

**HOW DO PUBLIC HIGH SCHOOLS IN EKURHULENI SOUTH
DISTRICT (GAUTENG) IMPLEMENT EDUCATIONAL REFORM?**

by

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MINI-DISSERTATION

Submitted in partial fulfillment of the requirements for the degree of

Master of Public Administration

in the

**FACULTY OF MANAGEMENT AND LAW
(Turfloop Graduate School of Leadership)**

at the

UNIVERSITY OF LIMPOPO

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July 2011

DECLARATION

I declare that the mini-dissertation hereby submitted to the University of Limpopo, for the degree of Master of Public Administration in the public education research field has not previously been submitted by me for a degree at this or any other university; that it is my work in design and in execution, and that all material contained herein has been duly acknowledged.

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04 July 2011

ACKNOWLEDGEMENTS

First and foremost, I acknowledge the Almighty God for my life and wisdom. I thank my wife Grace for her spiritual support and for keeping the household fires burning while I was busy with my academic work. It is with great pleasure that I thank Mrs Grace Nurden, the Resource Centre Manager at Matthew Goniwe School of Leadership and Governance (Vrededorp- Johannesburg), for assisting me to access valuable information. I also wish to appreciate the tireless support from my cousin Goodwill Maluleke.

I thank the leadership of the Faculty of Management and Law at the University of Limpopo, for granting me concession to complete the research, as well as their patience and understanding while I was preparing the final report.

I further extend my gratitude to the following colleagues at Thuto-Lesedi High School: Mr H. Tshesane for assisting with transport during the administration of survey questionnaires; Mr D. Maluleke for assisting with computer skills; Mr M.E. Tsoke, Mr C Forka and Mr S.D. Madi for providing information and support; as well as Mrs B.Z Tlhakanelo, the school principal, for availing information to me and her encouragement.

Most of all, I acknowledge with immense gratitude, Prof F. Ahwireng-Obeng, my research supervisor, for his technical expertise which guided the research process to its logical conclusion.

DEDICATION

This research report is dedicated to my late mother, Makhanani Violet Malangi, for introducing me to the academic environment and for encouraging me to pursue post-graduate studies. This is a challenge to my daughters, Nyeleti and Vutivi, as well as my nieces Leorna and Thandeka to also aspire to even higher academic heights.

ABSTRACT

The advent of democratic governance in South Africa necessitated changes in all sectors of the country; the education sector also required urgent reform. The policy framework for education reform was passed nationally and implementation strategies were cascaded to provinces and districts nation-wide. The outcome of national policies manifests itself at district levels where implementation takes place in schools.

This study assesses the manner in which public high schools in Ekurhuleni South District of the Gauteng Department of Education, implement educational reforms. The research was conducted as a qualitative study to determine the role and experiences of key stakeholders in the implementation of educational reform in the district. The investigation focused on what I termed the '*basic drivers of reform*' in education, namely: school governance (SGBs); performance management (IQMS); Outcomes Based Education (OBE); and redeployment of teachers. Other aspects that influence change in education were not excluded from the discussions, but were treated as complements of these basic drivers.

An in-depth literature review was conducted to assess the views of other researchers on the topic. The study found that there has been lot improvement in the education system, especially in public high schools, since 1994. However, there are serious challenges related to policy directives and implementation strategies, which need to be addressed in order to reap the full benefits of a reformed education system. Some of these challenges are the results of policies formulated out of excitement for the newly created democratic order after 1994 while others are associated with shortage of skills and resources. Underestimation and exaggeration of education-related challenges also seem to prevail in public discourse, hence the reality is sometimes distorted. The results of the fieldwork and literature review were used to formulate recommendations to improve implementation of the reform process. Building the confidence of teachers in the education system by involving them in all reform initiatives seems to be a realistic solution.

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LIST OF ABBREVIATIONS

SASA:	South African Schools Act
GDE:	Gauteng Department of Education
OBE:	Outcomes Based Education
RNCS:	Revised National Curriculum Statement
NCS:	National Curriculum Statement
CAPS:	Curriculum and Assessment Policy Statement
NETF:	National Education and Training Forum
IQMS:	Integrated Quality Managements System
DAS:	Development Appraisal System
WSE:	Whole School Evaluation
SGB:	School Governing Body
PTSA:	Parents Teachers Students Association
SMT:	School Management Team
HEI:	Higher Education Institution
GCE:	Global Campaign for Education
MDG:	Millennium Development Goals
CCEAM:	Commonwealth Council for Educational Administration and Management

CHAPTER 1

INTRODUCTION

1.1 Background of the Study

Since 1994 the democratic government has initiated a number of programs in consultation with key stakeholders from political, labour, business and academic sectors, to reform the Public Service sector of South Africa. These reforms were inevitable in the country because South Africa belongs to the globalised society wherein complex variables compel all nations to participate (Thornhill, 2007: 676). Education as a vital cog of the Public Service machinery was placed high on the priority list of the reform process. The reforms referred to above were introduced through a number of policies based on fundamental values of the South African constitution such as ‘democracy, social justice and the rule of law’ (Du Plessis, Conley and Du Plessis, 2007). The process of implementing policy decisions is grounded in legislation which is designed to identify problems, objectives and specify procedures to be followed (Brynard, 2007).

In the implementation of education reforms, a series of problems have emerged related to issues like, the governance and management of schools; redeployment of excess staff; training of educators to implement the Outcomes Based Education (hereafter OBE) system and the National Curriculum Statement (hereafter NCS); as well as monitoring and evaluation of educators’ performance. In view of the above challenges, when officials plan to effect reforms, they should first assess the origin of the ideas that justify change as well as their suitability to the target institutions in order to alleviate disastrous consequences (Peters, 2001). This study will focus on educational reform at school level and the role played by district officials during the implementation of these reforms.

The government as a system that produces collective societal priorities through democratic consensus cascaded its role to the schooling terrain (Kuye, 2007). In pursuit

of total transformation in education, the Education Department initiated certain actions, such as the restructuring of parent associations into democratically elected School Governing Bodies. Leadership responsibility rests with the School Governing Body (SGB), which includes the principal, teachers, learners and parents. District and provincial officials play supportive roles. The School Management Team (hereafter SMT) is responsible for managing daily activities at school. Parents are the majority component of the SGB in terms of the South African Schools Act, number 84 of 1996 (hereafter SASA). The effectiveness of the participation of parents in SGBs is limited by the fact that they are not paid for their service; they receive insufficient training; some are semi-literate or totally illiterate while some have full time jobs that take up most of their time. The afore-mentioned factors have direct bearing on the implementation of educational reforms in any district.

Human resources form the backbone of organizations because the latter are a collection of people who deserve motivation and respect (Cohen, Eimicke and Heikkila, 2008). The allocation of human resources in schools was not planned and communicated properly. The implementation of the process of right sizing and redeployment of excess educators was carried out to avoid retrenchment and achieve equitable distribution of manpower. A ratio of one educator for every thirty-five learners was used to determine post establishment in public secondary schools. Policy makers overlooked the number of subjects offered per school, which has a bearing on the workload per educator, when introducing the above ratio. They also ignored the fact that principals, deputy principals and heads of department are allocated fewer classes because of their management responsibilities. This scenario has led to overcrowded classes in some schools.

The Outcomes Based Education system was introduced to improve the quality of teaching and learning as well as to increase learners' career choices at the end of the twelfth grade. Unfortunately, this purpose was defeated by educators' inadequate training which lasted for only five days before the system had to be implementation. The OBE system requires educators to give individual attention and support to learners. During the introductory phase, the OBE approach required educators to handle a lot of paperwork for

each learner. The combination of overcrowded classes, huge volume of paperwork and inadequate training of educators resulted in ineffective teaching and poor performance of learners.

The introduction of the Performance Management System (PMS) was intended to improve organizational effectiveness and identify under-performance as part of transforming the Public Service (Allen-Ile, Ile and Munyaka, 2007). The Department of Education wanted to monitor effective implantation of OBE and NCS by using performance evaluation instruments. The Integrated Quality Management System (IQMS) was developed to merge the following instruments: Development Appraisal System (DAS); Performance Measurement and Whole School Evaluation System (WSE) (Education Labour Relations Council, 2003:3). Advocacy and training for implementation of IQMS only lasted for one day. There is therefore poor evaluation of implementation of the process and the instrument is cumbersome and long, hence the ineffectiveness of the system in some schools.

With this brief outline, the discussions will now focus on the problem that this study intends to address. This problem is informed by the experience of the researcher and findings of other authors.

1.2 Research Problem

The Public Service in general and public education in particular experienced massive policy overhaul since 1994. Research has shown that most South African public high schools, especially in townships and rural areas struggle to implement educational reforms successfully. These reforms were introduced through a series of parliamentary Acts and collective agreements. Unfortunately, some of the policies that were introduced created more confusion than solutions to practitioners hence problems related to implementation persist. The large volume of somewhat contradictory policies encourage some stakeholders (i.e parents, teachers and learners) to disobey laws and result in

general lawlessness in some public schools (Peters, 2001: 375). Educators perform poorly as a result of inadequate training to implement curriculum change and are confused due to constant changes in the curriculum. Some educators under-perform because of poor implementation of the performance evaluation system and infighting within schools. In some schools classes are overcrowded as a result of ill-conceived redeployment strategy.

In the midst of the aforesaid confusion biased loyalty and favours become entrenched at the expense of competency and merit during redeployment and appointment processes (Kellough and Nigro as cited in Condrey, 2010). When relevant stakeholders fail to implement educational reform successfully, public accountability is compromised and the system collapses at district level. The breakdown of the education system leads to high dropout rate of learners and students and contributes to skills shortage and massive unemployment of the youth. Unemployment exacerbates crime and general lawlessness which threaten to reverse the democratic gains from 1994 (Proser, 1999).

1.3 Research questions

- Who are the main stakeholders and what role do they play in educational reform at the district level?
- Which are the factors that influence change in education?
- Which factors play a role in weakening the implementation of the reform process?
- Which literature should form the theoretical framework of the study?
- What can be done to solve the problems identified by the study?

1.4 Aim of the study

The aim of this study is to examine the manner in which stakeholders implement educational reform in the district; identify the factors that limit proper implementation and make recommendations for improvement.

1.5 Objectives of the study

- To identify the main stakeholders and their role in the implementation of educational reform in the district.
- To examine the factors that influence change in education.
- To assess factors that weaken implementation of the education reform process.
- To conduct a literature review in order to analyze the views of other writers on this topic and present a balanced picture.
- To recommend practical solutions to the problems identified by the study.

1.6 Significance of the study

This study is significant because it will critique the responses of stakeholders and the views of other writers in order for the researcher to make a contribution to the debate on the transformation of public education. Public education at high school level is a vital cog of the public administration machinery because it nurtures and supplies a substantial amount of human resources to the latter. The study will also present participants, stakeholders and policy makers an opportunity to ‘reflect and interrogate their own practices’ (Mncwabe, 2007:8). This study will further make recommendations that would assist government policy-makers and all managers to review implementation strategies of education reform, in order to manage education efficiently and effectively.

1.7 Operational definitions

- **Redeployment-** is defined by Rundell (2002:1183) as when people or things are moved to different places or different jobs.
- **Reform-** “is a change intended to correct a situation that is wrong or unfair or make a system work more effectively” (Rundell, 2002:1186).

- **The department-** refers to the Department of Education in South Africa, currently referred to as the Department of Basic Education.
- **Transformation-** is derived from the verb ‘transform’ which means “to completely change the appearance of something,” (Hornby,1989:1362).
- **High school-** refers to learning institutions under the Department of Basic Education that enroll learners from grade eight (8) to grade twelve (12).

1.8 Outline of Chapters

This study is organized in the following **five** chapters:

Chapter 1: is the **introduction** that comprises the background of the study; research problem; research questions; aim of the study; objectives of the study; significance of the study; operational definitions; abbreviations; and outline of chapters.

Chapter 2: deals with **literature review** which comprises an introduction that is followed by themes relevant to school governance (SGB); performance management (IQMS); Outcomes Based Education; teacher redeployment as well as a discussion of the research questions and a conclusion.

Chapter 3: presents the **research methodology** under the headings of introduction; research design; area of study; population; sampling method; data collection methods; data analysis; delimitations and limitations of the study; ethical considerations and conclusion.

Chapter 4: deals with the **fieldwork data** which will be discussed through an introduction; presentation, analysis and interpretation of results ending with a conclusion.

Chapter five: outlines the **conclusion, recommendations** and **implications of the study.**

References and **annexure** are located at the end of the study.

CHAPTER 2

LITERATURE REVIEW

2.1 Introduction

Although this research is conducted within the academic field of Public Administration, the topic specifically deals with public education. Therefore the better part of this chapter focuses on sources that deal with educational matters. This section on literature review deals with education reform in its various manifestations. This review addresses reform by paying special attention to what I have identified and labeled as the *basic drivers* of educational change, namely: school governance (SGBs); performance management (IQMS); Outcomes Based Education (OBE); as well as rationalization and redeployment of teachers. The discussions will cover the theoretical framework that addresses the afore-said drivers of educational change from different perspectives. Education reform in South Africa is greatly influenced by globalization, socio-economics, politics and history (Taylor, Rizvi, Lingard & Henry, 2000; Webber, 2005; Wallance, 2006; Brown & Duku, 2008; Swanepoel, 2008; Mncube, 2008, 2009).

