would have been more functional if there were proper communication with the stakeholders. Even though this programme was implemented in 2001, there is not enough information on record to show the effect of the programme to-date. However, a lot could have been done within this period.

This programme is still at the embryonic stage of its implementation, and given adequate time, the researcher feels that it could make a significant difference to the current system of education, especially in the historically disadvantaged schools.

5.3. ANALYSIS OF DATA FROM QUESTIONNAIRE B

This questionnaire was handed to the WSE team to determine the following:

- ◆ Aim of introducing the programme
- ◆ The plan and structure of the programme
- ◆ The effectiveness of the programme

- ◆ Problems in implementation of the programme
- ◆ The solution to the problem

This questionnaire exists of two sections. Section A deals with the biographical data and in Section B deals with twelve structured questions. Information that gathered from the pilot study of the WSE team shows that this unit is comprised of five chief education specialists and thirty-one deputy chief education specialists. The whole unit is headed by a Chief Director.

Thirty questionnaires (30) were distributed and twenty-one (21) were returned. Some of the evaluators were absent during the time the questionnaires were handed out. Some of the evaluators did not complete them as they were too occupied with other work.

BIOGRAPHICAL DATA

TABLE 5.14. CATEGORY OF WSE

POSITION	NUMBER	PERCENTAGE
Chief Director	0	0
Chief Education Specialist	3	14.28
Deputy Chief Education Specialist	18	85.71
TOTAL	21	100%

Table 5.14 indicated that 85.71% respondents are Deputy Chief Education specialists and 14.28% are Chief Education specialists.

TABLE 5.15. WSE RESPONDENTS' YEARS OF EXPERIENCE

YEARS OF EXPERIENCE	NUMBER	PERCENTAGE
0-5	0	0
6-10	1	4.76
11-15	8	38.09
16 and above	12	57.14
TOTAL	21	100%

From Table 5.15 it is clear that more than 50% of the respondents are highly experienced, which is helpful in creating confidence amongst the educators in the WSE team.

TABLE 5.16. WSE RESPONDENTS' GENDER

GENDER	NUMBER	PERCENTAGE
Male	13	61.9
Female	8	38.09
TOTAL	21	100%

Table 5.16 of the questionnaire indicates that there is an overwhelming majority of male evaluators. Simons and Elliot (1990; 29) observed that in 1983, in the secondary schools of USA, men were likely to hold senior posts. It makes it clear that there is no gender equality in this supervisory unit.

Section B consists of survey questions with a provision for the respondents to make their views and comments.

5.3.1 Aim of WSE

TABLE 5.17: AIM OF INTRODUCING WSE

AIMS OF INTRODUCING WSE	NUMBER	PERCENTAGE
To improve the quality in learning and teaching in schools	21	100
For Promotional Purposes	0	0
To evaluate the problems facing an institution	8	38.09
To improve the outcome of the education system	13	61.90
Other: To monitor & support schools	1	4.76
* TOTAL	43	204.75

(* A frequency count)

Table 5.17 clearly shows that the primary and most important aim of the introduction of WSE is to improve the quality of learning and teaching in schools. All agree to that point, followed by 61.9% who also feel that it is also to improve the outcome of the education system and to evaluate the problems facing the institutions. The introduction of WSE is to improve the school as a whole by evaluating all nine areas such as;

- ◆ Basic functionality of the school
- ◆ Leadership, management and communication
- ◆ Governance and relationships
- ◆ Quality of teaching and educator development
- ◆ Curriculum provision and resources
- ◆ Learner achievement
- ◆ School safety, security and discipline
- ◆ School infrastructure
- ◆ Parental and community participation

5.3.2 Plan and Structure of WSE

TABLE 5.18: YEAR OF IMPLEMENTATION

DATES OF IMPLEMENTATION OF WSE	NUMBER	PERCENTAGE
1999	1	4.76
2000	3	14.28
2001	13	61.90
2002	3	14.28
Other: Not yet implemented	1	4.76
TOTAL	21	100%

Table 5.18 shows that majority of the evaluators such as 61.90% know the year of implementation of WSE as the year 2001, but surprisingly some of the evaluators are not sure of the year of implementation.