The education system of this country has been undergoing complete overhaul since 1994, what Bush (2006: 443) refers to as “systemic change”. The *basic drivers* of education reform identified above have been derived from international experience. The argument by Brown and Duku (2008:431) that school governance is a global phenomenon, although only recent in the South African context, confirms certain issues among them the fact that our version of SGBs is an import. In the same breadth, Mncube (2008,2009) contends that the democratization of education which encourages involvement of learners in school governance, is an international trend spearheaded by UNICEF and UNDP. IQMS is another driver of education reform which has international roots. Holding public service officials accountable to the state is a global trend in education, and is pioneered by the “accountability or reform movement” (Hoyle and Wallance, 2006:9). Another driver of our education reform with international origin is the OBE system. The

Outcomes Based Education (OBE) coined by reformers, was actually intended to restructure the global economy, as well as to increase production that will add value and competition in international trade (Webber, 2010). The last driver of South Africa's education reform with global origin is rationalization. The current approach to education reform in this country is an international practice that dates back from the 1950s, when nations invested more in public education, which unfortunately, later changed into cost cutting and privatization in the 1980s (Webber, 2010).

The basic drivers of our education reform also seek to address the inherited socio-economic and political imbalances of apartheid. Most governments use their education systems as a tool for "social engineering" and to support economic growth (Swanepoel, 2008: 461). In the case of SGBs, the state wants to use them to achieve social cohesion and co-operation within communities. The national education policy reform aims to address the reconstruction and development agenda which is based on "Western modernity, human capital and globalization" (Webber, 2005). The restructuring of education in South Africa should contribute to the formation of a just and equitable society (Swanepoel, 2009). Education and training initiatives should produce learners that can critically respond to global economic demands (Lombard and Grosser, 2008).

The Department of Education convened the National Education and Training Forum (NETF) in partnership with stakeholders from NGOs, private and public sectors in order to develop the framework for educational change (Du Plessis *et. al.*, 2007). Consultation ensures that employees are prepared for change in advance so that they can predict the future; feel secure; and gain confidence in their personal competence (McCalman and Paton, 1992). The department did not provide sufficient training in preparation for educational reform, hence the problems that have emerged are endless. We will now focus on the role of SGBs in educational reform.

2.2 The role of School Governing Bodies (SGBs) in education reform

2.2.1 Background

School Governing Bodies were established through a political process of passing an Act in parliament. The political process was intended to correct historical exclusion of parents and learners in the decision-making process of schools. This political process was preceded by the promulgation of the South African constitution in 1996. The constitution heralded a legal revolution that provided for the passing of Acts like SASA, which gives schools the capacity to bear rights and obligations as legal subjects (Beckmann and Prinsloo, 2009:171). Our education reform seems to follow a “managerialist approach”, which is characterized by the formation of a school decision-making group that comprises staff, students, parents and community representatives (Tailor *et al.*, 2000:83). SGBs have the responsibility to manage finances and other resources of schools, hence they are “managerialist” in nature. Section 16(1) of SASA provides for the formation of SGB in every public school. SASA emanates from the White Paper on Organization, Governance and Funding of Schools passed in 1996 (Mncube, 2009: 83). On the political front, SASA gave meaning to the national education’s guiding principles of equity, redress, access and democratic governance entrenched in the constitution (Tsotetsi, van Wyk and Lemmer, 2008).

Brown and Duku (2008) reiterate the political agenda that SGBs fulfill by arguing that the latter enable stakeholders to participate in an environment that is changing from an autocratic rule into one of democracy. Beckmann and Prinsloo (2009:172) reinforce the above contention by stating that SASA is a national legislation that gives all parents in education, fundamental rights. The idea of sharing power with other stakeholders stems from the realization that the state is unable to exercise control of schools alone (Tsotetsi, *et al.*, 2008). SGBs are intended to encourage democracy in education by listening and giving more power and responsibility to parents (Mncube, 2009:83). The devolution of power to SGBs in this country was informed by both policy choices and historical development (Tsotetsi *et al.*, 2008). From a historical perspective, SGBs were preceded by non-legislative Parent Teacher Student Associations (PTSAs) established after the 1976 student uprisings which rejected school committees and school boards (Tsotetsi *et al.*, 2008).

2.2.2 Analysis

SGBs are legally constituted agents intended to serve the best interests of schools, (Naidu, Joubert, Mestry, Masoge and Ngcobo, 2008). In the same breath, Section 23(9) of SASA directs that parents or guardians of children who attend a particular school must be the majority in the SGB in order to ensure that the best interests of the school are served. SASA treats parents as assets because they know their children better and they have more interest in their children's education (Sarason as cited in Du Plessis *et. al.*, 2007). Because parents are regarded as assets that serve the best interests of schools, they should ensure that SGB members are visible and perform their functions in order for members to gain more trust (Naidu *et al*, 2008). SASA promotes a unifying effect for schools, to some limited extent (Brown and Duku, 2008). The policies and actions of fully democratic SGBs are based on the will of the majority, while such bodies also preserve and respect the rights of minorities (Mncube,2009). Guaranteed majority in SGBs gives parents an upper hand during decision- making processes (Beckmann and Prinsloo, 2009).

From a social perspective, the relationship between schools and families is a two way process of equal partnership (Mncube, 2009). It is debatable, however to hold a view that parental involvement in education increases learner achievement, lowers dropout rate and reduces retentions, as Mncube (2009: 84) asserts. There are factors that rather undermine parental involvement that will be discussed under "challenges". At times, school facilities are used for community activities such as meetings, ceremonies and religious observance. The devolution of powers to SGBs stimulate and sustain distinctive needs of schools by encouraging all stakeholders to take ownership of school- based activities, such as those mentioned above (Mncube, 2009). SASA stimulates the principles of mutual responsibility and partnership in education (Beckmann and Prinsloo, 2009).

School governance is related to political activity because it deals with power relations between professionals and ordinary citizens as well as allocation and distribution of resources (Mncube, 2009). One of the most crucial tasks of SGBs is to raise funds in order to augment state resources and improve the quality of education by *inter alia*,

employing additional teachers (Tsetetsi *et al.*, 2008:386). Raising funds is an economic activity that is promoted by SASA. SGBs should ensure that schools play a socio-economic role of uniting communities, while empowering learners to overcome poverty through the provision of quality education. Schools in high poverty settings act as catalysts for community development when children overcome poverty through education (Kamper, 2008:1). In this context, Kamper regards poverty as the inability of communities, households and individuals to reach socially acceptable minimum standards of living due to lack of resources.

The SGB as a driver of education reform is more likely to succeed in its task in an environment in which stakeholders possess knowledge and skills. An SGB that comprises professionals with financial, legal and managerial skills will function better than one where such skills are absent (Joubert and Bray, 2007). The idea of democratic school governance assumes that all stakeholders are literate and are permanently engaged in dialogue to arrive at decisions that are based on mutual trust, participation, consultation and collaboration in the interest of schools (Mabovula, 2009). The immediate prominent figure in terms of skills transfer is the school principal. The Principal must co-operate because of his/her dual role as an employee of the department and an ex-officio member of the SGB (Joubert and Bray, 2007). Principals should exercise authority in a manner that inspires and directs all stakeholders to fully participate in school activities in order to achieve a common goal (Botha, 2006). There must be co-operation between the principal and the SGB to ensure that policies are implemented correctly and resources used are accounted for (Clarke, 2009).

It is crucial to provide training to all members of SGBs so they can comply with policy, increase their capacity for participation and reduce challenges. The devolution of authority to ordinary local school communities oblige officials to provide intensive training which will enable stakeholders to understand and discharge the complex functions prescribed by SASA (Tsetetsi *et al.*, 2008). In SASA, Section 21 schools are allocated funds to pay for specified goods and services and to send their financial books to independent auditors. Mncube (2008) insists that despite learners' immaturity and

inexperience in educational matters, they must be encouraged to participate in SGB activities because the youth contributed to the liberation struggle. He also states that schools that openly encourage learners' participation in SGB activities are more democratic. Mabovula (2009:220) contends that "deliberative democratic school governance" may serve as a self-renewal strategy to change the attitudes, values and beliefs of all stakeholders during transformation. In an ideal situation all parent members of SGBs in public schools would perform their functions diligently, unfortunately that is not happening due to some challenges.

2.2.3 Challenges

As a key driver of education reform, SGBs should promote the smooth-running of schools however, the arguments that follow prove that a tough challenge lies ahead. SGBs sometimes exaggerate social class, gender and race power struggles through the exclusion of some parents from important decisions that affect their children (Mncube, 2009). The diverse socio-economic realities that exist in some poor and privileged communities exhibit an environment of domination, social tension and rejection that lead to the isolation of some parents (Brown and Duku, 2008:432). These social tensions are prominent where rich and poor parents gather for school events and undermine the unifying potential of SGBs (Brown and Duku, 2008:433). The unequal social conditions and capacity amongst SGBs across the country defeats the objective of democratization of schools (Tsoetsi *et al.*, 2008). In some instances SASA promotes middle-class values and identity by entrenching rejection and isolation of individuals (Brown and Duku, 2008). The above scenario implies that in some schools, parents allow educated individuals to take decisions on their behalf because of the latter's class positions, powerful voices and dominance.

Mabovula (2009:220) argues that the participation of learners in SGBs is minimal and their role is conditional. He also insists that learners' participation is minimized by the dominance and manipulation of teachers during meetings, as well as discussions that favour contributions from the latter. The representative democratic nature of SASA,

prioritizes the interests of politically elected members at the expense of community interests.

The tendency of treating school principals as heroic leaders and managers of institutions, gives them the opportunity to manipulate processes (Mescht and Tyala, 2008). Some principals use their position in SMT and SGB to manipulate and dominate every activity of the school, under the disguise of shared leadership (Prew, 2007:450). The dual role of the principal can either make or break the SGB. S/He may withhold information and manipulate some members to support selfish interests that may divide and weaken the SGB's functionality. Some school principals undermine the participatory provisions of SASA by prior defining of conditions for participation (Brown and Duku, 2008:436).

The provisions of section 19(c) of SASA that call for training and assistance of newly elected SGBs are not fully complied with. This is evidenced by the inadequate training of SGB members in Gauteng because of their poor attendance at workshops; low quality of training manuals; outdated legislation used during training and other challenges identified, (Evaluation Report on Governance Training for 2006-2008 financial years, 2008). Financial skills are a challenge to illiterate members of the SGB hence in some instances they endorse school budgets that they do not comprehend.

Other challenges that limit the functioning of SGBs include lack of expertise, working parents and poverty (Du Plessis, 2007). The three years term limit, prescribed by SASA, impede stakeholders from acquiring enough experience, skills and knowledge of governance (Tsotetsi *et al.*, 2008). These challenges cannot be addressed easily during a SGB's term of office because they require long-term intervention from various government departments. Inadequate funding for training and the strict use of English in training materials frustrate some participants (Tsotetsi *et al.*, 2008). Because the Act prescribes that parent members must be in the majority, problems also arise when such parents are not available to perform their functions. The fact that evidence exists to prove that the department is aware of some of the challenges discussed above, gives hope that there is light at the end of the tunnel.

2.2.4 Detailed Research Questions

The following questions arise from the above theme: Which policy underpinned the formation of SGBs? Are there international experiences that can be used to improve the South African version of school governance? In what kind of environment do SGBs operate at the district level? What are the major challenges to the functioning of SGBs? We will now focus on IQMS as a driver of education reform.

2.3 The role of Integrated Quality Management System (IQMS) in education reform

2.3.1 Background

As already highlighted in the introduction, IQMS is one of the key drivers of education reform; it will be discussed further in this section. The department introduced a number of performance monitoring and evaluation systems as part of the broader reform process of education. These systems were introduced with the aim of increasing accountability and the promotion of quality assurance and development of educators (Dimmock and Walker, 2007:143). The terminology used in IQMS such as “*accountability, monitoring, competence and quality assurance*” is part of global trend in education reform (Weber, 2005:65). The quality of public services does not match the huge increase in funding, hence politicians treat public service reform as an endless business to achieve value for money (Hoyle and Wallance, 2006:10).

Moon (2007) argues that the basis for school reform is the improvement of teachers’ professional knowledge. He also states that investment in professional development of teachers will assist towards the achievement of “Education For All” (EFA) vision expressed in the Millennium Development Goals (MDG) for 2015. The 2008 Common Wealth Council for Educational Administration and Management (CCEAM) pointed out that, while global education systems are moving into post performance management era, South Africa is still at inspection phase (Bisschoff and Mathye, 2009:393).

2.3.2 Analysis

Employers, including governments, should provide sufficient capacity-building training to employees before accountability is demanded from the latter. Some governments are progressing towards policies that balance accountability and support of practitioners (Bisschoff and Mathye, 2009). Teacher development programs should be aimed at raising the quality of teacher performance (Mestry, Hendricks and Bisschoff, 2009:475). The bases for teacher development starts with extending the latter's knowledge and capacity in conducting investigation (Flutter, 2007).