**TABLE 5.19: TARGET PERCENTAGES OF SCHOOLS TO BE VALUATED
PER YEAR**

TARGET PERCENTAGES OF SCHOOLS TO BE EVALUATED	NUMBER	PERCENTAGE
0%-5%	8	38.09
6%-10%	5	23.80
11%-15%	2	9.52
16% AND ABOVE	4	19.04
No Response	2	9.52
TOTAL	21	100%

This Table 5.19 which shows different figures such as 9.52%, 23.80%, 19.04% and 23.80% also shows lack of cognition of the evaluators about the target percentages of schools to be evaluated per annum, except 38.09% of the respondents who say the target number is 0 to 5%.

TABLE 5.20: NUMBER OF SECONDARY SCHOOLS EVALUATED

NUMBER OF SECONDARY SCHOOLS THAT HAVE BEEN EVALUATED	NUMBER	PERCENTAGE
0%-5%	16	76.19
6%-10%	3	14.28
11%-15%	0	0
16% AND ABOVE	0	0
No Response	1	4.76
OTHER: Unsure	1	4.76
TOTAL	21	100%

Table 5.20 also gives varying numbers from the respondents. But majority of respondents (76.19%) feels that the schools that have been evaluated fall in the range of 0 to 5 %.

TABLE 5.21 NUMBER OF EVALUATORS INVOLVED IN WSE

NUMBER OF EVALUATORS WORKING FOR WSE IN NW PROVINCE	NUMBER	PERCENTAGE
32	1	4.76
37	2	9.52
38	2	9.52
40	9	42.85
41	3	14.28
44	1	4.76
48	1	4.76
No Response	2	9.52
TOTAL	21	100%

Table 5.21 shows different numbers ranging from 4.76% to 42.85%

Tables 5.18 to 5.21 show the year of implementation, target number of schools to be evaluated, total number of secondary schools so far evaluated from the period of inception, and number of staff working for the WSE programme in the North West province. However, the information collected from the evaluators is not satisfactory

because it seems some are not sure of the information. Those tables show varying numbers indicated by them.

5.3.3. The effectiveness of the programme

TABLE 5.23. SUPPORT TOWARDS WSE

RATING OF SUPPORT WSE'S GET FROM SCHOOLS	NUMBER	PERCENTAGE
Excellent	0	0
Good	10	47.61
Fair	9	42.85
Poor	0	0
No Response	2	9.52
TOTAL	21	100%

Table 5.23 explains the support WSE evaluators feel they get from the schools during their visits. 47.61% feel that they do get good support, followed by 42.85% who say the support is only fair. All respondents unanimously agree that they were never given excellent support. The same applies to the statement regarding poor support received. Many respondents from WSE, however, state that the schools which do not support

the programme are the historically disadvantaged schools, but that there is good support and co-operation from the former Model C (or historically advantaged) schools.

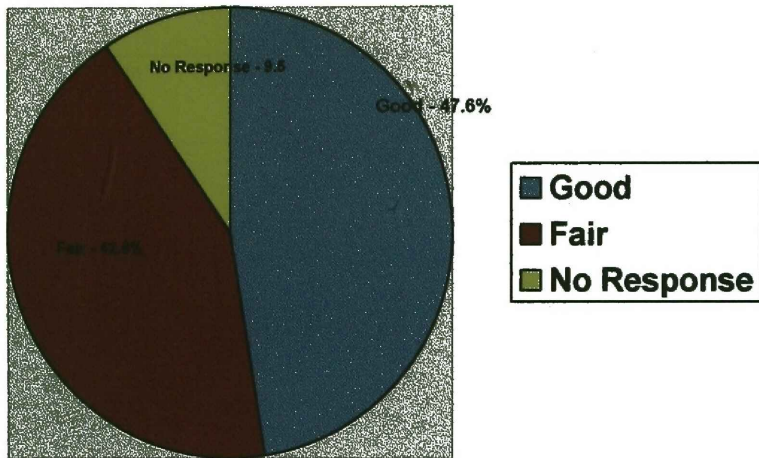


Figure 5.6. Support from WSE

This figure shows what sort of support WSE evaluators receive when they visit the schools for evaluation.

TABLE 5.24: RESPONSE FROM SCHOOLS IN THE IMPLEMENTATION OF THE WSE PROGRAMME

CATEGORY	NUMBER	PERCENTAGE
Willing to co-operate	7	33.33
Not willing to co-operate	1	4.76
Very Supportive	5	23.80
Partially Supportive	6	28.57
Not Supportive	0	0
No response	1	4.76
Other: Unsure	1	4.76
TOTAL	21	100%

Table 5.24 indicates respondents' perceptions about how the schools co-operate with the evaluation team. 33.33% are willing to co-operate with the evaluators while only 4.76 % are not willing to co-operate. 23.80% respondents suggest that they would be very supportive during the visit of evaluators in their schools. 4.76% are having no response, are unsure of their position and are not willing to co-operate with the evaluators respectively.

TABLE 5.25 IMPROVEMENT IN THE CULTURE OF LEARNING

OPINIONS ON WHETHER THERE IS ANY IMPROVEMENT IN CULTURE OF LEARNING AND TEACHING IN SCHOOLS AFTER WSE	NUMBER	PERCENTAGE
Yes	17	80.95
No	1	4.76
Indecisive	2	9.52
No Response	1	4.76
TOTAL	21	100%

80.95% of the respondents in Table 5.25 are of the opinion that there is improvement in the culture of learning and teaching after their visit to the schools while only 4.76% feel that there is no improvement. To some of the respondents certain schools appeared to be the best schools and made remarkable improvement in the matric results. 9.52% of the respondents are undecided or they are not sure of any improvements. 4.76% did not respond to that question.

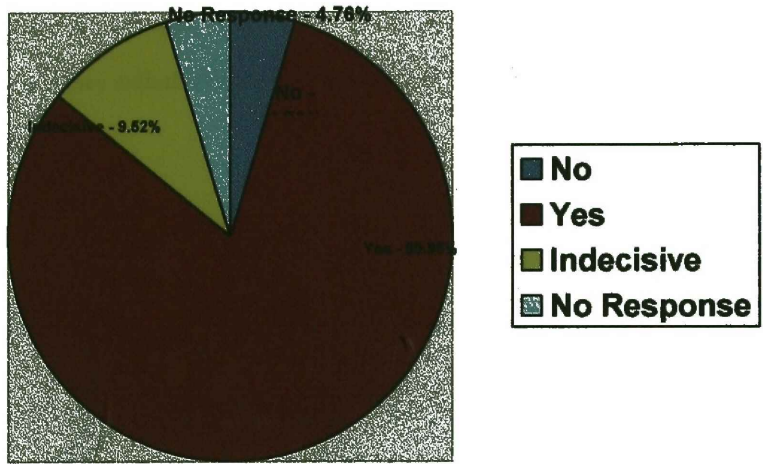


Figure 5.7: Improvement in the culture of learning.

This figure shows visually what is shown in Table 5.25, namely improvement in the culture of learning

5.3.4. The problems in implementation of the programme

TABLE 5.26: RESISTANCE DURING THEIR VISIT TO SCHOOLS FOR EVALUATION

CATEGORY	NUMBER	PERCENTAGE
Yes	14	66.66%
No	2	9.52%
Unsure	5	23.8%
TOTAL	21	100%

66.66% of WSE respondents agree that there is some sort of resistance from the schools during their visits (Table 2.10). However, 9.52% do not agree to the former feeling, and they indicate that there is no resistance. 23.80% of respondents are not sure in this regard.

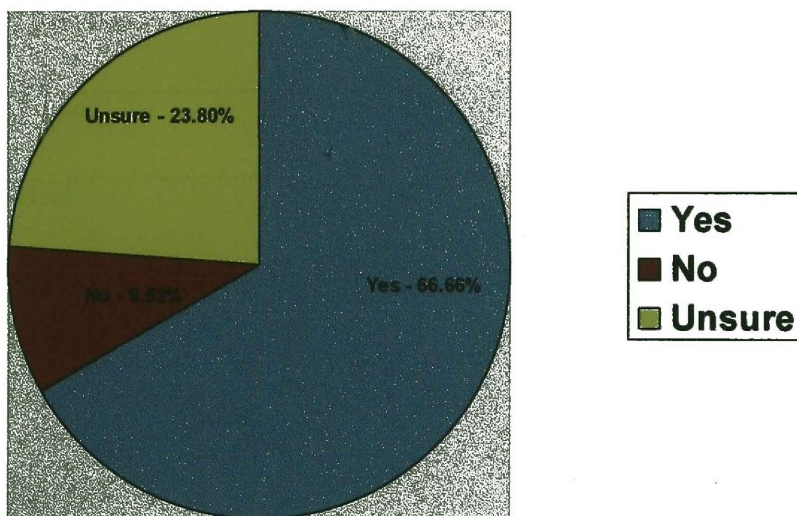


Figure 5.8: Resistance towards WSE

It is interesting to make a comparison of the two sets of respondents. 77% of the school respondents (Table 5.8) of Questionnaire (A) indicated that there is no resistance towards WSE. However, 67% WSE respondents said there is resistance. This could be the major factor for the slow progress of the programme or no progress at all. This matter needs urgent attention for the proper running of the programme.