Research shows that expecting teachers to account for their actions improved the quality of education in some countries. Holding teachers accountable has improved the quality of education in the UK, and helped to familiarize educators with the expectations of parents (Hoyle and Wallance, 2006:10). The UK experience is like a dream in the South African context. Monitoring and evaluation are different in the sense that the former involves planning in the form of both forecasting and retrospection, while the latter is only a retrospective process (Naidu *et al*, 2008). These systems should be managed properly in terms of research, planning, implementation and review in order to yield desired results. Educators do not merely type and save information into data base-like minds of learners, but they facilitate the learning process in an environment that competes with technology, tradition and culture. In view of the above argument, while performance management is intended to minimize under-performance of educators and learners, it should not equate teaching and learning to 'input-output activities' (Jones, Jenkin and Lord, 2006). It is therefore correct to state that educator appraisal is 'contentious and divisive' in its nature, especially when one anticipates contrary views to the above argument (Dimmock and Walker, 2007). Performance appraisal or evaluation determines the present and future efficiency of employees using a systematic and orderly method (Kroon, 1990:160). Performance appraisal evaluates the strengths and weaknesses of an individual that are relevant to the job (Wayne, 2003:371).

Authorities should devise strategies conducive to teacher understanding and ability which will enable the latter to continuously build up knowledge and capacity to implement

reform (Fullan as cited in Sparks, 2003:5). The department's in-service training initiative intends to continuously improve the skills, knowledge and attitude of teachers in order to achieve efficient and effective learning of pupils (Mestry *et al.*, 2009). Despite the influence of global trends on South Africa's policy reform, IQMS does not encourage schools and teachers to compete in the global context (Weber, 2005).

The department introduced the Developmental Appraisal System (DAS) in order to determine the strengths and weaknesses of educators and to give developmental support where necessary. Although DAS seemed to be systematic and orderly crafted, teacher unions rejected it, saying it was a complicated and cumbersome process. In August 2003 a collective agreement on Integrated Quality Management System (IQMS) was concluded by the employer and educator unions in the Education Labour Relations Council (ELRC). The agreement was intended to integrate three performance evaluation systems, namely: DAS, Performance Measurement and Whole School Evaluation (WSE) (ELRC 2003:3). It is important to strike a balance in the relationship between inspection and self-evaluation, as well as internal and external accountability (Durrant and Holden, 2006). Such a balance can be achieved through researching the impact of traditional and cultural diversity on school performance together with the experiences of non-western societies on this topic. In order to achieve success in the evaluation of educators, the system should be implemented gradually, in a sensitive and transparent way that avoid the creation of a threatening environment (Brooks, 2005:1). In an environment that is characterized by an input-output relationship, stakeholders who put resources on the input side anticipate products of equal value on the output end. The state's over-emphasis on monitoring and control proves that it is impatient with the slow pace of transformation and has lost confidence in teachers' ability to work independently (Tau and Mathebula, 2008:356).

2.3.3 Challenges

Appraisal is viewed negatively by teachers in general and IQMS lags far behind international policy direction (Bisschoff and Mathye, 2009:394). The fact that a performance monitoring and evaluation system like IQMS is fairly recent in the country

and the reality that it imposes foreign Western practices and ideas, instills fear and distrust in some educators (Dimmock and Walker, 2007). The Ministerial Committee on a National Evaluation and Development Unit (hereafter the Evaluation Committee) (2009) acknowledges that IQMS integrates excessively complex evaluation systems that create tensions. The Evaluation Committee also confirms that the accountability framework created by WSE emphasizes on external monitoring to create pressure that will achieve short-term gains and lead to an imbalance between school support and accountability. The Evaluation Committee finds that the existing evaluation instruments cannot fix the current crisis in education. The above honest admission by the committee proves that the importation of fashionable Western reform methods, which the department foists on educators through collective agreements signed by divided gullible union leaders, complicates a delicate reform process.

It is unrealistic to expect educators who work in diverse environments to deliver products (i.e. pass rate of learners) of uniform quality. Hoyle and Wallance (2006) point to the gap that exists between the aim and results of the performance appraisal process that leads to unrealistic expectations and unintended outcomes. One disturbing and unintended outcome of IQMS is that it promotes window-dressing by educators to impress external monitors, which severely compromise the quality of teaching and learning. Some teachers dislike IQMS because it promotes tension due to money that is attached to it, hence its related activities promote a culture of once-off window-dressing (Christie, Butler and Potterton, 2007). The confirmation by the committee that external accountability approach produce short-term gains imply that it (the approach) does indeed encourage *window dressing* and cheating by educators to impress external evaluators or visitors (Jansen,2004:61). In addition, the loose relationship between goals and outcomes generates ambiguity in schools (Hoyle and Wallance, 2006).

The step-by-step design of IQMS, reduces the system into a bureaucratic, linear process that relies on pre-determined and prescribed checklists (Weber,2005). Tau and Mathebula (2008:355) maintain that teachers are exposed to a bureaucratic form of accountability which is aimed at satisfying the needs of appointed officials rather than those of other

stakeholders. They also argue that officials usually monitor adherence to bureaucratic standards and policy implementation in a manner that stifles teachers' creativity and pedagogical decision-making aptitude. Weber (2005) argues that the department accepts responsibility to provide resources, but does not specify the type of resources, "how and who will monitor and evaluate the adequacy and efficacy of these resources".

De Clercq as cited in Maree (2008:2) criticizes IQMS by pointing out that the educator component of improvement is not aligned with the work of most teachers; and authorities over-estimated the implementation readiness and supporting capacity of SMTs and districts. Weber (2005) contends that the department's approach in IQMS creates an impression that the former's wishes coincides with those of the nation. He also highlights the fact that IQMS ignores institutional politics and entrenches hierarchical control of the process that may strengthen existing undemocratic, coercive and gender-related harassment at schools.

The success of any reform initiative lies in the ability of authorities to sell the idea effectively and the provision of sufficient, relevant training to practitioners, while lack of such efforts lead to downright failure. It is not surprising that Bisschoff and Mathye (2009) insist that IQMS is rendered ineffective because advocacy and training for implementation were poorly done. IQMS is not implemented simultaneously in all the provinces due to *inter alia*, poor advocacy, insufficient training, top-down approach of the department and low morale of teachers (Mestry *et al.*, 2009). To make matters worse, teachers' response to accountability-driven reform is either ambiguous or negative (Hoyle and Wallance, 2006). The ambiguity and negativity displayed by teachers are a testimony of poor advocacy and planning that was provided by the department.

Teachers resist implementation of IQMS because they view it as government's way of restricting their professional freedom (Bisschoff and Mathye, 2009). Responses of teachers are very negative to IQMS due to petty conflicts that arise during or after implementation (Christie *et al.*, 2007).

Because some sections of the teaching community still suffer from apartheid hangover, the use of external appraisals in education promotes suspicion or total rejection of the process since it is regarded as a strategy to enforce state control (Jansen, 2004:61). Over-concentration of power in the hands of professional authorities, enables them to escape taking responsibility for their decisions and accounting to the public (Tau and Mathebula, 2008:355). Once authorities manage to elude accounting to the public, they become a law unto themselves, and shift the blame attached to the consequences of poor implementation to practitioners/ teachers. Fullan as cited in Sparks (2003) contends that external intervention cannot provide enough motivation and solutions for every situation.

2.3.4 Detailed Research Questions

Discussions on the above theme poses the following questions: What is the main purpose of performance management in general, and IQMS, in particular? What is the role of IQMS in the broader context of education reform? What are the challenges of IQMS that weaken its implementation? What can be done to encourage teachers to embrace IQMS? We will now turn our attention to the contribution of OBE in education reform.

2.4 The manner in which Outcomes Based Education (OBE) and the National Curriculum Statement (NCS) contribute to education reform

2.4.1 Background

The curriculum of any education system forms the backbone of socio-economic and political development of countries, because it defines and provides content that develops skills and knowledge of learners. It is for this reason that this crucial driver of education reform is given special attention in this research. The importance of curriculum to societal development is thoroughly discussed by writers like (Thiessen, 2007; Hofman, Alpert and Schnell, 2007; Du Plessis *et al.*, 2007), who agree that school curricula, normally respond to social, political, cultural and economic reforms of countries. The National Education and Training Forum (NETF) established by the Department of Education, was given a mandate to develop policy framework for a new curriculum, based on constitutional principles (Du Plessis *et al.*, 2007).

Weber (2010) proves that OBE is based on behavioral psychology by explaining that the key word *outcomes* means “results from a learning process”. The Revised National Curriculum Statement of 2005 which was meant to replace Curriculum 2000 was based on fundamental values of the constitution such as democracy; social justice; non-racism and non-sexism; accountability; respect for the rule of law; and reconciliation (Du Plessis *et al*, 2007). These values that are highlighted by Du Plessis *et al*. were, previously, either withheld from or denied the majority of citizens; or abused, to hurt the citizens. Fullan as cited in Sparks (2003) argues that in view of the intellectual, scientific and moral nature of the profession, teachers should be allowed to lead the process of knowledge development, not to follow it from behind. Successful curriculum transformation can be achieved if the voices of all stakeholders are included in curriculum development (Roux, 2009). The intention of the recent reforms of the country’s educational system is to produce independent critical thinkers through life-long and learner-centered learning (Lombard and Grosser, 2008). But this intention seems to be an elusive ideal in the current phase of reform.

An unfortunate consequence of the introduction of OBE is that it has resulted in massive confusion and dereliction of duties in primary schools which has produced learners that cannot read and write. The performance of South African learners in international tests lags behind that of their counterparts from other countries (Christie *et al.*, 2007).

2.4.2 Analysis

Educational reform in South Africa would not be complete if the curriculum was left unchanged, hence the introduction of the Outcomes-Based Education (OBE). Lombard and Grosser (2008:562) maintain that the South African model of OBE is based on Spady’s philosophy which emphasizes the achievement of critical and developmental outcomes. They also state that the implementation of the latest curriculum was meant to give effect to critical outcomes which should enable learners to critique existing knowledge and develop logical reasoning capacity. OBE is intended to equip school leavers with advanced educational outcomes that promote creative thinking and problem-

solving skills of learners (Weber, 2010). The best solution to improving teaching and learning is to involve educators and learners in reform-related dialogue (Flutter, 2007). Effective professional development of teachers can be introduced as a school-based initiative where the former can realize the relevance of change through dialogue with immediate colleagues (Moon 2007).

Reeves, Forde, O'Brien, Smith and Tomlison (2002:58) argue that educators invest a lot of time and resources to pursue skills, values and habits, hence when change takes place before they can master new skills and habits, they feel a sense of loss of competence. They also maintain that adjustment to change depends on ones willingness to abandon existing practices and the complexity of the new content to be learned. These views summarize the reality about South African education. The older generation of educators spent at least twelve years pursuing primary and secondary school education that was offered through the old curriculum system. The same people were trained over periods ranging from one year to four years in order to qualify as teachers. A lot of time and resources were invested to acquire teaching skills and habits. Some educators are still reluctant to embrace the new OBE approach because they must abandon a substantial amount of habits (such as the use of corporal punishment to instill discipline) and values that were acquired over many years. Their reluctance is further stimulated by the insufficient training received and the massive amount of new content that replaces the old curriculum. Campbell (2007:1) notes that uncertainty in education is triggered by the choices that teachers must make regarding students' needs, appropriate subject matter and effective instructional strategies.

Teachers are adults who have acquired a lot of wisdom and skills in life that require proper channeling in order to benefit society. Roux (2009) maintains that because teachers are not empty vessels waiting to accommodate new content, they must be fully involved in curriculum development so that they are encouraged to manifest their transformative nature. Mafunisa (2000:83) argues that senior public officials should build the competence of subordinates by focusing, as well on their skills, knowledge, confidence and willingness to do the job. These elements should form the basis of future

in-service training initiatives in the department in order to achieve success. Education reform should strengthen educators' leadership skills in the classroom and improve the results of learners (Murphy, 2005). It is therefore difficult for educators to maximize the potential of learners in the light of the required huge administrative burden. During the era of apartheid rule, the majority of black Africans viewed technical-vocational training as a form of inferior skills transfer hence most students at that time pursued academic qualifications. One of the crucial focus of the NETF was to create policy framework that would restore the value of technical-vocational educational skills, which were rated far below academic skills in the society (Du Plessis *et al.*, 2007). The *new economy* as espoused by reformers promotes technical and vocational training (Weber, 2010).

Factoring in participants' frame of reference can assist authorities and training providers to plan appropriate strategies for reform implementation. The department should consider what Hatch as cited in Reeves *et al.* (2002:57), identifies as framework for development needs, before any attempt to implement reform initiatives. The framework include *absorption* of new information into the current frame of reference of trainees; *accommodating* new information by stretching, or changing parts of trainees' frame of reference; and a radical change of trainees' frame of reference through *revolution*. The most appropriate strategies that would succeed in implementing curriculum reform would be *absorption* and *accommodation* because they recognize the trainee's frame of reference. A *revolutionary* approach would be met with resistance and rejection as it overlooks participants' frame of reference.

Resources form the basis of any curriculum implementation process. Because OBE is driven by resources and projects, all schools should be provided with resources, such as fully equipped libraries and duplicating machines in order for the curriculum to succeed. Chuenyane (2010:30) argues that South Africa does not have resources to implement OBE after more than ten years since its introduction. He also cites Nkondo's contention that OBE is a resource-driven curriculum that cannot succeed in a country like South Africa, where only 2.6 percent of schools have libraries. Motshekga as cited in Chuenyane (2010:30), admits that OBE was adopted out of excitement for the democratic

era and the fact that its values were attractive and linked to the Constitution, however the country cannot afford the required resources. The challenges related to OBE implementation are discussed in detail below.

2.4.3 Challenges

The pass rate of grade twelve learners is still used, albeit controversially, as credible yardstick to measure success or failure of the outcomes based teaching-learning interaction. Tau and Mathebula (2008) insist that grade twelve results do not match the investment in education, while Maree (2008) laments that the performance of South African learners is embarrassingly poor, as compared to those from other countries due to teachers' poor knowledge of subject matters. The reality is that the language skills of our learners are extremely low as compared to their counterparts from developing countries, hence the dropout rate of South African students is also high. The proliferation of policies geared towards implementing educational change presented challenges such as choosing between what was desirable and what was possible (Christie, 2008). The introduction of a large number of policies associated with curriculum change, undermines the professionalism of teachers (Flutter, 2007). In provinces like the Eastern Cape, teachers struggle to implement the OBE system because they were poorly prepared for transition and implementation (Lawrence, 2007). The Norms and Standards for Educators (NSE) policy, views teachers as curriculum developers, while in reality, the former feel disempowered due to lack of expertise (Tau and Mathebula, 2008).

One of the most glaring challenges imposed by OBE as a driver of educational reform is the unintended consequence of diverting teachers from their core business of teaching into paperwork administrators. The policies that are aimed at reducing paperwork rather add more confusion and stress to already exhausted teachers. The introduction of the National Curriculum Statement (NCS) to complement and refine the OBE system, added more confusion to already demoralized educators due to the massive administration work involved. The administration of learner profiles, learners' and educators' portfolios are some of the examples of added workload to educators (Sayed and Jansen, 2001).

Christie *et al.* (2007:87) discovered through research that some primary school learners were promoted to high schools while they were unable to read and write, but very noisy, which had added to the burden of the latter's teachers. The previous Minister of Education, as well as the current incumbent identified serious weaknesses that make continuation of the current curriculum untenable. OBE produced learners of uncontrollable behaviour due to this curriculum's emphasis on group work; teachers cannot master the methodology; weak learners were promoted due to the requirement of age cohort progression; and some parents do not have time and ability to assist their children with school work one of the requirements of OBE (Motshekga, as cited in Chuenyane, 2010:30).

On the 6th of July 2010, the current Minister of Basic Education, Mrs Motshekga, released a statement on the progress of the review of the National Curriculum Statement (NCS). According to the statement, the current NCS policy will be renamed Curriculum and Assessment Policy Statement (CAPS); learning areas will be renamed subjects; while outcomes will be absorbed into aims. The words 'subjects' and 'aims', were used in the past to refer to *learning areas* and *outcomes* respectively. In addition, there will be a reduction in administrative work for teachers. The purported reduction of workload by canceling learners' files is insignificant because the same number of activities are still being conducted and moderated, hence this statement has started to create anxiety among educators. One is tempted to invoke the old saying which states that, '*the more things change, the more they remain the same*'. The additional workload defeats one crucial objective of the outcomes based approach which is to achieve greater effectiveness and efficiency in the schooling system.

2.4.4 Detailed Research Questions

The questions that arise out of the above discussions are the following: What was the driving force behind the implementation of OBE? Which discipline underpins the functioning of OBE? Which inherent challenges of OBE weaken its implementation? Is it desirable and beneficial to the country to continue with OBE in its current format?

We will now deal with teacher redeployment as a way of education reform.

2.5 The manner in which restructuring and redeployment of educators contribute to education reform

2.5.1 Background

The last driver of educational reform which also drew mixed reactions from stakeholders was the rationalization and redeployment of teachers. The government was following a worldwide trend of conforming to the requirements of the *structural adjustment program*, when it reduced educational spending through rationalization (Weber, 2010). The implementation of restructuring and redeployment resulted in gradual reduction of workforce and the current shortage of teachers. The National Teacher Education Audit of 1995 uncovered an “oversupply and overproduction of teachers,” and was eventually used to inform White Paper 3 of 1997, which formed the basis of the Education Act of 1997 (Hoffmeyer and Hall as cited in Shisana and Simbayi, 2005:3). The Education Act was used to merge, close and reduce teacher training institutions from 150 in 1994, to 27 colleges in 2000. The 27 colleges were absorbed by 24 Higher Education Institutions (HEIs) that currently offer teacher training (Parker as cited in Shisana and Simbayi, 2005:3). The reduction of teachers’ training institutions resulted in a huge decline of teachers from 420 000 in 1994, to 375 000 in 2000 (Parker; Makola and Phurutse as cited in Shisana and Simbayi, 2005:28).

As a result of the miscalculation of the implications of closing teacher training institutions, the country has joined international campaigns to recruit educators. The Global Campaign for Education (GCE) (2006:4) had this theme, “*Teachers needed*” during its 2006 Global Action Week, to highlight the serious shortage of educators. The GCE’s key message focused on having enough teachers (1:40 ratio) who are professionally trained, adequately paid and well motivated. The GCE encouraged children and adult learners to compile dossiers that highlight the urgent need for teachers and their importance.

The top-down manner in which the state introduced teacher redeployment and rationalization amid protests and opposition, contrasts with the democratic vision of SASA which gives teachers a voice in school governance (Weber, 2010). This implies that authorities use highly contrasting standards of promoting democracy on the one hand, and autocracy on the other hand, as far as policy implementation is concerned. The above notion is supported by Diale, Maserumule and Mello (2007:639), who maintain that public sector reforms are sometimes effected to fulfill contrasting wishes of forces that either seek to centralize or decentralize decision-making.

2.5.2 Analysis

Proper communication of intentions, plans and implementation strategies for reform is equally important when addressing redeployment as it was with the previous drivers of change in education. Kartz and Kahn (1992:2) argue that the success or failure of organizations is determined by how they communicate change. They also maintain that communication is the means through which human beings interact with each other in order to share facts, feelings and attitudes. McCalman and Paton (1992) contend that change management focuses on people management. The management of people requires extensive consultation in order to mobilize consensus and legitimize decisions. The government used redeployment to honour the aim of the reconstruction and development policy of achieving equity and equality (Soudien, 2006:33). The contention by Steyn and van Niekerk (2002) that decision-making should start at the lowest level in organizations in order to promote teamwork, would assist policy makers in the department to make informed decisions.

The implementation of many policies to effect reform in education created uncertainty, confusion and stress among teachers. Campbell (2007) argues that teaching is an inherently stressful profession due to the high level of uncertainty involved. She also maintains that uncertainties about external realities manifest in unstable interpersonal and emotional relations among teachers. On a positive note, Flutter (2007) compares teaching to cycling by explaining that they both require forward movement; the ability to adapt to new challenges; goal-setting; and perseverance in the face of obstacles.

The principle and intention of implementing rationalization and redeployment in education were unambiguously sound, that is, they were meant to normalize an abnormal situation. Education officials used rightsizing and redeployment to adjust wide pupil-teacher ratios that ranged from 17:1 to 80:1 in different provinces; as well as to equalize expenditure per person (Soudien, 2006:34). The average class size in South African public high schools was still high (53 learners), as compared to other middle income countries, according to the School Register of Needs cited in Shisana and Simbayi (2005:20). Swanepoel (2008) doubts the sustainability and success of change initiatives imposed on teachers without their involvement in the planning stage. He also states that teachers will display acceptance of change if they fully participate in the initial stage.

Any system that undergoes transformation should provide ways and structures that will assist participants to adapt in order to succeed (Soudien, 2006). Governments increase the workload of teachers through “*bureaucratic control*” under the guise that it is the latter’s professional responsibility (Tau and Mathebula, 2008:354). The use of modern methods in the teaching profession is intended to reduce the failure rate of pupils and to support teachers by reducing their workload (Butt and Lance, 2005).

2.5.3 Challenges

The need to redistribute human resources equitably at schools triggered a series of problems. The ratio of one educator for every forty learners that is used to determine post establishment in secondary schools, was arrived at using a top-down approach. The process was not properly communicated to educators, hence it resulted in the resignation of some skilled and experienced personnel. Soudien (2006) maintains that, although the intention of redistributing resources was good, the move encouraged thousands of teachers to leave the profession. Had this process been communicated properly, experienced educators would have been retained in the system.

The government also shifted from its noble intention of achieving equity in terms of human and financial resources, through redeployment, to cutting social spending, without

consulting with teachers. The reduction of spending in education led to the crisis of shortage of teachers. The objective of achieving equity through redeployment was substituted with cutting educational costs, which resulted in massive reduction of human resources, increased workload and uncertainty about job security (Weber, 2010). Educational reform usually fail when politicians and bureaucrats overlook the role of teachers in transformation (Swanepoel, 2009:462).

The disastrous unintended consequences of teacher redeployment created widespread resentment of the process. Soudien (2006:37) states that in a study conducted in the Western Cape about the impact of redeployment in selected schools, the response of teachers revealed strong dislike, strong disagreement and total rejection of the process. He adds that the overwhelming rejection of the process was the result of high stress level caused by overcrowding of learners in classes and increased workload of teachers. Butt and Lance (2008:402) link workload to job satisfaction in the public sector, by proving that high workload in Britain led to the loss of many newly appointed teachers and prompted authorities to find urgent solutions. They also equate workload reduction to better pay. Teachers cannot make autonomous decisions with regard to workload and other professional matters because they are not independent service providers (Tau and Mathebula, 2008).

When applying the ratio of 40:1, policy makers overlooked the number of subjects offered per school and the fact that principals, deputy principals and heads of department teach fewer classes. This oversight resulted in overcrowding of learners in some schools and in some subjects. The result of overcrowded classes is ineffective teaching and poor performance of learners. The objective therefore of delivering more efficient and effective service through the reform process as contemplated by Taylor *et al*, (2000) was defeated. One solution for the department would be to change the job description of principals that describes them as teachers and managers simultaneously, because this distorts the pupil-teacher ratio (i.e. principals are counted as teachers when in actual fact, they do not teach) (Tau and Mathebula, 2008). Moon (2007) warns that, the consequences of teacher shortage and underdevelopment has the potential to affect many

future generations if it left unresolved. Lack of autonomy together with problematic administration systems compel some teachers to avoid the impact of the system by resigning; or voice their disapproval through their unions; or simply live with the unfavourable situation (Peters, 2001:375). From the challenges already presented, one can safely assume that a substantial number of teachers belong to the last option, that is, they are discontent but they live with the situation. When employees render their services while discontent with the situation, they might resort to passive resistance and derail the system.

2.5.4 Detailed Research Questions

The questions that arise out of the above theme are the following: Which international trends influenced rationalization and restructuring of teacher training institutions? Why was it necessary to implement restructuring of teacher training institutions and redeployment of educators in this country? What are the implications of restructuring teacher training institutions? Are there alternatives to the current teacher redeployment strategy?

2.6 Conclusion

This literature review was guided by the following objectives of the research: to identify key stakeholders and their roles; to examine factors that influence reform; and to assess challenges that weaken implementation. The review was organized into four themes dubbed *the basic drivers* of education reform, namely: school governance; performance management; OBE; as well as rationalization and redeployment of teachers. With regard to SGBs, the key stakeholders identified are school principals, teachers, learners and parents. These stakeholders elect representatives to serve in executive committees and their roles are prescribed in the South African Schools Act. The Act is influenced by international experience and serves to address historical, political and socio-economic realities in schools. Challenges such as social class tensions; isolation of some parents from activities; domination by principals or other individuals; and lack or poor training of members, weaken the functioning of SGBs.

As far as IQMS is concerned, the main stakeholders involved in the implementation process are teachers, SMT members and district officials. The roles of these stakeholders are defined in the 2003 Collective Agreement, and they include planning, monitoring, support and development of teachers. The aims and strategies of IQMS are influenced by global trends in education reform, especially British models. Some of the challenges that impede implementation include: fear and rejection of IQMS by teachers as a result of the apartheid legacy of school inspections; poor advocacy before implementation; bureaucratic system that serves the interests of authorities; poor training for implementation and over-reliance on external monitoring.

With reference to OBE, the main stakeholders involved are teachers, principals, SMTs, SGBs and departmental officials. The roles of these stakeholders are defined by various curriculum-specific policies such as RNCS, Curriculum 2005 and NCS. The OBE approach is derived from international experience intended to address socio-political, cultural and economic reforms of countries. Challenges include the fact that OBE produced learners who cannot read and write; poor training for teachers to assist in the transition and implementation; high volume of paperwork; and inadequate state resources to drive the curriculum.

The main role players in redeployment include teachers, principals, and district officials. The roles of these stakeholders are outlined in circulars that deal with post provisioning. The strategy of teacher redeployment is influenced by international trends, especially the popular model of cutting social spending through structural adjustment programs. Some of the serious challenges linked to redeployment include: high rate of resignations of experienced teachers; shortage of teachers; large class sizes and high workload; uncertainty, tension, confusion and stress, as well as poor advocacy implementation.

Now that a thorough literature review has been conducted, we will turn our attention to research methodology.

CHAPTER 3

RESEARCH METHODOLOGY

3.1 Introduction

A survey questionnaire was used to elicit responses from participants to capture their opinions, beliefs and convictions (Welman and Kruger, 2001). Survey questionnaires were preferred because they are relatively easier and cheaper to administer and analyze. Structured interviews were conducted with principals and SGB parents. Telephonic, mail and e-mail surveys were avoided due to time constraints and an anticipation of a low response rate. Documents such as school performance analysis for grade ten to twelve learners from the participating schools were supposed to be analysed in order to assess the impact of OBE on pass rates, but the data from this exercise was withheld due to bureaucratic red tape.

3.2 Research design

According to Mouton (2001), a research design is a plan that explains the manner in which a research will be conducted. A qualitative approach was preferred in this study as the experience of stakeholders was sought through questionnaires and face-to-face interviews. The study used the experience and opinions of participants extensively during data analyses, while figures were presented to substantiate facts. A survey questionnaire (Annexure 1) was central to this research. The survey questionnaire comprised of a rating scale with four possible options which sought to illicit the participants' level of knowledge and/ or experience of each item. The Likert scale which is a version of the summated rating scale was also used to determine the attitude of participants on a number of issues. In both instruments, the neutral option was specifically excluded to prevent the problem of participants' central tendency (Welman and Kruger, 2001).

Teachers, parents and principals were the stakeholders who were approached to share their experiences concerning school governance, redeployment, OBE and performance management (IQMS). The information obtained during the interviews was measured against existing literature. Welman and Kruger (2001) state that qualitative research is more appropriate when small groups, communities and organizations are described. This method was deemed appropriate as the research described the manner in which schools, as small organizations implement educational reform. The in-depth description of the reform process is best captured by a qualitative study using a participatory approach to gain understanding of the experiences of participants, as Mouton (2001) points out.

A pilot study was conducted in one school outside the district in order to gain experience in conducting a field work; in ascertaining the practicalities of the process; and in identifying possible deficiencies in data collection and analysis well in advance. The pilot study assisted the researcher to subdivide the initial single questionnaire into four parts that cater for different categories of respondents. The one size-fits-all type of questionnaire was redesigned in order to vary questions for teachers, SMT members, principals and parent members of SGBs (See Annexure A, 7.1).

3.3 Study area

The research was conducted in Ekurhuleni South District of the Gauteng Department of Education. It focused on selected high schools which are located in Katlehong and Vosloorus, and in the Boksburg suburb of Sunward Park. The suburban school was included in order to capture and compare the implementation of educational reform between township and former model C schools. Unfortunately data was not gathered from Sunward Park High School due to bureaucratic red tape. This district was chosen because political violence of the late 1980s and early 1990s seriously eroded the culture of teaching and learning in township schools. Some schools in the district are still struggling to restore this culture due to the legacy of political violence.

3.4 Population

There are sixty-three (63) high schools in the district located in townships, towns and suburbs. The population of learners in the high schools is 190 202, while parents serving in SGBs is 567, and educators is 5 981, according to Ekurhuleni South District of Education's Annual Survey Statistics for 2010. Only the first six schools in Table 3.1 were visited to conduct interviews and distribute the survey questionnaire. The last school was not visited due to time constraints and strict access control. The school was however included in the Table to facilitate comparisons. The population comprises of teaching staff; School Management Team (SMT) members; and School Governing Body members. Teachers were selected because they have experience with a variety of issues connected to teaching and learning, for example, they implement curriculum reform when they teach; they teach in overcrowded classes; they are the first target for redeployment; they participate in SGB activities and they experience performance evaluation directly. Likewise SMT members are relevant since they manage the implementation of education reform and SGB members provide support and leadership in schools.

3.5 Sampling method

This study used a non-probability sampling method because not all high schools in the district were visited due to time and financial constraints (Welman and Kruger 2001). A purposive sampling method, as identified by Welman and Kruger (2001), was used to identify participants because this study did not seek to prove a hypotheses, but is aimed at examining implementation of education reform, hence it was not a requirement for stakeholders to be represented by an equal percentage. The study also relied on previous research findings to assess the opinions of teachers, principals, SMTs and SGBs. The sample was limited to six (6) high schools which represent ten percent of the total number of high schools in the district. Only one former *Model C* (city/suburban -based)

high school was included in the sample of schools due to access-related delays and time constraints. The sample size comprised of forty two (42) participants who represent 0,7 percent of the district's population of educators and SMTs. The sample was selected in the following manner: six (6) school principals; six (6) heads of department, one from each school; twenty four (24) educators, four from each school; and six (6) SGB members, one from each school. The reason for selecting one SGB and one SMT member per school was to limit the number of participants so that a manageable group can be formed. The reason for selecting four teachers per school was to represent the four curriculum streams that dominate in schools, namely: Physical Science/ Mathematics, Social Science, Commerce and Languages.

3.6 Data collection methods

The researcher sought permission from the district and provincial offices, thereafter he personally delivered all the survey questionnaires to the six identified high schools. At the time of conducting the fieldwork, the personnel from both offices had not responded to the researcher's request, hence confidential information such as analysis of learners' performance was withheld. The researcher had to visit each school and wait for the participants to complete and hand over the questionnaire in order to maximize the response rate. The schools were chosen on the basis of availability, accessibility and the willingness of principals to participate in the study.

Leedy (2001) presents the idea of multiple forms of data collection which may include survey questionnaires, face-to-face interviews and document perusal. These three identified methods were used in this study. Four teachers and one SMT member from the participating schools were asked to complete survey questionnaires in July 2010. The survey questionnaires served as the main data collection tools because they focused mainly on teachers who are at the centre of education reform. The tools comprised of twenty (20) questions which were divided into four (4) sub-groups. Likert- type attitude rating scales were included as part B of the tools aimed at determining the attitudes of participants towards the main issues under investigation. A four point attitude rating scale

was preferred over a five or seven point one to eliminate the tendency of choosing a neutral option, as already explained in research design. The survey questionnaire for SMT members had similar questions to that of teachers.

Principals and parents or support staff members serving in SGBs, were engaged through structured face-to-face interviews. The structured face-to-face method was preferred for parent members of SGBs in order to explain or translate questions into vernacular where necessary and maximize response rate. The same method of interviews was used for principals in order to afford them the opportunity to comment on issues raised, and because they manage and account for reform processes. Questions in the questionnaires established participants' views on the following issues: the role of SGBs in education reform; the role of IQMS in education reform; the manner in which OBE contributes to education reform; and the manner in which restructuring and redeployment of educators contribute to education reform. The response rate of all participants was 100 percent, because the researcher personally delivered the questionnaires and conducted face-to-face interviews while awaiting completion of the former. The maximum response rate and cooperation of participants were also achieved because the researcher secured and honoured appointments.

3.7 Data analysis

Mouton (2001) contends that a systematic approach to data analyses involves the reduction of data into smaller themes, patterns, trends and relationships, with the aim of understanding various elements, by inspecting relationships between concepts in order to identify or isolate patterns and trends. Tables were used to illustrate the characteristics of participating schools; to represent the personality profile of participants; to present the responses of educators and SMT members to the survey questions; as well as to outline the response rate of principals and parents. The responses were analyzed through a systematic approach. The responses of principals and parent members of SGBs were analyzed using an ethnographic approach; the responses from all stakeholders were measured against existing research findings to demonstrate similarities and contrasts.

Extracts from the responses of principals and parent members of SGBs were paraphrased or quoted during the process of analyzing data. Inductive reasoning was used to explain relationships, trends and patterns in the findings.

3.8 Delimitations and limitations to the study

The Ekurhuleni South District of GDE, delimits the scope of this research in terms of generalization of results and recommendations to address the problems identified. Notwithstanding the aforesaid statement, some of the findings and recommendations will have a bearing on provincial and national policy. The major limitations to this study were time, finance and inexperience of the researcher. The researcher was part of a group of students that were granted a special concession to complete their research projects, including proposals, in eight months (January to August 2010). This tight schedule prompted the researcher to reduce the number of sample schools and participants. Time limit also restricted the researcher from accessing certain information when request for permission were denied due to short notice given. The researcher experienced financial constraints with regard to conducting field work, hence schools that are located some distance from the district were not visited. The fact that the researcher is a novice in this field, coupled with the 2010 FIFA World Cup activities, limited the amount of data collected.

3.9 Ethical considerations

Ethical consideration was observed when participants were recruited, by guaranteeing them anonymity. Albeit this is not a strictly ethical issue, during interviews with parents, questions were translated into the mother tongue of respondents (mostly isiZulu and South Sotho) to maximize cooperation and as a gesture of respect. The researcher kept his promise to the respondents by withholding the identity of schools and that of individual respondents when presenting the field work results.

3.10 Conclusion

The amount of data collected during the field work was lower as compared to that which was collected during the literature review. The low quantity of data was a result of circumstantial constraints, such as time, and lack of experience of the researcher in conducting fieldwork. Notwithstanding the preceding submission, the data was of good quality because it addressed sufficiently, all the objectives and key statements in the research problem. The researcher was unable to conduct a detailed comparison between township-based and a suburban-based school, because access to the latter school was complicated by bureaucratic requirements. All the responses are based on the experiences of township-based high school teachers, principals and parents. However, the absence of responses from suburban-based high school teachers and parents does not compromise the quality of the data presented because, the research is not a comparative study. The survey questionnaire for teachers and SMT members was similar and did not have space for comments because these categories had more respondents, hence the researcher felt that presentation and interpretation of findings could be confusing.

CHAPTER 4

DATA PRESENTATION, ANALYSIS AND INTERPRETATION

4.1 INTRODUCTION

This chapter will focus specifically on presenting, analyzing and interpreting data obtained from the investigation. The survey questionnaires completed by teachers together with the face-to-face interviews were intended to elicit responses that clarified how schools implement reform policies. The questionnaires also elicited responses that clarified the impact of reform policies on the daily activities of teachers. This instrument also assisted the researcher to draw comparisons between findings from literature review and the activities of principals, teachers and parents in the research area.

4.2 FIELDWORK RESULTS

TABLE 4.1 Characteristics of participating schools

KEY: TE= Teachers; LE= Learners; Squat= Squatter camp/ Informal Settlement

SCHOOL	LOCATION	FEEDER AREA	NO. OF LEARNER	STATE PAID TE	SGB PAID TE	TOTAL TE.	TEACHER-LE. RATIO
A	Township	Neighbourhood; Semi-suburb; Low cost res. area	1281	43	01	44	1:29
B	Township	Neighbourhood ; Semi-suburb; low cost res.; Squat	830	33	01	34	1:24
C	Township	Neighbourhood; Semi-suburb; low cost res.; Squat	1336	38	00	38	1:35
D	Township	Neighbourhood; Semi-suburb; low cost res.; Squat	1949	67	00	67	1:29
E	Township	Neighbourhood; Semi-suburb; low cost res.; Squat	1737	56	00	56	1:31
F	Township	Neighbourhood; Semi-suburb; low cost res. Area	1467	50	00	50	1:29
G	Suburb	Neighbourhood; Semi-suburb; Township; Res. com	1212	40	16	56	1:22

Table 4.1 above, summarizes the characteristics of participating schools in terms of their geographical location; feeder area; total number of learners enrolled in each school; the number of teachers paid by the state; and the number of teachers paid by SGBs. The last two columns (i.e. teachers paid by the state and SGBs) were deliberately presented separately, to demonstrate that the financial position of SGBs determines their capacity to hire additional personnel and reduce teacher-pupil ratio. If one uses the learner enrolment figure of school A (1281) and school B (1212) on the table to determine their teacher-pupil ratios, the result shows a higher ratio (1:29,1) for the former and a lower ratio (1:21,6) for the latter. School G has a lower teacher-pupil ratio as compared to school A, because the former's SGB has the financial capacity to hire sixteen additional teachers. School E has the same total of teachers as school G, but the teacher-pupil ratio of the former school is also high (1:31). The assumption from this scenario is that, educators from schools A to F have higher workload (i.e. more learners and periods) as compared to teachers from school G. But this is a simplistic assumption and interpretation because the table does not reflect the number of SMT members and subjects offered per schools. Most principals do not teach at all; while deputy principals teach very few subject; and subject specialists (HODs) handle lesser subjects than ordinary teachers. The issue of teacher-learner ratio is analyzed in detail later under the role of redeployment in education reform.

TABLE 4.2 Personal Profile of Participants

STAKE-HOLDERS	GENDER		AGE GROUP			EDUCATIONAL QUALIFICATION		
	Males	Females	30 yrs & below	31 to 45 yrs	46 & above	Grade 12 Not done	Grd 12 + 6 mths certif.	Degree / Diploma
TEACHERS	15	15	02	24	04	00	00	30
PRINCIPALS	02	04	00	02	04	00	00	06
PARENTS	02	04	00	02	04	02	02	02
TOTAL	19	23	02	28	12	02	02	38

Table 4.2 above, presents the personal profile of participants in order to assist readers understand the demographic qualities of respondents. According to this table, the number of female stakeholders from the sample population is more than that of males. There were equal number of male and female teachers, but more females, as far as principals and parents were concerned. In terms of age groups, there are more stakeholders (28) in the ages 31 years to 45 years; fewer stakeholders (12) in the age group of 46 years and above, while there are only two people below thirty-one years. Although this is a localized study, it is worrying to see that only two participants in the category of teachers are below thirty-one years of age. A low figure in this category can be translated to mean low level of attractiveness of the profession to young graduates. The majority of teachers (24) are in the age group of 31 to 45 years. This scenario might impact negatively on the availability of teachers in the near future due to gradual cohort retirement. A more positive indication is that all the participating teachers and principals have the required minimum qualifications to teach, but ironically, they struggle to implement the curriculum. The relevance of age and qualifications will be analyzed thoroughly under IQMS and redeployment.

4.2.1 Presentation of Results from the Survey Questionnaire

Table 4.3 below, summarizes the results obtained from the survey questionnaires that were completed by high school teachers and SMTs. In order to simplify the description process, the responses were grouped according to their appearance in the questionnaire (Annexure 7.1 A). The survey questionnaires had 20 questions/ statements that were subdivided into four groups. The four groups consisted of closed questions that focused on: the role of SGB in education reform; the role of IQMS in education reform; how OBE contributes to education reform and how redeployment contributes to education reform.

The questions and statements were formulated to probe participants' level of agreement/ experience/ awareness/ knowledge/ understanding of issues on a four point rating scale. Respondents were requested to choose one of the following phrases: *not at all* (to indicate total disagreement/ rejection/ unfamiliarity/ lack of knowledge of the question or

statement); *to some extent* (to indicate reservations or minimum or limited agreement/ acceptance/ familiarity/ knowledge of the question or statement); *definitely* (to indicate agreement/ acceptance/ familiarity/ knowledge of the question or statement); and *most definitely* (to indicate strong agreement/ acceptance/ familiarity/ knowledge of the question or statement). The Table uses the following abbreviations to shorten the phrases, *NAA* for “not at all”; *TSE* for “to some extent”; *D* for “definitely”; and *MD* for “most definitely”. The results for each question reflect the percentage of respondents who chose that option out of thirty (30) participants. The discussion or analysis of the results also reflects the percentage of respondents.

When working out percentages, the first two columns (*not at all* and *to some extent*) were calculated separately, while the last two (*definitely* and *most definitely*) were combined. The first column (*not at all*) refers to an opposite outcome or contradictory view to the last two columns (*definitely* and *most definitely*), hence it was calculated separately. The second column (*to some extent*) deals with hesitation/ uncertainty/ inadequacy with regard to acceptance or familiarity or knowledge of respondents, hence it was also calculated separately. The last two columns (*definitely* and *most definitely*) are related, and they only differ in terms of the extent of emphasis, hence they were treated together. Any assumption that respondents who chose the last two columns are in agreement will be closer to the truth. The table below summarizes the responses obtained through survey questionnaires, and a detailed explanation is presented thereafter.

TABLE 4.3 A summary of results obtained from the Survey Questionnaires

KEY: *NAA*= Not at all; *TSE*= To some extent; *D*= Definitely; *MD*= Most definitely

CLUSTER 1: The role of SGBs in education reform	Percentage of Respondents		
	NAA	TSE	D & MD
1.1 No. of teachers who know SGB members	10	43,3	46,7
1.2 No. of teachers who give mandate or receive feedback from SGB	16,7	40	43,3
1.3 Domination by one member or group in SGB decision- making	23,3	33,3	43,3
1.4 Availability of SGB documents to stakeholders	10	43,3	46,7
1.5 Knowledge about training provided to SGB members	13,7	36,6	50

CLUSTER 2: The role of IQMS in education reform			
1.1 IQMS activities increased workload	23,3	26,7	50
2.2 Development and support linked to IQMS findings	40	40	20
2.3 Follow-up training after orientation workshops	36,7	33,3	30
2.4 Improvement of learners as a result of IQMS-related intervention	33,3	56,7	10
2.5 IQMS activities implemented according to a plan	20	43,3	36,7
CLUSTER 3: How OBE contributes to education reform			
3.1 Provision of regular workshops to improve capacity	3,3	53,3	43,3
3.2 Correlation in the pass rate of learners in grade 10 to 12	46,7	46,7	6,7
3.3 Ability of NCS policy to reduce workload	73,3	20	6,7
3.4 Knowledge of the current minister's statement on NCS review	20	30	50
3.5 Retention of OBE and NCS in their current format	70	23,3	6,7
CLUSTER 4: How redeployment contributes to education reform			
4.1 Teacher familiarity with the method of identifying extra personnel	36,7	50	13,3
4.2 Teacher participation in identifying excess personnel	76,7	10	13,3
4.3 Transparency of the process of identifying extra teachers	36,6	33,4	30
4.4 Pupil numbers in classes in line with 1:35 teacher-pupil ratio	73,3	20	6,7
4.5 Raising tension and uncertainty during redeployment cycle	10	36,7	53,3

4.2.2 Analysis of the Results from Survey Questionnaires

(a) The role of SGBs in education reform

Only ten percent of the respondents stated that they did not know members of their current SGBs, while 90 percent confirmed that they knew SGB members of their institutions. With regard to giving mandates and receiving feedback from SGB representatives, 43,3 percent stated that they did not interact with the latter, while 40 percent gave a hesitant response of *to some extent*. The 76.6 percent of respondents who stated that there is domination by one member or group during decision-making processes of SGBs, confirms the findings of Mabovula (2009) and Prew (2007). Both writers argue that there is manipulation and domination by some members during meetings, which undermines the participation of learners and parents. The agreement of 90 percent of respondents with the statement that SGB documents are availed to all

stakeholders, partly concur with the contention of Botha (2006) and Clarke (2009). These writers argue that principals should inspire all stakeholders by availing information to enable SGBs to implement policies correctly, account for the use of resources and achieve a common goal. This argument indicates that SGB documents are distributed and discussed by all members, although ten percent strongly disagree with the statement. By insisting that officials provide intensive training to all SGB stakeholders, Tsotetsi *et al.* (2008) are supported by 86.6 percent of respondents who acknowledge that training is provided to SGB members.

(b) The role of IQMS in education reform

More than seventy-six percent of respondents maintain that IQMS-related activities increased their workload. The above agreement by respondents concur with the findings of the Evaluation Committee (2009) and together with the contention of Hoyle & Wallance (2006), that IQMS lead to work overload for teachers. Dimmock & Walker (2007), Moon (2007) and Mestry *et al.* (2009), maintain that performance management should promote and improve the professional development and the quality of teachers' performance. An issue that raises concern is that, only 20 percent of the respondents agreed without doubt that they received training and development linked to IQMS, while the remaining 80 percent was split equally between those who totally disagreed and those who partially agreed with the statement. It is also worrying to notice that 36,7 percent stated that they never received follow-up training after IQMS was implemented, as compared to 30 percent that agreed on follow-up training.

Of the 66.7 percent of respondents who accept that IQMS-related intervention improved performance of their learners, only ten percent strongly agree. This affirmation contrasts with the views of Christie *et al.* (2007) and Fullan as cited by Sparks (2003). These authors state that IQMS processes promote cheating by teachers which compromise the quality of learning but the 33.3 percent who disagree seem to present an honest response. The eighty percent of respondents who stated that IQMS was implemented according to a plan also contrast sharply with the views of Jansen (2004) and Christie *et al.* (2007), who

maintain that the process promotes short-term window dressing. It is unthinkable that plans can be implemented in an environment of window dressing.

(c) The manner in which OBE contribute to education reform

It is encouraging to see that 96,6 percent of respondents stated that they receive regular workshops to improve OBE implementation skills, as opposed to only 3,3 percent that disputed the statement. Mafunisa (2000), Murphy (2005), Moon (2007), Reeves *et al.* (2007) and Roux (2009) emphasize the importance of building professional competence of teachers through imparting of knowledge and skills, as well as recognition of the latter's existing values and habits. It is disappointing to see that only 6,7 percent stated without doubt, that there is correlation in the provision of regular workshops to the pass rate of learners in grades ten to twelve, while the remaining 93,4 percent is split equally between those who totally dispute the statement and those who partially support it.

The Majority of the respondents (73,3%) who stated that the NCS policy did not reduce workload are supported by Sayed and Jansen (2001), Christie (2007) and Chuenyane (2010). These authors insist that NCS added administration burden to educators because of compiling profiles and portfolios and different intervention strategies to assist clueless pupils. Fifty percent of the respondents said they were aware of the current minister's statement on the progress of NCS review, while twenty percent said they were unaware. The majority of respondents (70%) said OBE and NCS must be done away with. Maree (2008) and Motshekga as cited by Chuenyane (2010), highlight the disturbing weaknesses of OBE such as poor knowledge and performance of learners, as well as its huge demand for resources which justify the scrapping of this curriculum.

(d) The manner in which redeployment contribute to education reform

A substantial percentage (63,3) of respondents said they were familiar with the method of identifying excess educators in their schools, this implies that the process was properly communicated to them. In agreement, Kartz and Kahn (1992) as well as Steyn and van Niekerk (2002), emphasize the importance of communicating decisions to the lowest levels in order to promote team-work. Most (76,7%) respondents said they do not

participate in the process of identifying excess personnel. The exclusion expressed above is inconsistent with the views of McCalman & Paton (1992), Roux (2009), as well as Swanepoel (2009). These writers contend that consensus should be achieved through consultation of all stakeholders when change is implemented.

Only thirty percent said the process of identifying excess teachers is definitely transparent, while 36,6 percent said it is not. Respondents (73,3%) who stated that the number of learners in their classes is above the national policy limit of thirty-five, are supported by the findings of Shisana and Simbayi (2005). These authors found that the average class size in South African public high schools is still high. The contention of Campbell (2007) that the reality of teacher redeployment promotes tension and uncertainty, is affirmed by 89,9 percent of respondents.

4.3 PRESENTATION OF RESULTS FROM THE LIKERT ATTITUDE RATING SCALE

Table 4.4 below, summarizes the results obtained from the Likert attitude rating scale. The rating scale consists of five statements that are accompanied by the following four possible answers: strongly agree; agree; disagree; and strongly disagree. As already explained before, a neutral answer has been omitted deliberately. The Table uses abbreviations *SA* for strongly agree; *A* for agree; *D* for disagree; and *SD* for strongly disagree. The percentage of respondents for each question, appear on the Table, and it is used during analyses. During the calculation of the percentage of respondents, the first two columns (strongly agree and agree), were combined because of their similarity in meaning. The last two columns (disagree and strongly disagree) were also combined for the same reasons stated above. The aforesaid sets of answers were separated because they have contrasting or opposite meanings.

TABLE 4.4 A summary of results obtained from the Likert attitude rating scale

KEY: SA= Strongly agree; A= Agree; D= Disagree; SD= Strongly Disagree

STATEMENTS	Percentage of Respondents	
	SA & A	D & SD
5.1 The amount of workload increased as a result of redeployment	83,3	16,7
5.2 Preference/ use of corporal punishment despite a ban by SASA	60	40
5.3 Promotion of participatory democracy in SMT and SGB	70	30
5.4 No value is added by SGBs to daily business of schools	30	70
5.5 IQMS- related activities in education are not necessary	33,3	66,7

4.3.1 Analysis of Results from the Likert Attitude Rating Scale

The perception of 83,3 percent of respondents that the process of redeployment increases their workload is consistent with the findings of Soudien (2006) and Weber (2008). These authors found that redeployment reduced human resources and increase workload. The admission by 60 percent of the respondents that they prefer to use corporal punishment to maintain discipline, is affirmed by the contention of Reeves *et al* (2002) that teachers do not easily abandon values and habits acquired over many years. This is a worrying situation because the South African Schools Act banned the use of corporal punishment when it was promulgated in 1996, but majority of the sampled teachers hold a view that defies this policy.

The attitude of seventy percent of the respondents is that principals promote participatory democracy in SMTs and SGBs proceedings. This positive attitude augurs well with the contention of Mabovula (2009) that school governance that is deliberately democratic in nature, implement transformation with ease. But the remaining 30 percent that disagreed might reflect pockets of arbitrary decision- making in some schools. The attitude of seventy percent of respondents is that SGBs add value to the daily activities of schools. In a similar vein, Sarason in Du Plessis *et al.* (2007), Tsotesi *et al.* (2008) as well as Beckmann and Prinsloo (2009), insist that SGBs have been given powers to redress past imbalances in education; to exercise the role of state at school level; and to entrench democracy in schools. Finally, most respondents (66,7%) acknowledge that performance management is necessary in education. This acknowledgement is consistent with the argument of Kroon (1990) and Wayne (2003) that performance management determines

the present and future efficiency of employees, while at the same time it evaluates the strengths and weaknesses of individuals. The above acknowledgement may imply that teachers are not opposed to evaluation, but they might be unhappy with the method of evaluation.

4.4 PRESENTATION OF RESULTS FROM INTERVIEWS WITH PRINCIPALS

Table 4.5 below, summarizes the results from interviews with principals. The questions for the face-to-face interviews with school principals were eleven; the first ten questions deal with the four key drivers of education reform identified in the literature review, while the last question focused on job satisfaction of individuals. The respondents were expected to answer “YES” or “NO” to each question and thereafter comment on their choice. One respondent did not comment at all, while the rest made comments on selected questions. The response rate was 100 percent.

The questions dealt with the following issues: (a) whether the government subsidy is enough to cover all costs; (b) whether educators teach equal number of learners and subjects; (c) adequacy of teachers; (d) implementation of strategies to improve Mathematics and English as a medium of instruction; (e) if there is any tension among SGB members; (f) if delays or postponements occur due to unavailability of parent members of SGBs; (g) whether external monitoring and evaluation improve capacity in schools; (h) if development and support services from the district are proactive; (i) whether SMTs conduct mentoring and development workshops; (j) whether teachers comply with policy with regard to IQMS implementation; and (k) whether principals would accept posts that offer perks similar to their current earnings outside education due to the current climate of reform.

TABLE 4.5 Summary of results obtained from interviews with principals:

Summary of Questions	Percentage of Respondents	
	% of YES - % of NO	
(a) Is the government subsidy enough to cover all costs?	16,7	83,3
(b) Do all educators teach the same number of learners and subjects?	16,7	83,3
(c) Do schools have enough teachers to deliver the curriculum?	83,3	16,7
(d) Are there strategies to improve Mathematics and English implemented?	100	00
(e) Are there conflicts among SGB members that affect their functionality?	00	100
(f) Have meetings/ decisions ever been delayed due to unavailability of parents?	33,3	66,7
(g) Do external monitoring and evaluation assist to build capacity in schools?	50	50
(h) Does the district provide proactive teacher development and support?	50	50
(i) Do SMTs conduct workshops to mentor and develop educators?	50	50
(j) Do teachers comply with policy with regard to IQMS implementation?	50	50
(k) Would principals accept posts outside teaching that offer similar benefits to their current earning, in view of the current climate of education reform?	83,3	16,7

4.4.1 Analysis of Responses

- (a) With regard to the adequacy of the government subsidy, 83,3 percent of respondents said it was not enough. The arguments of Nkondo and Motshekga as cited by Chuenyane (2010) that the country does not have enough resources to implement OBE is validated by the above respondents who maintain that the government subsidy is insufficient. Three respondents commented by saying that their schools were either classified as quintile five (i.e. the school generates enough income); or parents did not respond to the call to pay fees; or the subsidy amount had many exclusions.
- (b) On the question of whether educators taught an equal number of subjects and learners, 83,3 percent of respondents said ‘no’. The various comments highlighted that the number of learners varied according to subject choices; special subjects such as Music, Arts and Design, attract fewer learners; and that compulsory subjects like Mathematics and English have a large number of learners.
- (c) The majority of respondents (83,3%) said their schools had enough educators. This finding contrasts with the arguments of Shisana and Simbayi (2005) as well

- as Soudien (2006) that the average class size in the country is high due to shortage of teachers. There was only one comment for this question from a respondent who said that his school received ten extra teachers as a result of increasing enrolment of learners.
- (d) All the respondents said that their schools implemented strategies to improve Mathematics and English. The argument by Christie *et al.* (2007) and Maree (2008) that the poor reading and writing skills of learners compel high school teachers to conduct intervention lessons, concurs with the above finding. Five respondents commented by saying that their schools conducted afternoon and Saturday classes for grade ten to twelve learners.
 - (e) All the respondents said there was no tension among SGB members, which is in direct contrast with the contention of Brown and Duku (2008) as well as Mncube (2009) that some SGBs exaggerate social class struggles and tension. No respondent commented on this question.
 - (f) With reference to delays and postponement of meetings due to unavailability of parents, 66,7 percent of respondents said they were not affected because the former are always available.
 - (g) The respondents were equally divided between those who agreed that external monitoring and evaluation improved capacity, and those who disagreed. The respondents who disagreed affirm the arguments of Jansen (2004), Weber (2005) as well as Tau and Mathebula (2008) that IQMS strengthen existing coercive undemocratic practices; cannot provide solutions to internal problems and promote suspicion that lead to its total rejection. The only comment stated that authorities seemed to satisfy bureaucratic procedure with their visits.
 - (h) On the question of whether the development and support services from the district are proactive, 50 percent of respondents agreed while the other half disagreed. The respondents who agreed with the above statement concur with the arguments of Kroon (1990) and Mestry *et al.* (2009) that in-service training improves skills and knowledge of teachers by determining their present and future efficiency. Four respondents commented that: pro-activity was minimal; the support was not focusing on existing weaknesses of educators; some teachers usually lament about

- confusion after attending workshops; and that officials offer support as per invitation or when there is a crisis.
- (i) With regard to whether SMTs conduct regular workshops to mentor and develop educators, the respondents were equally divided between those who agreed and those who disagreed. The only comment was that the SMT treats internal development less seriously, hence the former needs to improve.
 - (j) The respondents were also equally divided between those who agreed that educators comply with performance management (IQMS) policy, and those who disagreed. Two comments were that educators displayed negative attitude towards IQMS and that some educators make minimum attempt to comply or they simply ignore the policy.
 - (k) On the question of whether principals would accept posts that offer perks similar to their current earnings outside education, 83,3 percent of respondents said, ‘yes’. They made the comment that the education system is currently demanding too much and it is strenuous; and that lack of planning or poor planning for activities lead to unnecessary uncertainty, confusion and stress.

These responses are not one-sided, but they reflect the diversity of opinions that characterize the teaching profession during this period of education reform. Reforms should be treated with caution and respect to avoid exaggeration or recurrence of challenges.

4.5 PRESENTATION OF RESULTS FROM INTERVIEWS WITH PARENT MEMBERS OF SGBs

The questions for the face-to-face interview with parents were limited to six in order to encourage participants to cooperate. The respondents were also expected to answer “YES” or “NO” for each question, and comment briefly. Some of the respondents did not bother to comment for some unknown reasons. Response rate was 100 percent, because in cases where community-based parents were not available, they were replaced by non-teaching personnel who serve in SGBs.

Table 4.6 hereunder, presents a summary of responses from interviews with parents. The first question was intended to establish if parents assist the OBE approach by creating enabling environments in their homes. The second question was informed by the argument of Mncube (2009) that some parents are excluded from decision making. The third question which deals with limitations to parental involvement was informed by Brown and Duku’s (2008) argument that some principals define conditions for parental participation in SGBs. The fourth question sought to find out if the interests of parents are treated fairly. The fifth question was intended to establish whether the findings and recommendations of the Evaluation Report on Governance Training (2009) were complied with. The last question sought to determine whether parents have enough time to carry out their duties in SGBs. The six questions focused on the following themes: (a) availability of study aids like table at homes to support home-based learning; (b) the opportunity given to parents to contribute during meetings; (c) limitations imposed on parental involvement; (d) whether the inputs of parents are treated fairly during meetings; (e) whether training was provided to parents; and (f) if respondents have time to perform their duties in the SGB. These themes were largely informed by the findings from literature review, and the researcher’s experience. The responses will be summarized by referring to the percentage of respondents per question. Comments will be paraphrased where they were made.

TABLE 4.6 Summary of Results from Interviews with Parent members of SGBs

Summary of Questions	Percentage of Respondents	
	% of YES - % of NO	
(a) Do parents have study tables at home to support home based learning?	16,7	83,3
(b) Are parents given the opportunity to make inputs during meetings?	50	50
(c) Are the contributions of parents limited to social events and learners’ affairs?	33,4	66,6
(d) Are the interests of parents treated equally with those of other members, regardless of their social class?	50	50
(e) Did parents receive capacity building training to carry out their tasks?	66,6	33,4
(f) Do parents have time to carry out their tasks?	66,6	33,4

4.5.1 Analysis of responses

With regard to the first question, 16,7 percent of respondents said they had study tables at home for their children. One respondent among those without study tables commented that his house was too small to accommodate extra furniture like a study table. The second respondent said that his children do their school work on a coffee table. Fifty percent of the respondents agreed that they were afforded an opportunity to make inputs during meetings, while the remaining half disagreed. There was no comment made on this question. On the question of whether parental involvement was limited to social events, 66,6 percent of respondents disagreed, while 33,4 percent said it was true. Two brief comments were made by respondents who said they participated in all SGB activities without any restrictions. As far as question four is concerned, fifty percent said their inputs and interests were treated equally to those of other stakeholders, while the remaining half disagreed. A comment was made by one respondent who said that parents were treated the same as other stakeholders. The majority of respondents (66,6%), said they received capacity building training, while 33,4 percent said they were not trained. There was no comment made on this question. The majority of respondents (66,6%) said they have enough time to carry out their SGB responsibilities, while 33,4 percent said they do not have enough time. Two comments were made by the respondents who said they did not have enough time for SGB activities; the first respondent said he was self-employed, hence his availability for SGB activities is determined by his free time while the second said that he was employed in an industry where he works a twelve hours shift for four days and rests for three days, hence his availability for SGB duties depends on his days off.

4.6 Conclusion

The findings presented above have put matters into proper perspective. The findings should assist in correcting the tendency to underestimate and/ or exaggerate education challenges in public discourse, some of which are captured in the problem statement. Serious challenges posed by the implementation of IQMS, such as increased workload

for teachers and window-dressing due to poor planning by the latter, all of which disadvantage learners, were confirmed by respondents. Respondents confirmed the important role played by SGBs, and also dispelled the myth that parent members are usually unavailable to perform their tasks. The failure of OBE to improve the standard and quality of South African education has been highlighted. This failure has been underestimated by previous ministers of education. The fact that respondents acknowledged that regular workshops are conducted to improve skills while the quality remains poor, proves that OBE has failed to live up to expectations. The majority of respondents also confirmed that redeployment result in overcrowded classes. The results from the respondents were measured against the views of various authors cited in the literature review in order to validate the findings.

Now that the research findings have been presented, we can turn our attention on recommendations and conclusion of the study.

CHAPTER 5

CONCLUSION, RECOMMENDATIONS AND IMPLICATIONS

5.1 CONCLUSION

A research process is coming to an end once a conclusion is drawn and recommendations are tabled. This Chapter is intended to conclude a long and challenging task in the process of knowledge development by giving reliable and practical recommendations. The study was informed by the following issues that formed the basis of the problem statement: the postponement of decision-making processes of SGBs due to unavailability of parents; the high failure rate of grade ten and eleven learners due to OBE-related challenges; underperformance of educators as a result of implementation challenges of IQMS and infighting in schools; as well as large classes as a result of restructuring and redeployment of teachers.

The problem statement was underpinned by the following specific objectives: to identify the main stakeholders and their role in the implementation of education reform; to examine the factors that influence change in education; to assess factors that weaken the implementation of the reform process; to conduct literature review and field work as a form of gathering data; to recommend practical solutions to the challenges identified; as well as to assess the implications of the recommendations.

The first four objectives were achieved in Chapters 2,3 and 4, while the last one is addressed in this Chapter. These recommendations are based on relevant research findings obtained from the literature review and the field work conducted in the course of the study. Because the study was not intended to prove a hypothesis, it is difficult to reach a specific conclusion.

This research has achieved its objectives of presenting the manner in which education reform is implemented in the district. The literature review assisted with exposing the background of reform initiatives, in general, and educational reform in particular. The global, socio-political, cultural and economic dimensions of education reform were clearly presented in this study. The field work was a valuable learning experience which has left a life-long legacy to the researcher. We will now present recommendations and thereafter their implications.

5.2 RECOMMENDATIONS

It must be stated upfront that the topic of education reform has been researched by many scholars as well as by some agencies or institutions that were commissioned by various ministers of education. To this end, a lot of challenges were identified and recommendations were made. Some of the recommendations were implemented, while others were never tried. It is on the basis of the above reality that the researcher finds it difficult to suggest new strategies to improve education reform. However, the fact that this study focused on a small area that has specific needs and challenges, enables the researcher to make a contribution within this specific context. Therefore the researcher will emphasize issues that the department is aware of but have delayed to respond to on the one hand, and suggest district-specific recommendations, on the other hand. Some of these issues are expressed in the Schooling 2025 document, which is the action plan for improving basic education in South Africa (Department of Basic Education, 2010).

These recommendations will be presented in the order that was established in the literature review. Matters related to SGBs will be discussed first, followed by those related to IQMS, OBE and redeployment. With regard to SGBs the aspects that require priority include intensive capacity building training of all members; revision of the funding model of schools to reflect the actual socio-economic levels of learners; extension of the body's term of office; introduction of some form of succession or handover strategy; appoint a private HR company to conduct interviews for all promotion posts; and a strategy to maximize parental involvement in their children's education.

In terms of performance management (IQMS), it must be advocated thoroughly to clarify any grey areas that the concept has in order to achieve buy-in by the teachers. The process must be spearheaded and monitored within schools to reduce the window-dressing tendency by educators who seek to impress external monitors. External evaluators should conduct staggered visits to schools; they should start by evaluating specific needs of educators, followed by assessing how schools implement IQMS, and concluded by evaluating the impact of visits on teacher development. Schools should be encouraged to implement a merit and demerit point system, in order to control learners' discipline, and eliminate the need for corporal punishment in schools. The department should market initiatives such as the Teacher's International Professional Development Programme (TIPD), and encourage educators with research skills to participate. Nationally, the system must be researched thoroughly in order to effect changes that conform to international policy direction.

As far as OBE is concerned, workload reduction efforts should be subject-specific, and address the disparity in the load of language and content teachers. The allocation of subjects should be informed by the number of learners taught and the number of formal activities prescribed in subjects. The department should allow schools to assess English and Mathematical skills of newly admitted grade eight (8) learners at the beginning of each year, to determine the type of additional support that can be provided, which may include referring very weak learners back to their primary schools. At national level, the department should explore the feasibility of implementing school-to-career strategy in a combined school (i.e. grade 1-12) setup through a pilot process. A simple cost-effective approach to curriculum delivery should be established and piloted thoroughly before implementation to avoid continuous changes that frustrate educators. The curriculum system should also be based on successful international experience of developing countries, especially those from Africa.

The policy that currently informs redeployment of teachers should be reviewed and be modified by considering the number of subjects per school together with other

responsibilities that teachers handle. The process of redeployment should be the last resort, which should be implemented only after the teacher- pupil ratio has been reduced to at least 1:25, in order to facilitate a one-on-one interaction between teachers and learners. The calculation of this ratio for teachers should be separated from that of SMT members. The process should be open and transparent in order to gain support of teachers. A system of rotating teachers and principals in schools within districts over a fixed period of time should be piloted.

As far as Schooling 2025 is concerned, the department recommends the following possibilities: attracting younger teachers to sustain supply; equitable distribution of teachers to reduce class sizes; improving teacher development strategies; revision of IQMS to improve teacher accountability and rewards; track learner/ textbook ratios for efficient supply purpose; strengthening school governance and management through training; reducing bureaucratic control by provinces; to facilitate funding of schools; provision of all basic school infrastructure by 2025; extending school feeding scheme to address the health and welfare of learners; and to boost district support based on clear and recent policy shifts. These recommendations were drawn up many decades ago, but were never fully implemented. We hope this time around the department will demonstrate some seriousness in this regard.

5.3 IMPLICATIONS OF RECOMMENDATIONS

Implementation of the aforementioned recommendations will have far-reaching positive implications on the education reform in general, and the quality of education in the district, in particular. Some of the implications are discussed hereafter.

Providing capacity training to SGBs will boost the confidence of stakeholders and improve their efficiency. Revision of the funding model of schools will ensure that schools receive adequate funds to provide quality education. The use of private companies to handle promotion posts will simplify the work of SGBs on the one hand, and boost the credibility of the appointment process, on the other hand, which is tainted

by allegations of corruption. Increased parental involvement will assist teachers to understand the unique backgrounds of learners, as well as enable the former to provide appropriate support to the latter.

Continuous advocacy and training linked to IQMS will clarify problem areas of this process, and build the confidence of educators for better implementation. School-driven monitoring will ensure credibility of the process, through the provision of support and development as well as eliminating window-dressing tendency by some teachers and SMTs. Staggered visits by external officials will enable teachers to predict and prepare timely, and reduce the anxiety of the latter. Practical alternatives to corporal punishment will assist in reducing incidents of violence in schools as well as in the society. Exposing teachers to TIPD programme will enable participants to experience various international education systems; share good practice; and conduct research that might benefit the entire system of basic education (Easton, Whitby and Harris, 2003).

Subject-specific workload reduction will facilitate timely submission of marks after examination sessions that are currently hindered by the slow response of overloaded teachers. The assessment of English and Mathematical skills of newly admitted learners will enable high school teachers to understand the weaknesses of their learners in advance, and encourage primary school teachers to prepare their pupils thoroughly. A school-to-career strategy in a combined institution of basic education will assist to track the progress of learners, and to address scarce skills by offering market-related training. A teacher- pupil ratio of 1:25 will benefit both teachers and learners by increasing one-on-one interaction. A system of teacher rotation will assist to eliminate comfort zones and benefit learners by exposing them to different teaching strategies and approaches of various educators. The system may be piloted by giving incentives to teachers who would volunteer to rotate.

With these implications this research is concluded.

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7. ANNEXURES

7.1 Annexure A Questionnaire

Please respond to the following questions and statements as **honestly as possible**. Do not allow my **familiarity to you or lack thereof to influence your responses**. I assure you that **your identity or that of your school will never be revealed**, hence it is not required for your own protection.

The questions have been divided into four (4) groups that focus on: the role of SGBs in education reform; the role of IQMS in education reform; the manner in which OBE contribute to education reform; and the manner in which restructuring and redeployment of educators contribute to education reform.

Part A Survey Questionnaire

Instructions

Each of the following **questions/ statements** is accompanied by **four possible options**. Please **choose one** option that best describes your situation by putting a **cross** or a **circle** over the corresponding number:

1. The role of SGBs in education reform

1.1 Do you know all the people currently serving in the SGB of your school?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

1.2 As a stakeholder have you ever given mandate or receive feedback from your constituent members (i.e parents/teachers/P.S staff) of the SGB?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

1.3 Does any member(s) dominate discussions/ decision-making of the SGB?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

1.4 Are SGB documents (e.g. financial statements and policies), distributed to and discussed by all stakeholders?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

1.5 Did the SGB receive training from the district/ the province as far as you know?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

2. The role of IQMS in education reform

2.1 Did IQMS-related activities increase your workload?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

2.2 Have you ever received development and/ support that is linked to IQMS findings?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

2.3 Have you received any follow-up training after the orientation/initial training for implementation?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

2.4 Has your learners' performance improved as a direct result of IQMS-related intervention?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

2.5 IQMS at our school is implemented according to a specific plan, not in response to district reminders.

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

3. The manner in which OBE contribute to education reform

3.1 Have you been invited to regular (monthly/quarterly) workshops to improve your skills or understanding?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

3.2 Is the pass rate of grade twelve (12) learners consistent with that of grade ten (10) and eleven (11) learners?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

3.3 The NCS policy was intended to reduce workload (i.e. number of periods & learners' activities). Are you experiencing this advantage at the moment?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

3.4 Are you aware of the statement (issued on 06-07-2010) by the current Minister of Basic Education on the progress of the NCS review?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

3.5 Should the OBE approach and NCS be retained in their current format?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

4. The manner in which restructuring and redeployment of educators contribute to education reform

4.1 Are you familiar with the current method that is used to identify excess educators?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

4.2 Do you participate in the process of identifying excess teachers?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

4.3 Is the process of declaring excess educators conducted transparently to serve the interests of learners, (and not to settle scores)?

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

4.4 Does the number of learners in your class or the teacher-pupil ratio at your school correspond with the national ratio of 1:35? (i.e. learners are 35 or less in class).

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

4.5 Uncertainty and tension levels usually rise every time the process of identifying excess educators starts.

4= Not at all. 3= To some extent. 2= Definitely. 1= Most definitely.

Part B The Likert Attitude Rating Scale

Please choose **one** option that best describes your attitude towards the scenario/ activities presented, and **circle or put a cross** over your preferred option:

5.1 Workload increased significantly as a result of restructuring and redeployment.

A= Strongly agree B= Agree C= Disagree D= Strongly Disagree

5.2 Corporal punishment remains the preferred form of maintaining learners' discipline at our school (i.e. it is used regularly), despite the provisions of SASA against it.

A= Strongly agree B= Agree C= Disagree D= Strongly Disagree

5.3 The principal promotes participatory democracy through SMT and SGB activities.

A= Strongly agree B= Agree C= Disagree D= Strongly Disagree

5.4 The SGB adds no value to the daily business of our school.

A= Strongly agree B= Agree C= Disagree D= Strongly Disagree

5.5 Any form of performance evaluation , IQMS included, is unnecessary in education.

A= Strongly agree B= Agree C= Disagree D= Strongly Disagree

THANK YOU

Part C Survey Questionnaire for Parents Serving in SGB

Answer YES or NO, and give a brief comment thereafter:

6.1 Do you have a study table at home where your children do their school work? YES/ NO

Comment:.....

6.2 Are you given enough opportunity to make inputs during meetings? YES/ NO

Comment:.....

6.3 Is your contribution to the affairs of the school only limited to social events and the welfare of learners? YES/ NO

Comment:.....

6.4 Are your inputs and interests treated equally by the SGB regardless of your social class? YES/ NO

Comment:.....

6.5 Did you receive capacity building training to carry out your tasks? YES/ NO

Comment:.....

6.6 Do you have time to carry out your SGB duties? YES/ NO

Comment:.....

THANK YOU

Part D Interview with Principals

7.1 Is the departmental subsidy enough to cover administrative, operational costs as well as curricular needs of the school? YES/ NO

COMMENT:.....
.....

7.2 Do all educators teach equal number of learners and subjects in various departments? YES/ NO

COMMENT:.....
.....

7.3 Does the school have enough teachers to deliver curriculum in all grades? YES/ NO

COMMENT:.....
.....

7.4 Does your school implement strategies to improve Mathematics and English as a language of instruction? YES/ NO

COMMENT:.....
.....

7.5 Is there any tension or conflict among SGB members that affect the functionality of this structure? YES/ NO

COMMENT:.....
.....

7.6 Have you ever delayed or failed to take decisions due to unavailability of parent members? YES/ NO

COMMENT:.....
.....

7.7 Does the external (district/ province) monitoring and evaluation method assist to build capacity in your school? YES/ NO

COMMENT:.....
.....

7.8 Does the district provide proactive teacher development and support? YES/ NO

COMMENT:.....
.....

7.9 Does the SMT conduct regular workshops to mentor and develop educators in their departments? YES/ NO

COMMENT:.....
.....

7.10 Does your staff comply with policy with regard to performance management? YES/ NO

COMMENT:.....
.....

7.11 If you had an opportunity to manage an institution outside teaching offering the same salary package, would you take it in the light of the current reform? YES/ NO

COMMENT:.....
.....

Part E Personality Profile of Participants

Please mark with a **cross or circle** the alphabet that is applicable to you only. **REMEMBER** that this section is only meant to understand your as a participant.

- 8.1 **Gender:** A= Male B= Female
- 8.2 **Age group:** A= 30yrs and below B= 31yrs-45yrs C= 46yrs and above
- 8.3 **Educational qualifications:** A= Below grade 12 B= Grade 12 and/or 6 months- 12 months certificate C=Degree/ diploma
- 8.4 **Status of stakeholder:** A= Principal B= SMT C= Teacher D= Parent/ P.S staff
- 8.5 **Curriculum department:** A= Mathematics/Science B= Social Science
C=Commerce D= Languages

THANK YOU FOR YOUR CO-OPERATION AND CONTRIBUTION TO KNOWLEDGE DEVELOPMENT

7.2 Annexure B Covering Letters to Interviewees and the District

INQUIRIES:

CEL. NO.: 082 631 4625

E-mail.: jjjmanganyi@webmail.co.za

P.O BOX 4147
VEREENIGING
1930

TO ALL PARTICIPANTS

RESEARCH INTO THE MANNER IN WHICH PUBLIC HIGH SCHOOLS IN EKURHULENI SOUTH DISTRICT (GAUTENG), IMPLEMENT EDUCATION REFORM

Fellow compatriots and colleagues, I ask for your assistance in attempting to ascertain some facts and perceptions regarding the above mentioned topic, in partial fulfillment of the requirements for a Masters degree in Public Administration.

I am approaching you as a student, **not as a representative of either a trade union; School Management Team; or the department.** Do not allow **my familiarity with you or lack thereof**, to influence your responses to the survey questions.

Your responses will be highly valued as I realize that **you have time constraints and work pressure over and above** this questionnaire. I assure you that your responses will form a vital part of the research project and will be treated in the strictest confidence. I also assure you that **your identity or that of your school will never be revealed**, hence it is not required for your own protection. The personality profile section is intended to clarify the background of respondents and to simply data analysis.

Thank you for your support and co-operation.

Yours in education

Justice Nyiko Manganyi (Mr.)

P.O.BOX 4147
VEREENIGING
1930
15 July 2010

The CES- Institutional Development and Support Unit
Ekurhuleni South District of GDE
Infinity Office Park, Meyersdal
ALBERTON, 1456

Sir

**RE; REQUEST FOR PERMISSION TO GATHER SECONDARY DATA AT
SELECTED HIGH SCHOOLS IN THE DISTRICT, IN PREPARATION OF MY
MINI-DISSERTATION**

I hereby request you to grant me permission to conduct interviews and to distribute questionnaires to selected high schools in the district. The data to be collected through the aforesaid method will be used solely for research purpose and will not be given to a third party without your permission. Only seven (7) members of staff, including an SGB member, will be requested to take part in the survey questionnaire.

I also request you to inform the identified schools about my visits in advance in order to facilitate cooperation from all affected parties. The process is expected to begin from 20 until 30 July 2010. The schools identified are the following:

Thuto-Lesedi; Vosloorus Comprehensive; Masithwalisane; P.T Xulu; Lethulwazi; Kwadukathole; and Sunward Park..

The participation of these schools will contribute to knowledge development.

Your positive response and co-operation will highly appreciated.

Yours faithfully

Justice Nyiko Manganyi