TABLE 5.27. WSE'S REASONS FOR SCHOOLS' RESISTANCE

REASONS FOR RESISTANCE	NUMBER	PERCENTAGE
Fear & Anxiety	12	57.14
Lack of knowledge about the programme	11	52.38
Lack of trust in the evaluators	3	14.28
Involvement of Union	15	71.42
Increased Workload	1	4.76
Difficult to understand the guidelines of the programme	5	23.8
No Response	1	4.76
Other: All of the above	1	4.76
* TOTAL	49	233.30

(* Frequency count)

71.42% of WSE respondents in Table 5.27 are of the opinion that the resistance of educators exists because of the union involvement, followed by 57% who feel it is because of fear and anxiety and lack of proper knowledge about the programme. The researcher would like to make another comparison here. When compared with the school respondents questionnaire (Table 5.9 from Questionnaire A), 72.7% say that

the reasons for resistance are not applicable to them as there is no such resistance towards WSE.

5.3.5. The solution to the problem

TABLE: 5. 28: REMEDIES TO RESISTANCE

PERCEPTIONS ABOUT LONG-TERM SOLUTIONS	NUMBER	PERCENTAGE
Motivation From Management	8	38.09
Training and Workshops	13	61.90
Involve Union in Decision Making	14	66.66
Time needed to build confidence	7	33.33
All of the above	2	9.52
Other: Involvement of the MEC	1	4.76
Other: Values inculcation	1	4.76
Other: Ensure that Educators respect Government Policy	1	4.76
Other: Accreditation	1	4.76
* TOTAL	48	228.44

(* Frequency counts)

According to 66.6% of WSE respondents in Table 5.28, the long term solution to overcome this resistance by educators is to involve the unions in decision making followed by organising training and workshops to all stakeholders. Significantly, only

9% (Table 5.10 of questionnaire A) of the school respondents were of the opinion that union must be involved in the decision making which indicates that majority of the educators are not influenced by the union involvement.

From the above analysis, it is clearly understood that there is some problem in the implementation and the smooth running of the programme as scheduled, which may be attributed to the experience that the WSE team had during their visit to the schools. With proper training and workshops organised for all the stakeholders from the onset, without depending on the SMT to workshop the educators in their schools, the researcher feels these problems could have been solved. Some of the chosen schools in this research were supposed to have been visited by the WSE team according to the Department circular dated 17 January 2002. However, they did not perform this task and failed to inform the affected schools with the reasons therefore. One reason could be that the WSE felt they would be chased away, as this happened in some schools.

5.4. CONCLUDING REMARKS

Interpretations are done from the results compiled from the tables and graphs. In conclusion, the data answered the questions that were posed in the beginning of this study. The respondents made it clear that evaluation is an integral part of the education system. Some of the school respondents commented that evaluation could be valuable and helpful to improve the standard of education system, while other respondents feel that it could be used as a tool to victimise educators. Some of the evaluators feel that their visit to certain schools made a great deal of impact in the matrix result in a positive way. Conclusions drawn from this chapter are discussed with overall conclusions in the next chapter.

CHAPTER SIX

DISCUSSION, CONCLUSIONS, AND RECOMMENDATIONS

6.1. INTRODUCTION

The new evaluation system is designed for many purposes, and one of the most important is to ensure a high quality teaching staff. Rudner and Boston (1994:6) have suggested that performance assessment empowers educators because it allows them to redefine learning and create a different conception of the place of assessment in the education process. That is, when assessment is undertaken from a performance approach, it focuses attention on what learning is valued and why (for example, what skills are valued and why?), and emphasises that assessment is integral to instruction and learning.

Evaluation is an integral part of the developmental model. Evaluation can take many forms, but must have improvement as its focus. Evaluation may be formal or informal in nature and may also involve Whole School Evaluation and use of outside facilitators. Evaluation is also a political process so care needs to be taken to ensure that the evaluation process leads to constructive action as a result of problem identification rather than destructive blame seeking in action.

Evaluation needs to focus on the successes as well as areas for improvement. It should result in recommendations for future action that are achievable. Evaluation should

identify reasons to modify, maintain or abandon the change project and therefore provide the basis for future development. An evaluation must provide the answers for the three basic questions such as:

- ◆ What have we achieved?
- ◆ What do we do to do better?
- ◆ Where do we go from here?

6.2. DISCUSSION OF RESULTS

The data and information gathered from respondents gave a clear picture of the views from the educators and the school management teams as well as the evaluators themselves.

Regarding the awareness of the programme WSE, respondents from schools have some background knowledge. It is clear that they get this information from various resources like school principals, departmental circulars and news media.

About the effectiveness of the programme WSE, 65.87% of school respondents feel it is very good and 63.65% of them believe that all stakeholders in the education system will benefit from WSE. They think WSE can create a conducive atmosphere suitable for learning and teaching, provide assistance to the educators as well as motivate the staff as a whole. WSE team says that they get fair support and co-operation from the schools. 81% of the team members think there is an improvement in the culture of learning and teaching as well.

With regard to the problems in implementation, there is a mixed feeling from the two sets of respondents. Majority of the school respondents (77.27%) says that they have no resistance towards WSE while 71.42% WSE respondents' claim that there is resistance from the educators' part.

In an effort to overcome the resistance, 66.66% of WSE respondents suggest to involve unions in decision making where as only 9% school respondents support the same idea.

With regard to the functionality of WSE, it is not fully functional because of many reasons such as resistance from educators, lack of proper information about the programme, fear about inspection and increased workload.

Based on the data and information collected, certain recommendations are put forward for necessary action.

6.3. RECOMMENDATIONS

- ◆ One of the most important recommendations is that training and workshop are very important. Instead of training only the School Management Team (SMT), who will then train the entire staff, it is advised that the evaluation team members should take on the responsibility of training the whole staff. It is based on the information from the educators that majority of them received the information from the principals, media and circulars, not from a workshop. For the evaluation to be successful, all stakeholders need to be trained and given the correct information on time.

- ◆ The kind and nature of training needs careful thought. The kind of training that is needed should emphasis the whole school development. There is a dire need to raise a level of professionalism among our educators, so that they could see evaluation as a natural and necessary part of personal and professional development. This would help to answer educators' anxieties and fear about evaluation being faultfinding and policing.
- ◆ It is of utmost importance that the evaluators give feedback to the school's management and the educators after their visit.
- ◆ When policies are made, it is advisable to involve unions or get their opinions as they play a crucial role in the smooth running of the school.
- ◆ As the majority of the educators have a negative attitude towards the former inspection, it is necessary for the evaluators to build a level of trust and understanding among the educators, as they perceive inspection as victimisation.
- ◆ Educators need to change their attitudes towards being evaluated. This is easily said, but of course the implications are huge and the problems may seem insurmountable. Educators need to be developed as people rather than merely as professionals. They will then more clearly see the new evaluation as both developmental and empowering process.

- ◆ Educators need to make it their business to be fully informed of the new evaluation system implemented. Accepting the fact that evaluation is part of one's professional life should enable them not to resist the process of evaluation.
- ◆ Evaluators should themselves have a proven record of efficiency and experience.
- ◆ Principals, as professional and instructional heads need to play a role in disseminating information timeously to the educators.
- ◆ In order to make the evaluation process successful and effective, further support must be given from the Regional office and the Department of Education.
- ◆ Educators must learn to accept and respect any policy, which is implemented by the government.
- ◆ Due to the limitation of small-scale research such as this one, further research need to be carried out to discover the strength and weakness of the evaluation process.
- ◆ Since the programme is still in the embryonic stage, a thorough investigation to find the effectiveness must be carried out in the future.

6.3 SUMMARY

From the study, it can be concluded that evaluation is an important component in any work situation. It is not that an employee can be analysed by evaluation only, but it is

one of the crucial components in the performance management system. Hopefully, the new evaluation programme implemented in South Africa can help in the making of responsible, committed and loyal educators and management team to the education system. Whole School Evaluation is not fully functional at this stage. It may be due to certain reasons as found in the study, but with proper negotiation and communication, those could be eradicated and may start functioning as it is supposed to do so.

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APPENDIX

QUESTIONNAIRE A

Questionnaire for the school management (Principals, Deputy Principals, Heads of Department and Educators).

Please read this questionnaire carefully and express your feeling with an "X" in the appropriate column. You are not required to write your name. This questionnaire is strictly confidential.

Please answer all questions:

Section A: Biographical Data

A. Your occupation

Principal	
Deputy Principal	
HOD	
Educator	
Other: Specify	

B. Years of experience

0 – 5 years.	
6 – 10 years	
11 –15 years	
16 and above	

C. Gender

Male	
Female	

Section B

1. Have you heard of Whole School evaluation (WSE)?

Yes		No	
-----	--	----	--

2. From where did you hear about WSE?

Principal	
Workshop	
Circulars	
Media/newspaper	
Any other-specify	

3. Did the whole school evaluators visit your school?

Yes		No	
-----	--	----	--

4. Are you happy with the evaluation done at your school?

Yes		No	
-----	--	----	--

Comments:

5. Do you have any sort of resistance towards this programme / evaluation?

Yes		No	
-----	--	----	--

Comments:

6. If yes, what are the reasons for your resistance? (You may indicate with an X more than once)

Increased workload	
Poor knowledge about the programme	
Lack of trust of the evaluators	
Difficult to understand the guidelines of the programme	
Influence from the union	
Fear and anxiety	
Any other (specify)	

7. What are the strategic solutions for the resistance?

Motivation from the management	
Training and workshop	
Involve union in decision making	
Time needed to build confidence	
Other (Specify)	

Comments:
.....

8. How effective will this programme be to the educators and the school management?

Very good	
Good	
Fair	
Poor	
No idea	

Comments:

9. Who will benefit from this programme of WSE?

Management	
Educators	
Learners	
Department of education	
All of the above	
None of the above	

Comments:

10. How do you think the WSE will assist to improve the standard of education in schools?

By providing assistance to educators where needed	
By creating an atmosphere for learning and teaching	
By improving the infrastructure of the school	
By providing learning materials to the schools	
By motivating the staff as a whole	
Any other (specify)	

Comments:

QUESTIONNAIRE B

Questionnaire for Whole School Evaluators

Instructions:

- ◆ Please answer all questions
- ◆ Mark the answers with a (✓) in the appropriate column
- ◆ Use a pen to answer the questions

Section A: Biographical Data

A Your occupation

Chief Director	
Chief education specialist	
Deputy Chief education specialist	
Other (Specify)	

B Years of experience in teaching

0 – 5 yrs	
6 –10 yrs	
11–15 yrs	
16 and above	

C Gender

Male	
Female	

Section B

1. What is the aim of introducing Whole School Evaluation? (You may put more than one tick (✓) in the order of priority according to your opinion

To improve the quality in learning and teaching in schools	
For promotional purposes	
To evaluate the problems facing an institution	
To improve the outcome of the education system	
Other (specify)	

Comments: -----

2. When did you implement this Programme?

1999	
2000	
2001	
2002	

3. What is your target number or percentages of schools to be covered or evaluated per year?

0 % - 5 %	
6 % - 10%	
11 % - 15%	
16 % and above	
Other (Specify)	

4. From the period of implementation to- date, how many schools have been evaluated in North West Province? (Secondary schools only)

0% - 5%	
6 % - 10%	
11 % -15 %	
16 % and above	
Other (Specify)	

5. What is the total number of evaluators working for this programme in North West province?

North West Province	

6. How many evaluators are involved in this programme according to the following categories?

Chief director	
Chief Education Specialist	
Deputy Chief Education Specialist	
Other (Specify)	

7. What type of support do you get from the schools during your visit?

Excellent	
Good	
Fair	
Poor	
Other (Specify)	

Comments: -----

8. How is the response from the schools in the implementation of WSE programme? (You may choose more than one in the order of priority)

Willing to co-operate	
Not willing to co-operate	
Very supportive	
Partially supportive	
Not supportive	

Comments: -----

9. In your opinion is there any improvement in the culture of learning and teaching in the schools after your visit?

Yes	
No	
No idea	

Comments: -----

10. Was there any sort of resistance during your visit to the schools for the evaluation?

Yes	
No	

11. If **“YES”**, in your opinion what are the reasons for the resistance? (indicate with a tick (✓) **more than once** from **highest to the lowest in your priority order**)

1. Fear and anxiety	
2. Lack of knowledge about the programme	
3. Lack of trust in evaluators	
4. Involvement of union	
5. Increased workload	
6 .Difficult to understand the guidelines of the programme	
7. Any other (Specify)	

Comments: -----

12. According to you what would be the long -term solutions to overcome the resistance? ? (indicate with a tick (✓) more than once from highest to the lowest in your priority order)

1 Motivation from the management	
2 Training and workshop	
3 Time needed to build confidence	
4 Involve unions in decision making	
5 Any other (specify)	

General Comments:
