

**EXTERNAL WHOLE SCHOOL EVALUATION OF UNDERPERFORMING
SECONDARY SCHOOLS IN MPUMALANGA PROVINCE**

by

RICHARD SIPHAMANDLA RYAN MATHABA

STUDENT NO: 21144978

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Supervisor: Prof. N. Dorasamy (Ph.D., M.P.A., Adv. Dip. Public
Administration, B.A. Hons., B.Paed. Arts)

Co-supervisor: Dr. K. Parker (Ph.D., M.A., B.A.Hons.,B.A.)

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ABSTRACT

The study is based in the Mpumalanga Province and focused on a sample of 18 externally evaluated underperforming secondary schools across all four districts of the province. The schools obtained less than 30% average pass rate of learners in the 2011 Grade 12 examinations. The main objectives of the study were to analyse the purpose of Whole School Evaluation (WSE) from a quality assurance perspective, investigate the significance of a key component of WSE, namely, teaching, learning and educator development, analyse the Grade 12 results of externally evaluated underperforming secondary schools prior and post evaluation, analyse monitoring and evaluation reports for changes in teaching, learning and teacher development, as well as identify factors impeding teaching, learning and teacher development in underperforming secondary schools.

The mixed methods approach was used. This approach made it easy to reconcile findings through triangulation and complementing qualitative and quantitative data (both primary and secondary). This study relied on secondary data (WSE external evaluation reports and Grade 12 results), as well as primary data obtained from questionnaires administered to school management teams (SMTs) of the sampled underperforming secondary schools.

The study exposed the great level of acceptance of the external WSE process by SMTs in Mpumalanga Province underperforming secondary schools, as a means of quality assurance towards improvement. Furthermore, it revealed the extent to which improvement and development of schools in the underperforming schools as a result of the external WSE process. The study also indicated that the results of seventeen of the eighteen schools (94.4%) improved. Furthermore, the study confirmed that what was revealed in the external WSE as areas for development became a revelation to SMTs. As a result, the manner in which teaching, learning and teacher development (AFE4) as a key component of WSE is viewed by teachers and SMTs, has been positively influenced.

The study produced new knowledge through the development of a theoretical model. This model is based on the view that effective external WSE process, as a dependent variable, is significantly influenced by predictor (independent) variables. The predictor (independent) variables are planning for teaching; teaching strategies; assessment of learners; teacher development; and management of teaching and learning processes (curriculum management). This emerging theoretical model is based on the belief that, the more one increases independent variables (they can be from any of the nine AFEs'

criteria), the more the dependent variable (effectiveness of external WSE process) is strengthened.

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LIST OF ACRONYMS AND ABBREVIATIONS

AERA- American Educational Research Association

AFEs- Areas for Evaluation

ANA- Annual National Assessment

APA- American Psychological Association

APIPs- Academic Performance Improvement Plans

CAPS- Curriculum and Assessment Policy Statement

CNE- Christian National Education

CRAs- Criterion-referenced assessments

DAS- Developmental Appraisal System

DBE- Department of Basic Education

DHET- Higher Education and Training

DPSA- Department of Public Services and Administration

DSGs- Development Support Groups

ECD- Early childhood development

EEA- Employment of Educators Act

GWM&E- Government-wide monitoring and evaluation

IQMS- Integrated Quality Management System

LOLT- language of learning and teaching

LRCs- Learner Representative Councils

LSEN- Learners with special education needs

MDGs- Millennium Development Goals

MDoE- Mpumalanga Department of Education

MECs- Members of the Executive Committee

NCMUE- National Council on Measurements Used in Education

NCS- National Curriculum Statement

NDP- National Development Plan

NEEDU- National Education Evaluation and Development Unit

NEPA- National Education Policy Act

NGO- Non-governmental organisations

NP- National Party

NPM- New Public Management

NRAs- Norm-Referenced Assessments

NSC- National Senior Certificate

OBE- Outcomes Based Education

OECD- Organisation for Economic Co-operation and Development

ORA- Objective-Referenced Assessments

PBR- Payment-by-Results

PIRLS- International Reading Literacy Study

PMDS- Performance Management and Development System

PSA- Public Service Act

QA- Quality Assurance

QLTC- Quality Learning and Teaching Campaign

SACMEQ- Southern and Eastern African Consortium for Monitoring Educational Quality

SASA- South African Schools Act

SBST- School Based Support Team

SDPs- School Development Plans

SDTs- Staff Development Teams

SE- Systemic Evaluation

SGBs- School Governing Bodies

SIP- School improvement plan

SMTs- School Management Teams

SPSS- Statistical Package for Social-Sciences

SSE- School Self-evaluation

TIMSS- Trends in International Mathematics and Science Studies

WSE- Whole School Evaluation

CHAPTER 1: ORIENTATION OF THE STUDY

1.1 Introduction

The creation of the Ministry in the Presidency for Performance Monitoring and Evaluation as a stand-alone department to monitor and evaluate performance across government is indicative of how the government wants to ensure that there is high performance in service delivery. The Department of Basic Education (DBE), in line with the principles and functions of Public Management, Administration and New Public Management (NPM), strives to comply to the prescripts of public sector governance. This compliance is better achieved through putting quality assurance systems in place.

Quality education, quality assurance, quality schooling and quality management are operational themes that dominate in different policy formulation debates (Mbalati 2010:1). In line with Mbalati's argument, it is clear that if one has to achieve quality education, quality schooling and quality management; there must be quality assurance systems put in place. One of the systems suggested by Dillon in Mgijima (2001:9) for reflections is school evaluation, especially external evaluation, which gives opportunities for reflection. Furthermore, for Dillon, evaluation is a structured process through which judgements are reached about the quality of provision offered to learners and the benefits those learners gain, be they academic attainment or personal and social development (Mbalati 2010:10).

It is every school's intention to be constantly and consistently improving its performance and to account for its performance. Therefore, schools are evaluated primarily to check if they are effective and efficient in their curriculum delivery performance (Griffiths 1998:2). In agreement, Lennon (1998:1) argues that evaluation is meant to show pupils, parents, teachers, the school authorities (such as SGBs), the political powers and society as a whole the

results of education. This is based in terms on effectiveness and efficiency of the system, which is mainly quality assurance.

According to Asmal (2001:3), one way of identifying poorly performing schools is to use public examinations such as Grade 12 examinations and Annual National Assessment results. Therefore, underperforming schools, through WSE, can be evaluated to diagnose areas for development and accordingly be supported.

The researcher, having worked as a Whole School Evaluation (WSE) supervisor for more than six years, is of the opinion that WSE is the most complete way of evaluating the school. This is said against the background that it is different from other evaluation strategies because it does not focus on only one aspect or theme, but on the overall performance of the school. WSE evaluation focuses on the following themes: academic planning and achievements, management of resources and governance of the school, parents, community and local environment.

1.2 Definition of concepts

Concepts, in the context of this research work, will now be explained.

1.2.1 Whole-School Evaluation

Dillon in Mgijima (2001:10) defines WSE as a structured process through which judgements are reached about the quality of provision offered to learners and the benefits those learners gain; be they academic attainment or personal and social development. WSE is defined in the policy framework document (2001:5), as the national system for monitoring and evaluation of the quality of education on a continuous and permanent basis.

1.2.2 Quality Assurance

Quality assurance is a term referring to an ongoing, continuous process of evaluating (assessing, monitoring, guaranteeing, maintaining, and improving) the quality of an education system, institutions, or programmes (Vlasceanu, Grunberg, and Parlea 2007:74). They further state that quality assurance activities depend on the existence of the necessary institutional mechanisms preferably sustained by a solid quality culture, which is ensured by quality management; quality enhancement; quality control; and quality assessment.

1.2.3 Underperformance

There are several theories and hypotheses about the emergence of underperforming schools put forward by various scholars. These theories and hypotheses on underperformance in schools are: theory on opportunity to learn, contingency theory, compensation hypothesis and additivity hypothesis (van de Grift and Houtveen 2007:4-6). In their view, there is some empirical evidence that the following factors are related with underperformance: a focus on teaching and learning; effectively distributed leadership; creating an information-rich environment; creating a positive school culture; creating a learning environment; and a strong emphasis on continuous professional development. Therefore, the lack of these factors, in most instances, leads to underperformance in schools, which is a focus of this study.

1.3 Research Questions

Good research questions are characterised by being specific (Flick 2011:25-26). There are three types of research questions identified by Flick (2011:26)

which were useful for this study. These are exploratory, descriptive and explanatory questions. The following are research questions for this study:

- Can external WSE be used as an evaluation strategy for quality assurance purpose?
- Is teaching, learning and teacher development (Area For Evaluation 4) a key component of WSE?
- Do the results of Grade 12 learners of underperforming secondary schools improve after external WSE?
- Are there any changes in teaching, learning and teacher development practices after external evaluation?
- What factors impede (have a negative impact on) teaching, learning and teacher development in underperforming secondary schools?
- What strategies could be developed for reviewing the external WSE model currently adopted by DBE?

1.4 Problem statement

Mpumalanga Province has not been doing well in terms of learner achievement in the South African context. The 2009 and 2010 Grade 12 results placed Mpumalanga Province at the bottom of the nine provinces. The 2009 Grade 12 results were the worst of the past three years, with an average learner pass rate of 48.5%. In 2011, the province was third from the bottom with 68.5% of learners passing Grade 12. The results of the 2009 Annual National Assessment (ANA) results point to this concern. Meier (2012: 1) notes that the 2008 ANA results for Grades 3 and 6 indicate that, on average, 8 out of 10 learners, are functioning at levels below 50%. According to Van der Berg and Louw (2006: 6), the Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ) report also clearly emphasises

underperformance by South African schools, despite having a healthy learner-teacher ratio and being taught by well qualified teachers. The preceding research suggests that there are factors impeding effective teaching and learning in South African schools when compared with other countries.

Although there was a slight improvement in 2012, the results of the 2011 Annual National Assessment (ANA) also point to underperformance within the primary schools of Mpumalanga which feed the secondary schools. The province obtained the lowest percentage pass rates of 27% and 19% in Grade 3 literacy and numeracy, respectively. This was also the case with Grade 6 ANA results in languages and mathematics, respectively. These statistics clearly show that learners in Mpumalanga Province are ill-equipped to face the challenges of secondary school education, thereby possibly compromising the effectiveness of teaching and learning at secondary level, and possibly negatively impacting on the performance of Grade 12 learners. While schools in Mpumalanga Province are required to undertake WSE both internally and externally, this study investigated the impact of external evaluation by the WSE sub-directorate in underperforming secondary schools that were selected for external Whole-School Evaluation by the Provincial Department of Education. "Underperformance" in secondary schools is determined by the province and differs from year to year, based on the provincial targets for that particular year in line with the overall provincial strategy. In 2011, the provincial target was set at 30% average pass rate per school in Grade 12. Since teaching, learning and educator development is arguably the most important contributor to performance of learners, the analysis of this component of WSE was undertaken to ascertain its role in enhancing Grade 12 results.

1.5 Aims and objectives of the study

As a result of underperformance of some schools in Mpumalanga Province, an unpublished study focusing on assessment practices on those schools was commissioned at the beginning of 2012. Amongst its eight findings, it noted that (Mpumalanga Department of Education 2012: 200):

- The writing of standardised papers does not help much in these schools. Marking is extremely poor, marking memoranda are ignored and incorrect responses are marked correct. Marks are added for learners who fall short to get to the 30% minimum pass percentage;
- Little evidence is available on the extent of informal assessment tasks given to learners at the schools. Subject policies and lesson plans are silent on the number and nature of informal tasks that should be administered to learners within an academic year; and
- Promotion requirements are not adhered to across all the grades. Learners that fail are condoned over and above the practice of giving free marks per subject.

The findings of this unpublished study necessitated an in-depth study on the role which WSE can play on such underperforming schools.

The general aim of the research was to investigate the role of external WSE in contributing towards enhanced teaching, learning and teacher development. The objectives of the study were:

- To analyse the purpose of WSE from a quality assurance perspective;
- To investigate the significance of teaching, learning and educator development as a key component of WSE;
- To analyse the Grade 12 results of externally evaluated underperforming secondary schools prior and post evaluation;

- To analyse monitoring and evaluation reports for changes in teaching, learning and educator development;
- To identify factors impeding teaching, learning and educator development at grade 12 level in underperforming secondary schools; and
- To develop strategies for reviewing the external WSE model currently adopted by DBE.

1.6 Conceptual framework

According to Van der Grift and Houtveen (2006:4), effective schools are characterised by:

- A learning environment that is safe and stimulating for pupils;
- Pupils being given ample opportunity to learn;
- Lessons that are organised efficiently and well structured;
- Clear instruction that motivates pupils and connects to their background knowledge;
- Pupils being actively involved in lessons;
- Pupils' progress being regularly recorded; and
- Effective principals (School Management Teams).

Emanating from these afore-mentioned characteristics, it is clear that external WSE conducts evaluation from an improvement- and accountability- oriented approach to school evaluation (Stufflebeam and Shinkfield 2007:197).

1.7 Literature review

Literature relevant to this research work will be reviewed in the next section.

1.7.1 Background

Currently, there are various forms of evaluation that exist within the DBE, such as Systemic Evaluation (SE), WSE, Integrated Quality Management System (IQMS), Performance Management and Development System (PMDS) as well as the newly established National Education Evaluation and Development Unit (NEEDU). These systems and unit are all geared toward achieving a quality basic education system.

According to the Republic of South Africa, Department of Education (2000a: 1), WSE is defined as a system of evaluating the performance of schools as a whole in which corporate contribution to improve performance is measured, rather than simply the performance of individual staff members. Furthermore, Department of Education (2000b: 1) argues that WSE is one intervention to move schools that are in a critical situation along the path to becoming effective schools. Steyn (2002: 262) is also of the opinion that the WSE process is supposed to be supportive and developmental as compared to punitive and judgmental. The key aims of WSE are to evaluate the effectiveness of a school in terms of the national goals using national criteria, as well as to identify what factors contribute to effective schools (Republic of South Africa. Department of Education 2001: 10).

1.7.2 Education policy and legislative context

Within the context of WSE, the National Education Policy Act (No. 27 of 1996) mandates the Minister of Education to ensure that standards of education provision, delivery and performance are monitored. Evaluations need to be

carried out under the aegis of the National Department of Education annually or at specified intervals, with the objective of assessing progress in complying with the provisions of the Constitution and with the national education policy.

The National Policy on Whole-School Evaluation comprises key elements which guide the operations of WSE supervisors, the DBE and provincial education departments. The key elements are aims, WSE and quality assurance, principles, approach, ethics and appeals, areas for evaluation, use of indicators, performance ratings as well as the evaluation process. Despite WSE being geared toward the development of schools and the anticipated positive impact on teaching and learning, Risimati (2007: 276) mentioned several challenges faced by WSE, including, inter alia, fear by schools of WSE, resistance by schools to WSE, lack of district support after external WSE, and the inability by SMTs to conduct school self-evaluation (SSE). Therefore, it became imperative to undertake a study of WSE in the Mpumalanga Province to ascertain the extent to which WSE has influenced underperforming schools.

1.7.3 International communities views on evaluation

Evaluation internationally is conducted along similar lines and is characterised by the need for institutions to develop. Self-evaluation should be used as a way of encouraging institutions to move from a checklist to a more reflective account of their quality management (Maximova 2011: 21). However, a model for evaluation which is very close to whole-school evaluation, as currently applied in South Africa, is that of Ireland. This model has four areas of focus, namely, quality of school management, quality of school planning, quality of learning and teaching in curriculum areas, as well as quality of support for pupils. For instance, in the Irish model, evaluating the quality of learning and teaching in curriculum areas is based on the various subjects in the school system. In South Africa, WSE focuses on classroom visits by supervisors with

expertise in the various subjects. Whereas the Irish model refers to “quality of school planning”, WSE calls this area of evaluation Curriculum Planning and Resources Provision. This clearly shows that the South African whole-school evaluation model is similar to international models of WSE like that of Ireland.

1.7.4 Teaching, learning and teacher development

Although the WSE policy comprises nine areas for evaluation (AFEs) which cover all the aspects of a school, there is one component which is key to the functioning of the school in terms of its core business of educating learners and teacher development. This study, therefore, focuses on the influence of external WSE on teaching, learning and educator development and to investigate its impact on Grade12 pass rate in a sample of underperforming secondary schools that have produced less than 30% average pass rate in the Grade 12 examination in 2011.

This key component of WSE considers the planning for actual teaching and learning in a school. However, it is informed by AFE5, which is curriculum provision and resources. The AFE5 is standard for schools as the curriculum is planned centrally at the National Department of Basic Education (DBE), such as in the Curriculum and Assessment Policy Statement (CAPS) documents. It (AFE4) ensures that learner achievement rates (AFE6) are high when AFE4 is managed correctly. Therefore, teaching, learning and educator development in schools involves management of strategies geared toward the provision of quality education and improved learner achievement. Planning for classroom teaching is, therefore, critical, as it provides the most essential skills for effective classroom teaching (Emmer & Stough 2001: 1), and ensures that learners achieve set learning outcomes (LOs) and meet assessment standards. Hence, the emphasis is not on what the teacher wants to achieve, but rather on what learners should know, understand, and demonstrate at their own pace (Botha, 2002:6). This planning also assists in ensuring that learners

achieve expected learning outcomes, while teachers have high expectations for learners of different abilities (Killen 2000: 7).

In the AFE4, qualifications and experience of teachers are closely evaluated to determine content knowledge and application in the classroom. It also looks at how educators employ appropriate teaching strategies to accommodate all learners, thereby managing diversity (Du Plessis, Conley and Du Plessis 2007: 157). Beck (2001: 14) argues that when teachers employ a variety of strategies to address various learning styles, they broaden their own instructional versatility and creativity. Accompanying various teaching strategies is the teachers' use of appropriate resources to enhance teaching and learning (Becker 2001: 16).

Employment of appropriate teaching strategies should be matched by proper classroom management and creation of a sound learning environment, including organising strategies (Freiberg 2002: 2) such as the arrangement of learners (Kruger & Van Schalkwyk 1997: 77). Furthermore, classroom communication shows how both students and teachers actively mediate and construct the learning environment to achieve appropriate performance (Evertson & Harris 1992: 1)

In addition, learner assessment is not only critical for effective teaching, but also a determinant of learner performance. Darling-Hammond & Snyder (2000: 4) argue that the tasks undertaken in teaching and learning require the integration and use of knowledge and skills as they (knowledge and skills) are employed in practice. This will improve learning, leading to improved results. As part of assessment, Harris, Jamieson and Russ (1995: 10) acknowledge that teachers should assign homework consistently to improve learner performance.

It is imperative that teaching and learning has to be underpinned by development initiatives for teachers. As a result of the ever-changing curriculum design in South Africa, it is critical for educators to keep abreast of those changes and the implications thereof, as such changes pose certain

technical demands on the knowledge, skill, judgment, and imagination of individuals (Little 1993: 2).

1.8 Research design

An exposition of the research will now be made.

1.8.1 Mixed Research

Creswell and Garrett (2008:8) refer to mixed research methods as a means of collecting, analysing, and using both qualitative and quantitative data within an established approach. Sale, Lohfeld and Brazil (2002: 6) point out that the integration of research methods is useful in some research areas because the complexity of phenomena requires information from a number of perspectives. The advantage of using mixed methods of research is the ease with which findings are reconciled (Hammond 2005: 16).

The data from the WSE reports is presented both qualitatively and quantitatively. Therefore, one was able to analyse the qualitative data as depicted in judgements and reasons accounting for those judgements. These reports also have quantitative data which is presented in the form of ratings for each AFE and its criteria; as such, the researcher relied on the quantifiable data for analysis.

1.8.2 Census study

A census study of the 18 underperforming schools was conducted as the researcher wanted to focus on the relationship and processes (Denscombe 2003: 30) that are involved in the underperforming schools and the effects of

WSE processes and monitoring thereof. This kind of research allowed for a variety of sources, a variety of types of data and different research methods (Denscombe 2003: 31). This kind of study, therefore, provided rich longitudinal information and allowed new ideas to emerge (Terre Blanche, Durrheim and Painter 2006: 461).

1.8.3 Purposive sampling

The sampling method used in this research was non-probability sampling, in particular, purposive or judgmental sampling. This sampling approach was chosen because the concern was with those schools that are judged to be “underperforming” relative to others. In other words, the researcher wanted to collect data from every member of the population which was part of this study, hence, a census study. An underperformance criterion within the province is determined from year to year. This year’s (2012) underperformance refers to all the schools which obtained less than 30% overall average pass rate in the 2011 Grade 12 examination results.

There were 31 schools which were categorised as underperforming. Of these, 13 were previously externally evaluated in the years prior to 2012 but these evaluations were not targeted for a structured monitoring programme of the implementation of the WSE recommendations. The remaining 18 underperforming schools, which underwent external WSE in the second school term of 2012, constituted the sample for this study since they have been assigned a structured monitoring programme and an adopter to assist the school in implementing recommendations. By focusing on this purposively chosen sample of 18 schools, the researcher aimed to examine the effectiveness of external WSE on teaching, learning and teacher development and, hence, ultimately on grade 12 learner performances using the census method.

1.8.4 Pilot Study

Piloting was done on four externally evaluated underperforming schools which were not part of this study. This ensured that the researcher was able to determine whether the tool was able to accurately collect data as expected. These four pilot schools were selected purposely taking into consideration factors such as accessibility, proximity and available financial and human capital. The pre-testing of questionnaires ensured that they were valid data collecting instruments; as a result, the results are reliable.

1.8.5 Data collection methods

In the next section, data collection methods will now be explained.

1.8.5.1 Analysis of WSE supervisors' reports

The WSE reports are compiled by nationally trained and accredited supervisors using the standardised national guidelines and criteria. These reports emanate from the various data collected during the on-site external WSE. This data is collected through general observations, interviews with various stakeholders, classroom observation visits and through school document analysis. The gathered information is triangulated for the validation and strengthening of the findings.

1.8.5.2. Questionnaires

Data was collected through questionnaires personally administered to the school management teams (SMTs) of the 14 externally evaluated underperforming schools. In the other four schools, questionnaires were

administered by the researcher's colleagues. A total of 88 questionnaires were distributed to eighteen schools. However, since six posts had not been filled, the six questionnaires could not be completed. Therefore, of the possible 82 respondents, 62 (75.6%) responded.

1.8.5.3 Monitoring reports

The adopters were to use a standardised Mpumalanga Department of Education (MDE) tool of gathering information for reporting on monitoring and evaluation. This was supposed to measure variables prior- and post-evaluation, which would have ensured validity in what these instruments were supposed to measure (Punch and Punch 2005: 99). The programme was adopted at senior management of the Mpumalanga Department of Education (MDoE) during the conception of this study and was to be controlled centrally in the province. However, this 'adopt an underperforming secondary school programme', did not last long as it lacked a coordinated monitoring strategy.

1.8.5.4 Grade 12 results

Grade 12 results prior and post evaluation of the underperforming secondary schools were used as part of the data collected for this study. The results were for 2011 (prior- external evaluation) and 2012 (post- external evaluation). These results served as credible source of data as it was from standardized Grade 12 examinations (National Senior Certificate).

1.8.6 Data analysis

Quantitative and qualitative data from information provided in WSE reports and the study conducted in 2012 by MDoE on causes of underperformance were

used to analyse the causes leading to underperformance. Furthermore, the questionnaires administered to SMTs were analysed using the Statistical Package for Social Sciences version 21.0 (SPSS version 21.0). The performance of the schools' Grade 12 results prior- and post- external WSE were analysed. This resulted in tables, bar graphs and pie charts which depicted the situation prior and post external WSE.

1.9 Importance of the study

The study exposed the great level of acceptance of the external WSE process by SMTs in Mpumalanga Province underperforming secondary schools, as a means of quality assurance towards improvement. Furthermore, it revealed the extent to which improvement and development of schools in the underperforming schools as a result of the external WSE process. The study also indicated that the results of seventeen of the eighteen schools (94.4%) improved. Furthermore, the study confirmed that what was revealed in the external WSE as areas for development became a revelation to SMTs. As a result, the manner in which teaching, learning and teacher development (AFE 4) as a key component of WSE viewed by teachers and SMTs, has positively been influenced.

The study produced new knowledge through the development of a theoretical model. This model is based on that effectiveness of external WSE process as an dependent variable is significantly influenced by predictor (independent) variables. The predictor (independent) variables are planning for teaching; teaching strategies; assessment of learners; teacher development; and management of teaching and learning processes (curriculum management). This emerging theoretical model is based on the belief that the more one increases independent variables (they can be from any of the nine AFEs' criteria), the more the dependent variable (effectiveness of external WSE process) is strengthened.

1.10 Ethical Issues

Struwig and Stead (2002: 67) state that the rights, dignity, privacy and confidentiality of information disclosed by the participating schools should be respected and handled in strict confidentiality. For their willingness to participate in the study, respondents were required to fill and sign a standard consent form as designed by IREC of the Durban University of Technology (Addendum 6). Furthermore, the questionnaire did not require any personal details which will require revealing identity.

1.11 Limitations of the study

This study was conducted on a limited scale as a result of the following factors:

- Unavailability of the monitoring reports by adopters;
- Withholding of information by some SMT members; and
- Limited generalisation of the findings to the entire population since a non-probability purposive sampling was employed.

1.12 Chapter division

The thesis comprises of six (6) chapters organised as follows:

Chapter One: Introduction

This chapter serves as an introduction, thereby laying foundation and orientation of the study which includes the background, importance of the study, methodology, limitations of the study, ethical considerations and the structure of the thesis.

Chapter Two: Education within public management: A South African perspective

This chapter discusses how education fits within the broader public management in South Africa. The new public management is also discussed with a view of how the WSE process has borrowed from the former. An interrogation of public management and administration functions and principles is made and model for WSE interaction with schools is presented. Furthermore, the educational changes prior- and post- 1994 are presented, as well as the guidelines for quality education in South Africa are discussed.

Chapter Three: School Evaluation

This chapter forms part of the literature review by discussing the origin and background of school evaluation and the international community's views on evaluation, as well as the purpose of WSE. This chapter is also part of the study of the literature with a focus on South African studies on teaching, learning and educator development as a key component of WSE, relating to learner performance.

Chapter Four: Research methodology

The chapter focuses on the research design which is a mixed methods approach. This is done through the discussion of the process of data collection and data collection instruments, how data was analysed and how ethical consideration issues were handled.

In Chapter Five: Findings, analysis and interpretations

In this chapter, data is analysed and interpreted. Qualitative data is categorised according to emerging themes. The pre-coded quantitative data is analysed using SPSS.

Chapter Six: Conclusions and recommendations

The study in this chapter deals with re-capturing of the literature and the review of whether research questions, hypothesis and objectives were achieved. This is followed by the recommendations and suggestions for further studies.

1.12 Conclusion

Whole School Evaluation is the evaluation model that is different from the previous school inspection system as it is guidelines and criteria referenced which promotes transparency and participation by all stakeholders. This National Policy on Whole School Evaluation (NDoE, 2001: iii) introduced the most effective way of monitoring and evaluation processes that is pivotal to the improvement of the quality and standards of teaching, learning and teacher development in schools.

As a result of this type of evaluation strategy, WSE is well palced to ensure that it brings the desired improvement in schools. This chapter discussed the orientation of the study with a view of giving a broader perspective of the entire study.

The next chapter, chapter 2, interrogates literature pertaining to education within the broader public management in the South African context.

CHAPTER 2: EDUCATION WITHIN PUBLIC MANAGEMENT: A South African perspective

2.1 Introduction

The role played by public sector management in South Africa is immeasurable for the country's total development and improvement. Education, being one of the sectors of public management, plays a great role in influencing and contributing to the economic development of the country. Therefore, it needs to be regularly monitored and evaluated to ensure that it is able to improve and account for its performance.

Through the Whole School Evaluation (WSE) process, the education system in South Africa seeks to ensure that the schooling is effective. Khosa (2010: 2) argues that the purpose of different evaluation systems include: establishing the value of the investment made in education (accountability); identifying areas that can be improved; benchmarking improvement; and establishing how the system works (research) and how it can be changed. If schooling in South Africa is effective, it will contribute to a literate and educated workforce and citizenry that will impact positively on the general public sector management and service delivery.

Therefore, in line with the Government-wide monitoring and evaluation (GWM&E) system, the education evaluation function in South Africa is regulated in terms of Section 4 of the Education Act of 1996 which provides for the national minister to determine national policy for, inter alia, monitoring and evaluation of the well-being of the education system (Khosa 2010: 6).

This chapter examines public management, public administration as well as new public management. The aim is to illustrate a view of how education fits in the broader public management and how the WSE process assists

schooling in South Africa to contribute positively to public management and service delivery.

Public management functions and public management principles, such as organisational development; open-systems approach; value-oriented public management; responsiveness; public participation in decision making; free-choice of public services; responsibility for programme effectiveness; social equity; corporate management; economy, efficiency and effectiveness; flexibility and change management; sustainability and consistency; accountability, responsibility and transparency; and Batho Pele principles, will be discussed within the content of WSE within schools.

Furthermore, education in South Africa will be discussed by focusing on educational changes prior- and post- 1994 and their impact on schooling in South Africa. The guidelines for quality education will also be discussed.

2.2 Public management

Public management is part of the broader academic field of public policy and administration. According to Denhardt and Denhardt (2008: 4), it addresses the kinds of doctrinal issues such as what should public managers do and what should be the design of a programmatic organization. It also focuses on how government operations should be led, and what public management policies, such as financial management, human resource management and procurement, should be chosen. It is a small but very important part of public administration (Fox, Schwella and Wissink 1991: 3; Fox and Meyer 1995: 106). It is, therefore, clear that public management exists within public administration as a field on its own.

2.2.1 Public administration and management

Public administration exerts a constant influence on people and, therefore, it is difficult to define. (Fox, Schwella and Wissink 1991: 2) defines public administration as that system of structures and processes, operating within particular society and environment, with the objective of facilitating the formulation of appropriate governmental policy, and the efficient execution of the formulated policy.

Furthermore, Fox and Meyer (1995: 105) define public administration as the executive branch of government; civil service; bureaucracy charged with formulation (facilitation), implementation, evaluation and modification of government policy. On the other hand, Fox and Meyer (1995: 106) define public sector management as:

“referring to the macro-management of delivery of national goods and services and that it also involves concrete policies and programmes by which the state provides public goods and services, and promotes and regulates certain forms of economic and social behaviour, while maintaining the institutions and instrumentalities of government. While at micro-level of management public management refers to the operations of individual managers at the middle and supervisory levels”.

Flynn (2007: 4) argues that management in the public sector means different things and that there is a distinction between administration and management. He argues that administration involves itself with the orderly arrangement of resources to follow previously defined procedures and rules. On the other side, he is of the opinion that management is involved with the discretion in the management of resources to achieve a set of objectives.

In practice, both these processes of public administration and management occur in the public sector. Therefore, there is little distinction as most managers are engaged with both. Cameron and Stone (1995: 2) argue that many public administration departments in South Africa have revised their courses to

include the word 'management' which they argue derives from two sources. Firstly, as they cite Midwinter (1990), management is regarded as more efficient and effective than a rather narrow focused public administration approach. Secondly, that public administration in South Africa has a negative image due to the fact that the public bureaucracy has traditionally been associated with implementation of apartheid policies and that there is an agreement amongst authors that traditional public administration is not appropriate for the developmental needs facing this country (Cameron and Stone 1995: 2). Scholars view public administration and public management differently and others use these terms interchangeably.

Table 2.1 illustrates the difference in administration and public management functions, although as said previously, other functions overlap. Hence scholars speak of the two concepts interchangeably.

Table 2.1 The public administration and management functions

Administrative functions	Public management functions
Policy-making	Planning
Personnel provision	Organising
Organising	Leading
Control	Control
Work methods and procedures	Coordination
Financing	

Source: Adapted from Van der Walt and Du Toit (2002)

Table 2.1 shows administration functions are more concerned with macro-management while public management functions manifest themselves with micro-management across all levels of the organisation.

2.2.2 New public management

The development of public administration thoughts started as early as the 1920s from classical public administration, through neoclassical public administration, to public choice and modern institutional economics. According to Tolofari (2005: 1), public administration underwent reforms in the 1970s and 1980s which led to a revolutionary change not only in the social service delivery and accountability for government expenditures, but also in the form of governance structures in countries who were members of the Organisation for Economic Co-operation and Development (OECD). These changes, according to Tolofari (2005: 1), were towards marketization, or the application of business management theories and practices in public service administration and this professional parlance was referred to as the New Public Management (NPM).

Most writers view that the NPM has its origins in the United States of America (USA), Britain (Tolofari 2005: 2) (Gruening 2001: 2) and the governments of New Zealand and Australia followed suit (Gruening 2001: 2). The OECD (1995), as quoted by Gruening (2001: 2), notes that the successes of these countries put NPM administrative reforms on the agenda of most OECD countries and other nations as well. Denhardt and Denhardt (2000) cited by Hope (2002: 2), argue that rather than focusing on controlling bureaucracies and delivering services, public managers are now responding to the desires of ordinary citizens and politicians to be “the entrepreneurs of a new, leaner, and increasingly privatized government”. Hence, most of the management practices in the South African and educational context are premised on the NPM. Furthermore, the term ‘new public management’ has come to identify a series of themes aimed at reforming the organisation and procedures of the public sector in order to make it more competitive and efficient in resource use and service delivery (Falconer 1999: 2). These are represented in Table 2.2.

Table 2.2 Doctrinal components of the New Public Management

DOCTRINE	MEANING	JUSTIFICATION
Hands-on professional management of public organisation.	Visible managers at the top of the organisation, free to manage by use of discretionary power.	Accountability requires clear assignment of responsibility, not diffusion of power. WSE uses team leaders who are accountable to the head of the section.
Explicit standards and measures of performance.	Goals and targets defined and measurable as indicators of success e.g., Criteria-based evaluation by WSE.	Accountability means clearly stated aims; efficiency requires a 'hard look' at objectives.
Greater emphasis on output controls.	Resource allocation and rewards are linked to performance.	Need to stress results rather than procedures. WSE operates with a strict plan and the head of sections emphasizes on the reports produced, edited and delivered to be evaluated.
Shift to disaggregation of units in the public sector.	Disaggregate public sector into corporatised units of activity, organised by products, with devolved budgets. Units dealing at arm's length with each other.	Make units manageable; split provision and production, use contracts or franchises inside as well as outside the public sector.
Shift to greater competition in the public sector.	Move to term contracts and public tendering procedures; introduction of market disciplines in public sector.	Rivalry via competition as the key to lower costs and better standards.
Stress on private-sector styles of management practice.	Move away from traditional public service ethic to more flexible pay, hiring, rules, etc.	Need to apply 'proven' private sector management tools in the public sector.
Stress on greater discipline and economy in public sector resource use.	Cutting direct costs, raising labour discipline, limiting compliance costs to business. WSE is currently reducing days spent in one school in order to reduce cost while not compromising on quality of product.	Need to check resource demands of the public sector, and do more with less.

Source: Adapted from Falconer (1999)

Gruening (2001: 1) argues that the NPM has its origins in public choice theory and managerialism. According to Kolthoff, Huberts and Van den Heuvel (2006: 2), there are two principles of NPM as distinguished by Pollitt (1993) and Walsh (1995). These principles of NPM are managerialism and primacy of market-based coordination.

Managerialism, the first principle of NPM, is defined by Pollitt (1993), in Kolthoff *et al.* (2006: 2), as involving continuous increases in efficiency, the use of ever-more-sophisticated technologies, a labour force disciplined to productivity, clear implementation of the professional management role, and managers being given the right to manage. The first Taylor's principle is based on the adoption of industrial production engineering techniques within the public sector (Kolthoff *et al.* 2006: 4). Education, as such, in South Africa is constantly seeking ways to be efficient. The external WSE process is currently modifying its evaluation instruments in order to be more efficient. This is done through a computerised shorter and specific version of evaluation instruments. Therefore, in line with this study objective of developing strategies for reviewing the external WSE model currently adopted by DBE, this is indicative that the WSE process within education is in line with NPM approaches as per managerialism principle distinguished by Pollitt (1993) and Walsh (1995).

The second principle, primacy of market-based coordination, according to Kolthoff *et al.* (2006: 4), is based upon indirect control rather than upon direct authority, and the strategic centre attaining its objectives through creating processes of management that involve appropriate incentives and value commitments. Kolthoff *et al.* (2006: 4) identify the characteristics of the second principle of NPM as: continual improvements in quality; emphasis upon devolution and delegation; appropriate information systems; emphasis upon contract and markets; measurement of performance; increased emphasis on audits and inspection. Therefore, education through the external WSE process conforms to this principle in that evaluation is aimed at improving the quality of teaching, learning and educator development provided. Secondly, those external WSE evaluations are delegated to provinces for effectiveness and efficiency. Thirdly, appropriate reporting (information) systems are in place. These systems disseminate information from the WSE sub-directorate to schools, circuit offices, district offices, provincial office and the national DBE office.

Although the NPM started in the 1970s, it was later that academics identified common characteristics of the reforms in public administration and they organised them under the label of New Public Management (Gruening 2001: 2). The characteristics of NPM are divided into two by various academic observers and are referred to as the undisputable and debatable. However, for the purpose of this study, all the characteristics will be presented in a tabular form and only those that fit in this study will receive attention in relevant sections as all have been adopted by the South African government and the DBE through its national, provincial and district offices.

Table 2.3 Characteristics of the New Public Management

Undisputed characteristics (identified by most observers)	Debatable attributes (identified by some, but not all, observers)
Budget cuts Vouchers Accountability for performance Performance auditing Privatization Customers (one-stop shops, case management) Decentralization Strategic planning and management Separation of provision and production Competition Performance measurement Changed management style Contracting out Freedom to manage (flexibility) Performance measurement Personnel management (incentives) User charges Separation of politics and administration Improved financial management More use of information technology	Legal, budget, and spending constraints Rationalization of jurisdictions Policy analysis and evaluation Improved regulation Rationalization or streamlining of administrative structures Democratization and citizen participation

Source: Adapted from Gruening (2001)

From Table 2.3, although there are undisputable and debatable characteristics, for the South African context, the entire aforementioned are employed on a daily basis or as required. However, for the purpose of this study the following characteristics are central:

- Accountability for performance;
- Performance measurement;
- Performance auditing;

- Policy analysis and evaluation; and
- Strategic planning and management.

External WSE, as a policy, allows the system to, firstly, be able to measure its performance on a continuous basis. Secondly, through external WSE, performance can be audited. Thirdly, through external WSE, the education system can account for its performance through school-based policy analysis and through external WSE and internal WSE (or school self-evaluation (SSE), as it is referred to). Finally, through WSE process, strategic planning of processes leading to teaching, learning and educator development is accurately done and the management thereof is maximally done. This is in line with WSE which outlines its aims as follows (Biyela 2009: 12-13):

- To make schools have quality education through the WSE;
- To develop schools to have the capacity to manage itself, that is, to be self-reliant;
- to develop schools as learning organisations;
- To strengthen the support given to schools by district professional support services;
- To identify aspects of excellence within the system which will serve as models of good practise; and
- To identify the aspects of effective schools and improve the general understanding of what factors create effective schools.

The external WSE, as a process, and education in general, through the NPM principles can be performed within public management: in performance measurement; performance audit; and performance accountability for underperforming secondary schools and by identifying factors impeding teaching, learning and educator development, especially at Grade 12, which is one of the objectives of this study.

2.2.3 Public management functions

There are various functions which are to be performed within public sector management, of which some have been mentioned in Table 2.1 above. These include, but are not limited to, policy-making, planning, implementation, monitoring, evaluation and accounting. The education field within public management is not immune to these functions. Therefore, the DBE, through the external WSE process, is able to evaluate each of these functions at school level.

According to Jones (1977), as cited by Fox, Schwella and Wissink (1991: 27), policy making is defined as specified means to achieve goals, authorised means to achieve goals, specified actions taken to implement programmes, and the measurable outcome of programmes. Ranney (1986), in Fox, Schwella and Wissink (1991: 27), simply puts it as a declaration and implementation of intent. The WSE process evaluates if schools develop policies to assist them in managing their activities.

Planning in the public context, according to Cloete (1978), in Fox, Schwella and Wissink (1991: 47), has to follow after policy-making, where policy constitutes a statement of intention to satisfy a societal need. Therefore, Fox, Schwella and Wissink (1991: 47) see planning as a set of processes which must be carried out to find the best course of action which has been identified and described with the policy statement. The external WSE process, in line with education management within the public sector, evaluates whether schools carry out this important function of public management.

Implementation, monitoring, evaluation and accounting will only be successful if proper policy-making and sound implementation is followed. The external WSE evaluates whether the planned curriculum activities in schools are implemented as per implementation plan, monitored in line with monitoring

plans and whether there are any accounting systems in place in the form of weekly, monthly, quarterly or annual reporting.

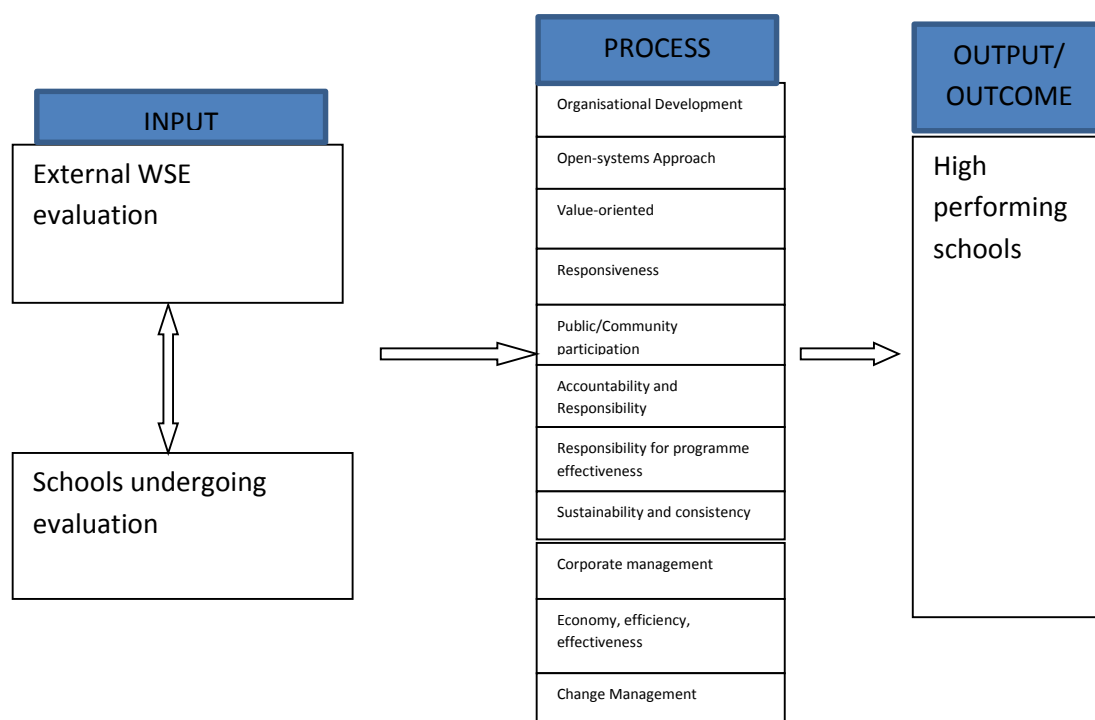
2.2.4 Public management principles

Gildenhuys and Knipe (2000: 124), posit that the basic principle of government in a true democracy such as South Africa is optimum service delivery at optimum cost in order to realise the ultimate goal of creating a good quality of life for every citizen. Unlike business, government, therefore, is not concerned with profit making but improving the quality life of its people. Furthermore, Denhardt (2008:53-54), citing Willoughby (1927), states that there are fundamental principles that must be observed if the end in administration, efficiency in operations, is to be achieved. He argues that this could be achieved through observing public management principles. Some of these principles include organisational development; open-systems approach; value-oriented public management; responsiveness; public participation in decision making; free choice of public services; responsibility for programme effectiveness; social equity; corporate management; economy, efficiency and effectiveness; flexibility and change management; sustainability and consistency; accountability, responsibility and transparency.

From the WSE policy perspective, as represented in Fig 2.1, the interaction of schools with external WSE processes leads to schools which understand and operate within public management principles. For instance, through AFE9 (parents and the community), schools become aware of the importance of public/community participation with school. This is realized with programmes of adopting a cop, nurse and social worker to assist the various committees in the school. Furthermore, through AFE9, there is a realization by the school to involve the local communities in environmental programmes such as community cleaning campaigns and recycling projects. After interacting with external WSE schools become economic in terms of AFE3 (governance and

relationships), as they are able to budget in line with SIPs, and they focus mainly on curriculum delivery issues (AFE4). Through operating within these principles, they become high performing schools.

Figure 2.1 A developmental model of whole-school evaluation interaction with schools



Source: Adapted from Gildenhuis and Knipe (2000)

2.2.4.1 Organisational development

For any organisation to be profitable or deliver excellent service to its customers, it has to, from time to time, undergo organisational development. This ensures that government institutions minimise negative and dysfunctional consequences of their actions for the benefit of customers, which in this case, is the public (Gildenhuis and Knipe 2000: 124). Organisational development is concerned with improving performance of bureaucracy through planned actions in order to improve the structures and functioning of the public sector,

and to bring growth and change (Denhardt 2008:98). Organisational development focuses more on bringing about cultural change, which is the basis of change in strategy, structure and technology (Starling 2008:378).

As the WSE policy prescribes that the evaluation of schools in South Africa should assist schools develop and change their organisational culture, it is clear that this policy is within the framework of this public management principle. It is in line with the quality assurance nature of the WSE process in ensuring that the performance of the system is improved to eliminate dysfunctionality or underperformance, as is the objective of this study, which is underperformance at Grade 12 learners in secondary schools.

2.2.4.2 Open-systems approach

According to Van der Waldt, Helmbold and Schwella (1995: 15; Denhardt 2008:83) an open systems approach makes it possible to understand the interaction between the system and the environment, the process within the system and the process through which sections of the environment interact with one another. For any organisation to develop its structures, it should realise that it does not operate in a closed system. Education, as part of the broader public management discipline, needs to understand that the recipients of its service is the public. The WSE process takes cognisance of the fact that it operates within an open-systems approach. As a result, AFE9 (parents and the community) focuses closely at the external environment. Therefore, in improving its organisational efficiency and effectiveness, any public institution or department should look at improving internally and externally. If the organisation does not operate within the prescripts of an open-systems approach, it becomes a closed system which is subjected to entropy and will tend to level out and die (Van der Waldt, Helmbold and Schwella 1995: 16). Therefore, external WSE, as a process to evaluate performance and inform

the education system, cannot afford to operate as a closed system; as it would subject itself to entropy and die.

2.2.4.3 Value-oriented public management

Gildenhuys and Knipe (2000: 125), posit that the corollary of an open-systems approach is a value-oriented public management. This value-oriented approach is premised on that: it must respond to public needs and problems; public participation in decision making; free choice of public services by the individual; responsibility for programme effectiveness; and social equity (Starling 2008:155).

In other words, this principle is based on the fact that the organisation does not exist in isolation. It must respond to the customers' needs and problems, for example, education has to respond to the societal and business needs. Furthermore, organisations must allow for public participation in decision making, democratic procedures, as this public is the recipient of the service delivery, and should ensure that the public has options to choose from (Denhardt 2008:195). This will ensure that administrators of programmes strive for effectiveness and issues of social equity are addressed.

The external WSE process is based on the belief that the process itself allows for those being evaluated to participate fully and openly in their evaluation process. It allows them to change the way they operate. As a result, the organisational culture, as basis for change, is influenced because it is influenced by attitudes and behaviour (Shafritz and Russell 2005:74). In this way, the participants learn in the process and become responsible for the effectiveness of the teaching, learning and teacher development (which is AFE4) in their schools, which is a core and key component of WSE.

2.2.4.4 Responsiveness

This principle of management is concerned with how an organisation increases and secures the response to the needs, problems and values of individuals, groups or society, in general. There are various ways in which responsiveness can be increased. Gildenhuis and Knipe (2000: 125), argue that this can include regular interaction between the public and public officials. Government, nowadays, is involved in the policy process alongside many others such as business, associations, non-profit organisations and citizens at large (Denhardt 2008:124). The WSE policy, through AFEs and AFE9, in particular, emphasises that evaluation be done on the regularity with which a school communicates with parents as well as the school's immediate community. This is done to ensure that the school can always be responsive to its immediate societal needs. An example here can be made of a school offering its physical structures to churches, societal organisation, and political groups as a direct response to the shortage of a community hall and other physical structures, like voting stations. Responsiveness also demands that public officials contribute substantially to the formulation of government policies, and they should be alert and responsive to the needs, problems, wishes and values of the individual citizen (Gildenhuis and Knipe 2000: 125), groups and immediate societies they work with on a daily basis.

Through AFE3 (governance and relationships), the WSE process gives parents and community the opportunity to participate in policy formulation of a school. This ensures that the WSE process is inclusive and responsive.

2.2.4.5 Public participation in decision making

Botes *et al* (1996: 23) argue that the voice of the people, in a democratic dispensation, is critical for all public administration and, therefore, the public administrative actions are undertaken to implement the will and wishes of the

public. To achieve this, therefore, one has to acknowledge the critical role of public participation in decision making. This can be achieved through participation in political decision making by members of the public (individuals and groups) through directly or indirectly elected political representatives. Stillman (2010:88) argues that, from the perspective of collaboration, encouraging citizen participation in the public management process is a positive-sum game.

However, other participation avenues are through each and every citizen of a country participating in public decision making in all those areas that influence his or her life, including all government activities. The WSE policy encourages the evaluation of School Governing Bodies (SGBs) (AFE3) and the school management (AFE2) role in ensuring that parents and community (AFE9) participate in decision making in the schools in their communities. Through the WSE process (AFE3 and AFE9), larger participation is achieved in decision making.

2.2.4.6 Free choice of public services

Citizens of any country have a legal right to choose the services they are supposed to get. As a result of this, they should not be forced to use particular services against their wishes, or pay for them through taxes if they do not make use of such services (Gildenhuys and Knipe 2000: 126). The free choice of public services could be achieved through increasing the number of services. One way of increasing the choice is through privatisation of particular services such as health and education. In other words, the citizens find or develop alternative actions. As a result, they have a choice (Denhardt 2008:78).

Education, both basic and higher, in South Africa, has achieved this choice through allowing private, independent schools and institutions to operate legally. This is done through proper registration of such institutions and by ensuring that these schools operate within the prescripts of the South African

Schools Act (SASA). These private schools are further subsidised by the provincial departments to ensure that they offer adequate quality education and that the communities have a choice for their children. However, some provincial departments attach conditions to the renewal of these schools subsidies.

In Mpumalanga Province, these conditions vary from whether these schools are producing good pass rates (specifically in Grade 12) or being evaluated by the WSE team in some instances, where the provincial department needs to justify the existence of such private schools. According to Gildenhuys and Knipe (2000: 126), this ensures the abolition of government and public monopolies as the public sector is allowed to compete with the private sector. This competition ensures improved service delivery and creates a wider choice for communities. As such, the WSE process assists the system for the private and public to be accountable to the citizens, while giving them options to choose from.

2.2.4.7 Responsibility for programme effectiveness

According to Van der Waldt *et al* (2002: 210), a programme is a group of projects managed in a co-ordinated way to obtain benefits not available from managing them individually and to achieve a set of business objectives (Vereecke Pandelaere, Deschoolmeester and Stevens 2003: 2). With reference to this study, the external evaluation of underperforming secondary schools is a programme from which arise the sub-projects of the evaluation of individual underperforming secondary schools. The totality of the programme, as a study of underperforming secondary schools in Mpumalanga Province, will give a clear picture of the situation, as compared to individual evaluation.

Programme effectiveness, in an open-systems approach, calls for the execution of a programme in order to satisfy the legitimate values and needs of individuals and the community effectively and efficiently. In this study and

education, in general, this is geared towards provision of quality education in the most effective manner. Programme effectiveness demands that administration is decentralised, delegation of decision making authority established, and performance standards set. These goals could be achieved through decentralised administration. In the case of the WSE policy, this is done at the provincial level by the WSE units through teams of WSE supervisors who are delegated by the national minister and represent her in their operations.

2.2.4.8 Social equity

One of the critical public management principles is the principle of social equity, which allows government administration to be responsive to the needs of the individuals. It has its origins from the era of Henri Fayol, who listed equity as one of fourteen general principles (Frederickson 2005: 1). In the case of the schools which are the focus of this study, the fact that most of these schools are previously disadvantaged and to an extent, even up to now not much has changed in terms of their social status, makes this principle critical for their survival. Hence, everyone in the public sector has the duty and obligation to deploy efforts on behalf of such schools (Gildenhuys and Knipe 2000: 127).

Frederickson (2005: 6) argues that it is *“time for public administrators of all kinds to relentlessly ask the so-called second question. The first question is whether an existing or proposed public program is effective or good. The second question is more important: For whom is this program effective or good?”* The external WSE in Mpumalanga Province is equipped and steeped in favour of social equity. This is seen from the sampling which is primarily biased towards quintile 1 and quintile 2 schools. Schools in South Africa are categorised according to quintiles. Quintile 1 schools are those in the poorest communities while quintile 5 schools belong to schools in the high affording communities. Secondly, the sampling also considers schools situated in areas

earmarked for the Comprehensive Rural Development Programme as a means of addressing social equity. Thirdly, in Mpumalanga Province, the underperforming secondary schools form part of the evaluation sample in order to address issues of performance, especially in Grade 12. This objective is to analyse the Grade 12 results of externally evaluated underperforming secondary schools prior- and post- evaluation. This assists in analysing external WSE from a quality assurance perspective, which is also an objective of this study.

2.2.4.9 Corporate management

For an organisation to be effective in its core business, it has to be managed by teams of experts. In other words, the teams themselves should be self-managing with not only peculiar skills or knowledge of their specific functions in their functional activities, but every member must be a qualified manager in his or her specific area (Gildenhuis and Knipe 2000: 128). According to Claessens (2003:14), corporate governance is the actual behaviour of corporations, in terms of such measures as performance, efficiency, growth, financial structure, and treatment of shareholders and other stakeholders.

If the schools are to perform exceptionally well in their learning outcomes, as depicted in learner achievement (and in this case, Grade 12 results), schools can no longer rely only on ordinary management but corporate management as well. From the external WSE process, this is evaluated by ensuring that AFE2 functions well in corporate management of AFE4. AFE2 evaluates leadership, management and communication in a school. This ensures that managers and educators are knowledgeable about their managerial roles and responsibilities.

2.2.4.10 Economy, efficiency and effectiveness

It is argued in many studies that the amount of input (in monetary terms), in the South African education context, far exceeds output, as depicted in learner attainment and the poor performance by South Africa in the Southern and Eastern African Consortium for Monitoring Educational Quality (SACMEQ) and other studies (Van der Berg and Louw 2006: 1). These studies show that, as a country, South Africa is not getting value for money on its investment. According to Gildenhuis and Knipe (2000: 128), value for money is concerned with three aspects, which are economy, efficiency and effectiveness. For any department to be economically viable the proposed resources, should be utilised in order to achieve and realise the pre-determined goals and objectives within a framework of certain standards of time, cost, quality, quantity and public acceptability (Gildenhuis and Knipe 2000: 128). This is designed to make that department economic, efficient and effective in its operations.

Therefore, WSE as a process is aimed at evaluating the economy, efficiency and effectiveness of the schooling system in South Africa. For this study the focus is on teaching, learning and teacher development. WSE can assist this principle of management in ensuring that, what the national DBE supplies, such as workbooks, are effectively used as part of resources to assist area for evaluation four (AFE4), thus improving learner achieve (AFE6), especially Grade 12, which is the focus of this study.

2.2.4.11 Flexibility and change management

The public sector is an open system. It is prone to internal and external influence. Schooling in South Africa, as well, operates in an open system

situation. Therefore, management in schools should be able to adapt to the changes such as dynamic factors like political representation, policy changes, new technology, ever-changing demands of the public, as well as new or amended legislation (Gildenhuys and Knipe 2000: 129). Schools, after being externally evaluated by WSE, should be able to undergo change management process. They should be able to unfreeze old habits, transit or change, and refreeze which provides them with the opportunity to make constructive modifications over time (Van der Waldt *et al.* 2002:64-65).

A good example of these changes in education is the curriculum changes pre-1994 and post-1994. The WSE process is aimed at evaluating how schools adapt to these legislative changes and policy changes from Outcomes Based Education (OBE) up to the present Curriculum and Assessment Policy Statement (CAPS). This is done with a view to determine if schools are complying and developed to ensure that the South African public get value for money on educational investment.

2.2.4.12 Sustainability and consistency

For good governance to be realised, it is crucial that there is sustainability and consistency in the implementation of government policies and activities. This could be achieved through operationalizing the concepts of sustainability and consistency, to develop a number of sustainable development policy frameworks, management guidelines, and indicator sets for use by governments (Hilson 2000: 2). For education in South Africa, this is even more important as it becomes necessary to 'baby-sit' schools through various intervention programmes such as weekend, afternoon, and holiday classes in order to improve the results of schools, especially underperforming schools, which are the focus of this study.

WSE, as a process, is aimed at institutionalising annual school self-evaluation (SSE) in order for the school to constantly and consistently improve its

operations and modus operandi. The WSE process is, therefore, aimed at avoiding the so called 'yoyo' effect performance, especially in Grade 12 results. Ensuring that there is sustainability in services and activities offered by the school and consistency in policies and procedures' interpretation and implementation (Gildenhuys and Knipe 2000: 129) removes public confusion and disharmony between the department and customers (learners, teachers and local communities).

2.2.4.13 Accountability, responsibility and transparency

According to Gildenhuys and Knipe (2000: 129), the principal cornerstone of any democracy is public accountability, obligation to act responsibly and the need to act transparently by public sector officials. Any government requires a system of accountability; so that it acts in ways that are broadly approved by the community (Hughes 2003:240). This ensures accountability for responsibility and transparency. The Department of Basic Education (DBE) is not immune from this principle of good governance either. The WSE policy, on its formulation, was primarily aimed at ensuring that this principle of good governance is achieved and maintained in schools.

Through SSE, schools are supposed to account for their annual activities to their customers (learners, teachers and local communities as well as the DBE). This will ensure that they act responsibly in their daily operations towards achieving the core of their responsibilities which is achieving learning outcomes, as depicted through learner achievement. The WSE process encourages reporting of findings to stakeholders, and this is true for SSE and other activities in schools. School management teams (SMTs) are encouraged to report on a monthly basis to the circuits as well as regularly to parents on their activities through progress reports, book viewing sessions and meetings. This ensures that there is transparency, responsibility and accountability for performance (Hughes 2003:242).

2.2.4.14 Batho Pele principles

After 1994, the democratic government developed strategies to improve service delivery for its citizens. The White Paper on Transforming Public Service Delivery (Batho Pele White Paper) was published by the Department of Public Service and Administration to provide a policy framework and a practical implementation strategy for the transformation of public service delivery. In order to improve service delivery in the South African public sector, the Batho Pele principles were identified to hold public servants accountable for service delivery (Department of Public Services and Administration (DPSA) 1997:3). According to Andersson *et al* (2004: 2), South Africans are safeguarded by the national service delivery standards, as illustrated in the Batho Pele (People First) principles, which include consultation, service standards, access, courtesy, information, openness and transparency, redress and value for money.

Kaisara and Pather (2011: 3) argue that the introduction of Batho Pele principles in South Africa introduced a fresh approach to service delivery, an approach which places pressure on systems, procedures, attitudes and behaviour within the public service and reorients them in the customer's favour, an approach which puts the people first. The operations of the WSE process operates within the Batho Pele principles, and are also aimed at evaluating if the schools use the Batho Pele principles as a guide in their service delivery operations. The WSE approach ensures that schools put their customers (both learners and staff) as well as teaching, learning and teacher development first, as reflected in the Mpumalanga teaching and learning model. This model is discussed in chapter 3 of the study.

2.3 Education within new public management

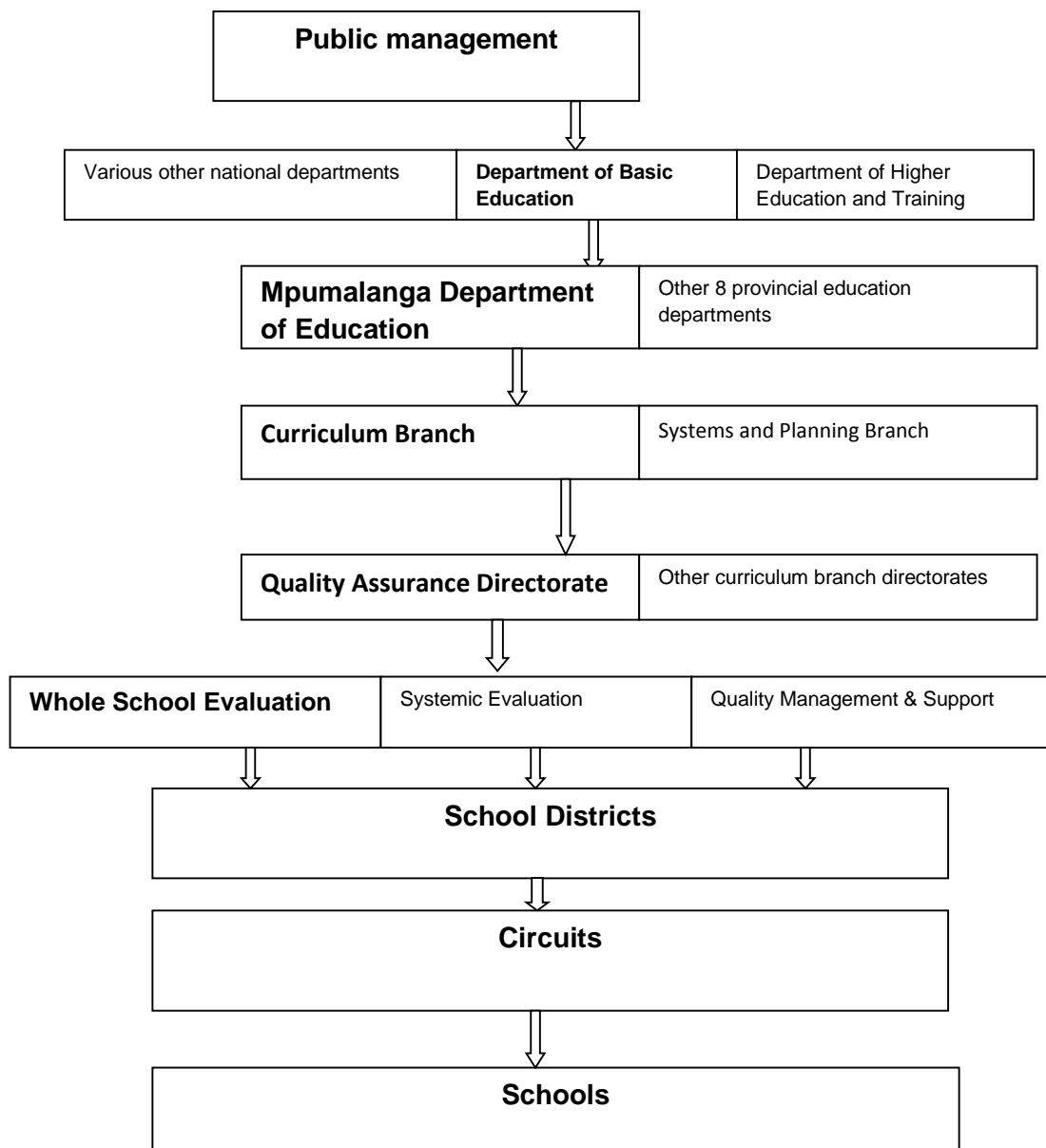
There are various departments within the South Africa government. These departments are found at national, provincial and local levels. When the current president of South Africa announced his new cabinet in 2009, he split the department of education into two departments. This resulted in the formation of the Department of Higher Education and Training (DHET) and the Department of Basic Education (DBE).

The DHET is centralised to the national sphere of government, while the DBE is decentralised to all nine provincial governments under the Members of the Executive Committee (MECs) on education. This allows the administration of education to be decentralised to provinces for easier implementation and monitoring of programmes. This decentralisation of basic education makes it easy to run departments in line with the NPM and quasi-market approach, where education is run as a business. This decentralised approach has also ensured that parents can be seen as having a stronger role (Ferlie 1996: 63) and that the schools are granted the Section 21 status for self-managing purpose, conditional on the governing body having the capacity to perform such functions effectively (Karlsson 2002: 5).

Education in South Africa is guided by various legislation. Firstly, it is guided by the Constitution of the Republic of South Africa, Act 108 of 1996. The need to devolve and participate in schooling in line with other countries (Sayed 1999: 1) was realised through the passing of the South African Schools Act, Act 86 of 1996. Furthermore, other acts and policies, which ensured that education operates within a legislative framework, were passed. These include, amongst others, the National Education Policy Act (NEPA), Employment of Educators Act (EEA), Public Service Act (PSA) for support staff employed in schools, as well as a variety of policies such as the Policy on Whole School Evaluation, which is the focus of this study.

The guiding legislative framework directives aim to ensure that education, as a field, is incorporated well within the public management and NPM, in particular, for easy administration. This is also to ensure that service delivery, as the main aim of government, is optimised through a properly administered and managed education department. The external WSE process is aimed at evaluating whether schools comply in context of these educational legislations and the public management principles and policies, in general, including the Constitution of South Africa, Act 108 of 1996. The schematic diagram in Figure 2.2 indicates how education fits in within public management.

Figure 2.2 Education within public management



Source: Adapted from Mpumalanga Department of Education (2010)

2.4 Education in South Africa

The role of education in South Africa is to develop South Africans to become responsible, participatory and reflective citizens who contribute to the growth and development of the country (Ramdass 2009: 1). Education in South Africa has been undergoing major changes pre-1994 and post-1994. Wet and

Wolhuter (2009: 2), in National Department of Education (2001), argue that education had to undergo changes to overcome the devastation of apartheid. This was also to provide a system of education that builds democracy, human dignity, equality and social justice.

Duvenhage (2006) as cited by Wet and Wolhuter (2009: 2) summarises the following focal points of educational transformation which were necessary:

- The creation of a single, non-racial education dispensation wherein there is space for all participants;
- The entire overhaul and democratisation of education management;
- The upgrading and improvement of the education infrastructure, and
- The transformation of curricula in order to eradicate the legacy of apartheid in the system.

From the aforementioned, it is clear that there was and still is a need for continuing reforms in education to ensure that South African citizens get value for money in the education provided. WSE, as a process, will always inform the education system of the areas for improvement and assist the public sector in having a schooling system that this country desires.

For one to understand the current education system within the public management field, it is crucial to look at the changes this system has undergone during the apartheid and post-democracy eras.

2.4.1 Pre-1994 schooling in South Africa

Education pre-1994 went through various phases and times. These range from pre-colonial education, British control, to education under apartheid. These included the early settlers at the Cape, who modelled education around their mother country Holland (McKerron 1934:15). A brief view of some of the key

phases in educational changes in South Africa, starting from education under apartheid, is discussed below.

2.4.1.1 Education under apartheid (1948-1960)

Education within the public management is not a standalone but a systemic entity as it is affected and governed by the laws and policies of the current government like all other departments. Therefore, education should be viewed in the light of the political dispensation during that time of its administration. During this era, education is referred to by some scholars as 'education for reproduction of the racial order' (Unterhalter, Wolpe, Botha, Badat, Dlamini and Khotseng 1991:4).

Rakometsie (2008: 103-106) came to the following conclusions regarding education in South Africa during this period of the rising of the National Party (NP):

- Bantu education was conceived in the context of the intensification of Afrikaner unification and the rise of the NP to power through policy making structures that were predisposed to protecting the interests of White Afrikaners;
- The rise to power by the NP saw the passing of racially motivated legislation. This was exacerbated by the view that White people were divinely ordained to lead black people in South Africa;
- The Christian National Education (CNE), together with the Eiselen Commission recommendations, endorsed the policy position which formed the basis for the Bantu Education Act of 1953;
- The endeavours of the NP government to constrain the education of Black children would have far-reaching implications for skills development in South Africa which; and

- The lack of parallel quality education for all races encompassed by the closure of missionary schools, which were suspected to give quality education to Blacks, was also a major contributor to the education flaws during this era and resulted in skills shortages for the country.

Therefore, the public education discourse suffered greatly especially for Blacks and other minority groups, but benefited Whites immensely. It is for these reasons that there was a lot of resistance to Bantu education even from the teachers of the Cape African Teacher's association who condemned the Eiselen Report (Christie 1991:228).

2.4.1.2 The homeland system and extension of apartheid legislation to Coloured and Indian education (Early 1960s)

During this period, the education system in South Africa was characterised by the creation of homelands for Blacks, migration of labourers to cities, and the formation of Coloured and Indian education systems.

Rakometsie (2008: 168-170) makes these important assertions during this era:

- As a result of the declaration of the Union of South Africa as a republic, which meant severing ties with England, which Blacks saw as a third party that could intervene on their behalf to end apartheid, Black extra-parliamentary organisations became militant;
- The militancy by these Black extra-parliamentary organisations was aggravated by the passing of the Pass Laws which meant Blacks could not freely move around, thus separating children from parents and dismantling family structures;
- The stance of the NP government that Blacks should not be integrated into the general population of South Africa precipitated the creation of Black homelands;

- During this period, Coloured education was made compulsory, which ensured that it received better attention; as a result, the Coloureds received a much better quality education compared to that of Blacks. On the other side, the passing of the Indian Education Act of 1965 ensured that Indians received a better education compared to Blacks; and
- However, during this time, as a result of the closure of missionary schools, more Black children accessed education as a result of the Bantu Education Act even though it was of lesser quality.

It is evident that during this period, education within the public sector suffered through segregation and that its quality was highly compromised as a result of the government of that day. This era was also characterised by continuing protests at schools and universities and Black Consciousness and resistance (Christie 1991:235-236). The effects of this are still felt during this present day, hence, the need for the external WSE process as a means to evaluate and find areas for development and make necessary recommendations as part of its quality assurance role.

2.4.1.3 Soweto learners uprising and granting of independence to homelands (1975-1979)

This period in education marks the climax of the uprising of students due to the NP government introducing Afrikaans as the medium of instruction or language of learning and teaching (LOLT), as it is currently referred to. It started when, in 1975, the Minister of Bantu Education instructed that half of the subjects in Standard 5 and Form 1 must be taught in the medium of Afrikaans (Christie 1991:240). Rakometsie (2008: 266) argues that the NP government could not capitalise on the economic advantage it could offer the country if Black learners could master both English and Afrikaans over and above their mother-tongue. He further posits that this harsh shift in policy was

misinformed as most teachers, who were supposed to teach in Afrikaans, did not understand Afrikaans themselves.

Christie (1991:243) mentions the causes of the 1976 uprising as:

- There was a crisis in schooling as there was a shortage of classrooms and teachers;
- The economy of the country was in recession and many Black workers were laid off;
- There were problems of apartheid, such as overcrowding in townships like Soweto, as well as problems like pass laws; and
- There was an 'atmosphere of revolt', as there were liberation struggles in Mozambique, Angola, Zimbabwe and Namibia.

Compounding the aforementioned causes was the fact that there were no Blacks in government committees who would have offered insight when decisions were made. The events of 16 June 1976 forced the government to move from Bantu Education to the Department of Education and Training through the passing of The Education and Training Act of 1979.

The NP government further institutionalised separate education for various ethnic groups through granting independence to homelands. Unterhalter *et al.* (1991:590) argue that the rationale developed by the regime's apologists, was that in the Bantustans Africans could exercise political rights that were denied in South Africa. This independence was a way of shifting the focus for the demand of equality by Blacks to be channelled to the areas where there was some degree of self-governance which was in line with the NP government of separate development (Rakometsie 2008: 267). Although these homelands were granted independence, their education systems remained inferior and of poor quality and were still controlled centrally by the Whites.

2.4.1.4 Mass democratic movement and education transformation (1980-1993)

This period in education reform was characterised by the rejection of apartheid education by Blacks who mobilised to make South Africa ungovernable. There were many country-wide uprisings against the regime in the form of strikes and stay-aways, to rent and school boycotts, demonstrations, mass meetings and numerous armed attacks on targets associated with the regime (Unterhalter *et al* 1991:66). This period was also marked by the formation of the Congress of South African Students (COSAS) which then became the centre of education struggles in South Africa.

Rakometsie (2008:269-276) makes the following observations about this period in South African education reform:

- The positive aspect of the NP government during this period was the appointment of the De Lange Commission of Inquiry which came up with recommendations for sweeping reforms in education;
- However, the 1983 Constitution, with its tri-cameral system, disillusioned Blacks further causing more unrest which was assisted by the formation of the United Democratic Front which served as a point of convergence of all mobilisation against the apartheid system and its evil laws;
- This era was also characterised by the mobilisation of learners resulting in the calls for 'liberation first, education later', which caused deepening crisis in education in South Africa; and
- The disruptive events of the 1980s made it impossible for the government to focus its full attention on the reform of education.

In essence, the events of this period are still felt by the current government in its public education management. Efforts are being made by the various

ministers since 1994 to address the effects of the pre-1994 and possibly some of the post-1994 flaws within the South African public education field.

2.4.2 Curriculum changes post-1994 in South Africa

According to Wet and Wolhuter (2009: 1), the assumption of power by the African National Congress (ANC) in 1994 resulted in the political transformation of South Africa which encompassed all areas of society, including education. Duvenhage (2006), as cited by Wet and Wolhuter (2009: 1), argues that education not only had to be transformed but it had also to play a key role in the transformation of the South African community. Duvenhage (2006), in Wet and Wolhuter (2009: 2), summarises the focal points of educational transformation as follows:

- The creation of a single, non-racial education dispensation wherein there is space for all participants;
- The entire overhaul and democratisation of education management;
- The upgrading and improvement of the education infrastructure; and
- The transformation of curricula in order to eradicate the legacy of apartheid in the system.

Therefore, these changes had to be brought through curriculum changes. Jansen and Taylor (2003: 37) posit that the heart of school reforms since 1994 was the establishment of the comprehensive curriculum project called Curriculum 2005, a progressive model of education based on the principles of outcome-based education.

However, Jansen and Taylor (2003: 38) argue that since its introduction in January 1998 into all Grade 1 classrooms, the curriculum was heavily criticized for the following reasons:

- A highly inaccessible and complex language;
- The under-preparation of teachers for this complex curriculum;
- The large-scale discrepancies in resources and capacity between the few privileged schools and the large mass of disadvantaged schools with respect to implementation;
- The power of existing curricula, teacher socialization, and the all-pervasive system of examinations and control;
- The lack of confident and competent teachers to manage the curriculum; and
- The critical lack of a solid learning materials base that supports the pedagogy and philosophy of this progressive curriculum.

Due to the above criticisms, the curriculum had to be streamlined to the new National Curriculum Statement (NCS) and it was met with mixed receptions. On one side, it created confusion from teachers who were still coming to grips with the original Curriculum 2005, and, on the other side, it was praised for its clarity on content to be taught.

According to de Jager (2011: 144), a survey done by the Department of Education found that teachers and parents still felt that the curriculum had too many challenges. Furthermore, in 2010-2011, further changes were made to be implemented from 2012. However, the NCS as an overall policy remains, while the new Curriculum and Assessment Policy Statement (CAPS) will give clear guidelines for the implementation of the NCS.

Through all these changes in the school system, external WSE remains important and at the centre of curriculum evaluation in schools. Firstly, WSE, as a process, has to keep abreast of the changes in curriculum changes in the different subjects offered across the grades. This is important in the sense that, as WSE supervisors evaluates teaching, learning and educator development (area for evaluation number 4 or AFE4), they are able to pinpoint clearly the

gaps in teaching, learning and educator development needs of the curriculum of the day.

Secondly, WSE, as a process, is able to inform the education system in South Africa if the changes in curriculum are bringing the needed improvement in curriculum while pointing out the flaws of the curriculum. This is achieved by WSE, as a process, because WSE supervisors spend almost a week at school with teachers who are implementers of the curriculum. The WSE supervisors interact with teachers through interviews (formal and informal) as well as through observation of teachers in practice. Therefore, through these interactions, they are able to pick first-hand information on the successes and failures of the curriculum being rolled out by DBE.

Thirdly, external WSE, as a process, undertaken by supervisors who do classroom observations, becomes a reliable source of information on the actual curriculum delivery in classes. This is achieved by the external WSE process which evaluates the actual impact of curriculum delivery between the teacher and the learner in practice.

It is therefore, clear how WSE plays a role in evaluating curriculum and education offered in schools. The goal is to assist the national DBE in planning, which, in turn, informs the National Planning Commission as part of contributing toward good governance. Evaluation also assists strategic planning of curriculum offering within provinces and national departments, hence, contributing to the broader monitoring and evaluation purpose, which is to assist the public sector in evaluating its performance and identifying the factors which contribute to its service delivery outcomes (Schurink 2010: 489).

2.5 Guidelines for quality education

Government Gazette No. 18207, dated 15 August 1997, defines Quality Education as the maintenance and application of academic and educational standards, both in the sense of specific expectations and requirements that should be complied with, and in the sense of ideals of excellence that should be aimed at. Herselman and Hay (2002:240) define quality education to be the fostering of the life skills needed in the lifelong learning society.

The government of South Africa pronounced twelve delivery agreements outcomes, of which Delivery Agreement Outcome 1 is education. The Delivery Agreement Outcome 1 is based on the following four outputs: improving the quality of teaching and learning; undertaking regular assessment to track progress; improving early childhood development (ECD); and ensuring a credible, outcomes-focused planning and accountability system. The Delivery Agreement cuts across all government departments, however, Outcome 1 is specific for the education department. It is through Outcome 1 that the guidelines for quality education are viewed in South Africa at the moment.

In line with the South African government's 'Programme of Action, the Delivery Agreement and the Action Plan to 2014: Towards the Realisation of Schooling 2025', DBE Minister Angie Motsheka in 2011 (Department of Basic Education 2011:4), pronounced a four-pronged approach to realising outcome 1, which is to improve quality of basic education. This, she argued, was to be achieved through:

- Improving the quality of teaching and learning;
- Using standardised assessments and systemic evaluations to measure whether learners are achieving the curriculum outcomes;
- Identifying the key areas in the curriculum that require improvement, and

- The need to turn around dysfunctional and poorly performing schools by improving systems of accountability and service delivery at district, provincial and national levels.

She also mentioned, as one of the intervention strategies, teacher development to prepare educators for the implementation of the Curriculum and Assessment Policy Statement (CAPS). The National Curriculum and Assessment Policy Statement is a single, comprehensive, and concise policy document, which replaced the Subject and Learning Area Statements, Learning Programme Guidelines and Subject Assessment Guidelines for all the subjects listed in the National Curriculum Statement Grades R - 12. In other words, CAPS is structured, clear and concise and it is easily implementable by teachers. It reduced a lot of administration on the part of teachers.

Guidelines for quality education are underpinned by the nine areas for evaluation namely, basic functionality of the school (AFE1); leadership, management and communication (AFE2); governance and relationships (AFE3); quality of teaching and learning, and educator development (AFE4); curriculum provisioning and resources (AFE5); learner achievement (AFE6); school safety, security and discipline (AFE7); school infrastructure (AFE8); and parents and the community (AFE9).

However, for the purpose of this study, the focus is on AFE4 which is teaching, learning and educator development and the primary objective of this study is to analyse the purpose of WSE from a quality assurance perspective. Other objectives include the following: investigating the significance of teaching, learning and teacher development as a key component of WSE; analysing the results of externally evaluated underperforming secondary schools prior- and post- evaluation; analysing monitoring and evaluation reports for changes in teaching, learning and educator development; identifying factors impeding teaching, learning and teacher development at Grade 12 level in underperforming secondary schools; and developing strategies for reviewing the external WSE model currently adopted by DBE.

Through the WSE process, in contributing towards good governance and service delivery in the public sector, the DBE can be able to quality assure (evaluate) AFE4 in schools in terms of planning for teaching, teaching strategies, assessment of learners, management of teaching and learning processes, as well as management of development initiatives for teachers. This alone will contribute immensely to the quality of education provided by the public sector in South Africa.

2.6 Conclusion

It is clear from the presented literature review that, firstly, the characteristics of new public management guide management in South Africa. Secondly, education plays an important role in public sector management in ensuring that the system is made to function economically, efficiently and effectively through complying with public management functions and principles, including Batho Pele principles.

This chapter was also able to account for the various education changes prior- and post- 1994 in South Africa which has a direct bearing on the present system of schooling. The following chapter will discuss school evaluation.

CHAPTER 3: SCHOOL EVALUATION

3.1 Introduction

An understanding of school evaluation requires clarification of what is meant by evaluation as a concept, as well as an understanding of programme evaluation as a field. It is also important for this study to locate Whole School Evaluation (WSE) as a type of evaluation within the field of education by understanding the history and periods in evaluation from which WSE evolved. Therefore, it is vital to discuss WSE by identifying and examining what WSE has drawn from the various periods and the history of evaluation in general. The quality assurance systems in South African schools will also be briefly discussed. The WSE process, as conducted in South Africa, will be compared to international evaluations and inspections (as some countries still conduct inspections in line with WSE) of various countries such as Hong Kong, New Zealand, England and Singapore.

There are various definitions of evaluation, in general. Stufflebeam and Shinkfield (2007: 8), however, reject some of the definitions like the ones which mean determining whether objectives have been achieved. They reject this definition because objectives might be corrupt, dysfunctional, unimportant, not oriented to the needs of the intended beneficiaries, or reflecting profit motives of those in charge of the programme. Therefore, these scholars have advocated for a basic definition of evaluation put forward by the Joint Committee on Standards for Educational Evaluation, as the committee's definition is useful when conversing with lay audience and focusing their attention on the essence of evaluation (Stufflebeam and Shinkfield 2007: 8-9).

According to the Joint Committee on Standards for Educational Evaluation, as cited in Stufflebeam and Shinkfield (2007: 9), evaluation is the systemic assessment of the worth or merit of an object. In other words, the assessment

should be systematic. Worthen, Sanders, and Fitzpatrick (1997: 5) provide a more detailed description. They state that evaluation is the identification, clarification, and application of defensible criteria to determine value of an evaluation object (worth or merit), quality, utility, effectiveness, or significance in relation to those criteria. Evaluation is a structured process that creates and synthesizes information intended to reduce the level of uncertainty for decision makers and stakeholders about a given programme or policy (McDavid, Huse, and Hawthorn 2013: 3).

Guskey (2000:2-3) defines evaluation within the field of education as a systematic process used to determine the merit or worth of a specific programme, curriculum, or strategy in a specific context. In the case of this study, it would be teaching, learning and teacher development in South Africa. Wholey *et al* (2007), in Hogan (2010: 3), argue that the field of programme evaluation provides processes and tools that workforce teachers and developers can apply to obtain valid, reliable, and credible data to address a variety of questions about the performance of programmes.

The aforementioned definitions by the various authors are useful in any field such as in education and WSE, in particular. This is clearly indicated by Mathe (2000), in Risimati (2007: 28), as he defines school evaluation as a structured process through which judgements are reached about the quality of education provision offered to learners. This process of WSE, therefore, involves collecting data and using it to make informed judgements (Quan-Baffour 2000: 70), and decisions that result in improved teaching and learning (Seaman and Fellenz 1989: 148).

As indicated earlier, the DBE uses WSE as one of the school evaluation processes to assess the performance of the schooling system. The WSE functioning and operations are guided by the definitions, as previously mentioned. The WSE concept will be fully unpacked later in this chapter. The next section discusses the development of evaluation in education over the years.

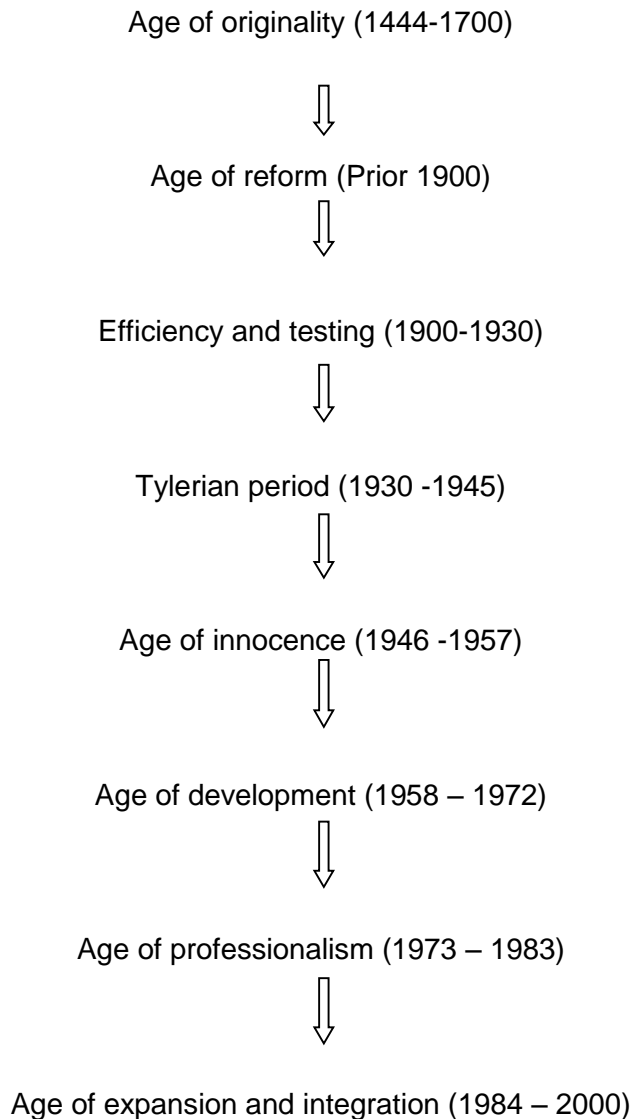
3.2 Development of school evaluation

According to Hogan (2010: 3), the historical development of evaluation is difficult, if not impossible, to describe due to its informal utilization by humans for thousands of years. He also cites Scriven (1996) who referred to evaluation as a very young discipline, yet a very old practice that has matured in the past 20 years. Conner, Altman, and Jackson (1984), in Hogan (2010: 3), argue that evaluation is an established field in its late adolescent years transiting to adulthood.

Various scholars identify different periods in the development of evaluation. Guba and Lincoln (1989) as cited by Rebien (1996: 16), Mertens (2009: 59), Ortiz and Rubio (2009: 113), Mertens and Wilson (2012: 140) see the evolution of evaluation theory through four generations which are measurement, description, judgment and responsive constructivist evaluation.

Stufflebeam and Shinkfield (2007: 32) identify five periods as compared to the four generations. These periods are: (1) the pre-Tylerian period, which includes developments before 1930; (2) the Tylerian age which was between 1930 and 1945; (3) the age of innocence, which is from 1946 to 1957; (4) the age of realism from 1958 to 1972; and (5) the age of professionalism from 1973 to present. However, Sou (2008: 1-2) breaks down the pre-Tylerian age into three periods. These periods are: (1) age of originality, which runs from 1444 to 1700; (2) the age of reform prior to 1900; and (3) efficiency and testing age from 1900 to 1930. Furthermore, a so-called post professionalism period, which is from 2000 to the present, is identified by Stufflebeam (2000), in (Sou 2008: 1-2). A schematic diagram of these ages in the evolution of programme evaluation is illustrated in Figure 3.1.

Figure 3.1 Ages in the evolution of programme evaluation theory



Source: Adapted from Sou (2008)

In retrospect, the history of programme evaluation can be viewed in eight (8) periods (Sou 2008: 1). No matter how these periods have been divided and sub-divided by various scholars, the critical point is that programme evaluation has been evolving continuously up to the present day. These evolution periods are important when one analyses evaluation in South African schools, as they have a direct impact on the formulation and perceptions of programmes such as WSE. Following a closer discussion of each period below will be an analysis

of how each period contributed to how external WSE is currently implemented in South African schools.

3.2.1 Age of originality (1444-1700)

Sou (2008: 3) argues, that in ancient times, there were public, governmental and professional concerns over educational quality, and those teachers were held accountable for their services to the students as well as to society. He also stipulates that accountability systems were in place through Payment-by-Results (PBR) schemes and that the first of the PBR schemes emerged in Italy over 560 years ago. This means that teachers' pay was based on results produced, in other words, there was direct proportionality between results and payment. Citing Aries (1962), Sou (2008: 3) further indicates that the town fathers of Treviso, Italy, had a contract with the schoolmaster in which there was a clause linking the schoolmaster's salary with the students' performance on tests related to fixed areas of the curriculum. This ensured that teachers offered quality education in order for learners to achieve well so that they could be paid well in return.

Stedman and McCallion (2001: 4) argue that performance-based pay is consistent with widely held beliefs that employees should be rewarded on effort, and in line with theories of human motivation which contend that effective motivation is predicated on a close relationship between performance and rewards. Although this type of evaluation was adopted by the United Kingdom and its colonies, and the United States, it was abandoned in the 1920s (Sou 2008: 8). He argues that the reasons for abandoning this type of evaluation, is that such evaluation caused learners to cram for the tests or examinations which had a negative impact on quality assurance.

3.2.2 Age of reform (1792 – 1900)

According to Hoskins (1968), in (Hogan 2010: 4), the first documented formal use of evaluation took place in 1792 when William Farish utilised the quantitative mark to assess students' performance. Stufflebeam and Shinkfield (2007:35) noted that quantitative assessments of student learning outcomes by averaging and/or aggregating of scores then replaced the qualitative assessments of student performance through psychometric tests. The role of quantitative assessment became significant when the first formal attempt of evaluating the performance of schools (inspections) took place in Boston in 1845 (Stufflebeam and Shinkfield 2007: 33). The reform from qualitative to quantitative assessments has played an important role in the history of programme evaluation since this age. Since qualitative assessments represented an authoritarian approach with little consultation with the people who undertake the evaluation and the recipients of the evaluation, the introduction of quantitative assessments brought credibility to evaluations. This period in the programme evaluation also marked the beginning of an empirical approach and inquiry to evaluation.

3.2.3 Efficiency and testing (1900-1930)

This period was influenced by Fredrick Taylor's launch of scientific management which influenced administrative theory in educational scientific management (Sou 2008: 3-4). The administrative theory emphasised on systemisation, standardisation, and efficiency through evaluation. In contrast with the age of reform, Taylor (1947), in Grönroos (1994: 3), argued that, during efficiency and testing age, the wellbeing of the workforce was taken into account. Citing Ballou (1916), Kendall (1915) and Smith and Judd (1914), Sou (2008: 4) says that *"by 1915, thirty to forty large educational systems were established on comprehensive surveys with some prescribed 'objectives' and*

those surveys could be regarded as Objective-Referenced Assessments (ORA)”.

In this era, a number of tests were introduced to assess or compare the efficiency of educational systems. Stufflebeam (2000) as cited by Sou (2008: 4) described programme evaluation as “*muck-raking*” because it entailed a few local people inviting outside experts to expose defects and propose remedies.

3.2.4 Tylerian age (1930 – 1945)

Ralph Winfred Tyler was commonly known as the ‘Father of Educational Evaluation’ (Sou 2008: 4). Tyler coined the term, “educational evaluation” which meant assessing the extent to which valued objectives have been achieved as part of an instructional programme (Stufflebeam and Shinkfield 2007: 35). Tyler conceptualised evaluation as a comparison of intended outcomes with actual outcomes. Tylerian approach measured behaviourally-defined objectives which focused on learning outcomes instead of organisational and teaching inputs.

According to (Hogan 2010:5), Tyler directed an eight-year study (1932-1940) which assessed the outcomes of programmes in 15 progressive high schools and 15 traditional high schools. This study found that:

- instructional objectives could be clarified by stating them in behavioural terms; and
- those objectives could serve as the basis for evaluating the effectiveness of instruction.

This study was the first extensive study of the differential effectiveness of various types of schooling in the United States. This study also introduced teachers to a new broader view of educational evaluation. This study is

noteworthy as it helped Tyler expand, test, and demonstrate his conception of educational evaluation (Stufflebeam and Shinkfield 2007: 35).

By the middle of 1940s, the Tylerian approach became the foundation for programme evaluation. It involved internal comparisons of outcomes with objectives. Contrasted to Joseph Rice in the age of reform, the Tylerian approach, according to Rice (1897 and 1914), as cited by Sou (2008: 4), did not require costly and disruptive comparisons between experimental and control groups.

3.2.5 Age of innocence (1946 -1957)

In the age of innocence, the Tylerian approach was used extensively to train teachers in test development. Simultaneously, there was considerable development of some of the technical and methodological aspects of evaluation with the expansion of technologies (Stufflebeam and Shinkfield 2007: 36).

Stufflebeam and Shinkfield (2007:36) argue that the development of evaluative techniques, in parallel with the taxonomies of possible educational objectives, enabled the educators to make their objectives explicit. According to Sou (2008: 5), evaluation was not geared to identifying stakeholders' needs and critically examining society's response to the needs, and, therefore, he labelled this period as the age of innocence or ignorance since the work in evaluation seemingly had no social purpose.

3.2.6 Age of development (1958 – 1972)

In the late 1950s and early 1960s, the federal government of the United States funded evaluations of large-scale curriculum development projects. This was done because programme evaluation was to be developed to be a profession

and an industry. The technical recommendations of the age of innocence or ignorance thus led to the 1966 edition of the joint American Educational Research Association (AERA)/American Psychological Association (APA)/National Council on Measurements Used in Education (NCMUE) Standards for Educational and Psychological Test and Manuals (Sou 2008: 5).

According to Cronbach (1963), in Sou (2008: 5), there was a review of the past evaluation and it was found that guiding conceptualisations of evaluation lacked relevance and utility. This gave clear direction to evaluators to re-conceptualise evaluation as a process of gathering and reporting information for programme development. As a result of these studies conducted by the National Study Committee on Evaluation in the United States, the following emerged:

- reform of the Tylerian approach;
- criterion-referenced assessments (CRAs) instead of norm-referenced assessments (NRAs);
- systems-analysis approach for program evaluation; and
- new evaluation models.

NRAs tended to be general while CRAs are specific and easy to assess. CRAs reduce the biasness in evaluations. WSE uses criteria in its evaluation as this is clearly defined for both the evaluator and evaluatee. In other words, schools know exactly the expectations of WSE, because each AFE is criteria guided.

3.2.7 Age of professionalism: 1973 – 1983

In 1974, the APA revised its 1966 edition of Standards for Educational and Psychological Tests. The APA recognised the need for a separate standards dealing with programme evaluation which was not emphasized in the age of development (Sou 2008: 6). According to Stufflebeam (2000), as cited by Sou (2008: 6), during this age, the field of educational evaluation crystallised as a distinct profession from its forebears of research and testing. During this era, evaluators successfully professionalised the field of educational evaluation through the introduction of other sets of standards with relevance for educational evaluation. Further, universities began to recognize the importance of evaluation by offering courses in evaluation methodology (Hogan 2010: 6).

In the age of professionalism, Stufflebeam (2000), in Sou (2008: 4), argues that evaluators realised that programme evaluation should have the following prerequisites in terms of quality assurance, viz., evaluation should:

- serve the information needs of the clients of evaluation;
- address the central value issues;
- deal with the situational realities;
- meet the probity requirements; and
- satisfy the veracity needs.

Therefore, evaluation should not suit the needs of evaluators but the needs of the intended clients, as well as address central value issues while dealing with the situational realities of each evaluatee. This should be done as '*honest as possible, truthfully as it could be, as well as trustworthy as could be achievable*' for programme evaluation to be a success (Sou 2008: 6).

3.2.8 Age of expansion and integration (1984 – 2000)

According to Sou (2008: 7), “in 1985 and 2000, the APA further revised the previous editions of Standards for Educational and Psychological Tests. This saw the use of tests as administrative devices in public policy emerging during the age of expansion and integration especially in the United States. Professional evaluation bodies expanded while evaluators from various disciplines integrated. With expansion and integration, evaluators from different camps shifted to accountability and outcome evaluations. Simultaneously, student learning outcomes became the goals of program evaluation under accountability systems”.

Sou (2008: 7) further argues that policymakers responded to the accountability systems by mandatory testing programmes, and the test results were used for the following objectives:

- to evaluate school effectiveness by making comparisons;
- to classify school districts;
- to allocate education funds;
- to evaluate teachers and/or administration;
- to place students in remedial programmes and;
- to provide credentials to students.

Underpinning the above objectives for evaluation was the need to have schools being accountable and also constantly improving and progressing.

3.2.9 Evolution of Whole School Evaluation

The WSE, as a process, has been drawn from almost all these ages in the evolution of educational evaluation. First, the external WSE process evaluates whether the teachers are developed through an integrated quality management system (IQMS) process. This is done in order to ensure that they are ready to deliver the curriculum of the day. The IQMS processes also assist to determine whether teachers, after being developed, are effective in their teaching and increase learner achievement. This qualifies them for pay progression in line with the age of originality idea of payment by results.

Secondly, the fact that the WSE process rates schools in different AFEs and in the various criteria thereof shows that it has drawn from the quantitative assessment nature of programme evaluation. This quantitative assessment in educational programme evaluation was introduced during the age of reform in educational evaluation.

In the third instance, the age of efficiency and testing was characterised by systematisation and standardisation of processes. The external WSE, in itself, is policy guided, operates within the guidelines and criteria for its evaluations and judgement. It is, therefore, clear that it drew a lot from this age. This systematisation and standardisation ensures uniformity amongst WSE teams in one province as well as WSE units in various provinces. This ensures that external WSE maintains its objective of quality assurance in the education system.

Fourthly, WSE, as a policy operates within the set objectives, which it drew from the Tylerian period. When external WSE evaluates schools, its evaluation criteria are aimed at evaluating whether schools comply in terms of the DBE set objects throughout the nine AFEs.

Fifthly, in line with the age of innocence, external WSE evaluates whether teachers' assessments of learners cover all taxonomies. This is done to ensure

that, in planning, teaching and assessing, teachers use inclusive strategies to accommodate learners of varying abilities.

In the sixth instance, external WSE has drawn from the age of development in that it:

- is criteria referenced in its evaluation;
- uses systems-analysis approach to evaluation; and
- is currently undergoing review in order to adapt to new models of evaluation.

Seventhly, external WSE drew the following from the age of professionalisation to ensure that its operations are seen as professional:

- that the WSE supervisors are trained and accredited before they evaluate schools;
- that WSE is a professional stand-alone unit specialising in evaluations, monitoring and support, where necessary;
- that the information needs of clients are prioritized;
- that central values of the system and clients, e.g. teaching, learning and teacher development are prioritized; and
- that the needs of the clients are valued and satisfied.

Lastly, through the lessons from the expansion and integration age, external WSE is able to:

- evaluate schools effectiveness through the nine areas for evaluation (AFEs);
- evaluate if allocated funds are properly utilised to primarily benefit teaching, learning and teacher development; and

- evaluate whether teachers teach appropriately, are suitably qualified and are developed to meet curriculum needs of the school.

All of the above lessons, drawn by external WSE from the various ages in the development and evolution of educational evaluation, are meant for quality assurance in South African schools. Quality assurance in South Africa will be discussed in detail in the next section.

3.3 Quality assurance in South Africa

In September 2000, the 189 member states of the United Nations unanimously adopted the Millennium Declaration and there are eight broad goals (the so-called Millennium Development Goals, or MDGs hereafter), with 15 targets that are to be monitored through a set of 48 indicators (Leipziger *et al* 2003:1). Millennium development Goal 2 (achievement universal primary education), target 3, is to ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling. This to ensure that illiteracy is reduced world-wide. Achieving the Millennium Development Goals (MDGs) and other internationally agreed development goals in South Africa holds the promise of ensuring that South Africa's children have access to high-quality education.

According to the National Development Plan (NDP), South Africa (2011:17), it is envisaged that, by 2030, South Africa needs an education system with, among others, the following attributes:

- high-quality early childhood education; and
- quality school education which is globally competitive in literacy and numeracy.

In his State of the Nation Address presented to the joint sitting of parliament in Cape Town on 3 June 2009, the President of the Republic of South Africa, Mr

JG Zuma, stated that *“...education will be the key priority for the next five years. We want our teachers, learners, and parents to work together with government to turn our schools into thriving centres of excellence...”* (Department of Basic Education n.d.: 3). The DBE, through the Quality Learning and Teaching Campaign (QLTC), has developed ‘non-negotiables’ to support quality assurance in South Africa. At the core of this campaign are learning and teaching; and monitoring and reporting. Therefore, it is envisaged that school evaluation will assist the education system in South Africa to ensure if such programmes bring the desired quality assurance initiatives.

The education evaluation function in South Africa is regulated in terms of Section 4 of the Education Act of 1996 which provides for the national minister to determine national policy for, inter alia, monitoring and evaluation of the well-being of the education system (Khosa 2010: 6). There are various arguments for evaluation. Robson (2000: 7) argues that answers vary from the trivial and bureaucratic (‘all courses must be evaluated’), through more legitimate concerns (‘so that we can decide whether or not to introduce this throughout the country’), to what many would consider most important (‘to improve the service’). This shows that the field of education evaluation has been undergoing evolution in thinking and application.

Given the importance of evaluation, and its evolution over time, as previously discussed, the following quality assurance systems in South African schools will be discussed: the inspectorate system; Systemic Evaluation (SE) and Annual National Assessment (ANA); School Self-Evaluation (SSE) (also known as internal whole-school evaluation, i.e. IWSE), Integrated Quality Management System (IQMS) as well as external Whole-School Evaluation (WSE). Most of these systems came into existence as a result of various acts, policies and labour resolutions formulated and agreed to generally after 1994, when the first democratic system was established. Each of these systems will be discussed in detail in terms of the background and objectives for its existence, its guiding principles and the process involved in each system.

3.3.1 The inspectorate system in South Africa

Pre-1994 school evaluation in RSA consisted of the inspectorate system which was either done by individual inspectors or a panel of inspectors from various regions. There was a lot of unhappiness and discomfort with this system of evaluation from most teachers and those who perceived themselves as victims of it. Commentators such as Teu (2002) and the Wits Education Policy Unit (2005), as cited by Naidu Joubert, Mestry, Mosoge, and Ngcobo (2008: 47), mention the following objections to the inspectorate system:

- Inspectorates functioned as policing, coercive forces, enforcing compliance to rules and regulations in an authoritarian, rigid, ritualistic and legalistic atmosphere,
- Supervisors could not fulfil professional development or communication between teachers and supervisors;
- Teachers were constantly under surveillance; fear was instilled in them;
- The system was punitive and vindictive rather than supportive and/or developmental; and
- Punitive measures were in place, such as transferring teachers to remote schools, and there was constant harassment of defiant teachers.

Swartz (1994), as quoted by Biputh and McKenna (2010: 4), argue that the traditional method of quality control in South Africa was external evaluation carried out by inspectors and subject advisors in a 'top-down management style'. In other words, these inspectors visited schools in an authoritarian manner as well as on a fault finding mission with an aim of settling scores, where applicable. Upon arrival at these schools, they would instil fear and harass teachers.

Inspectors acted as prosecutors, judges and executors at the same time and, in a nutshell, were a law unto themselves, and they had an important role to play in buttressing the power dispensation in the apartheid education system (Biputh and McKenna 2010: 4). Various teachers, especially from African schools who were victims of the inspectorate system were also not sure whether these inspectors had distinct guiding policies, guidelines and criteria, hence, they resisted it (Biputh and McKenna 2010: 4). This era reflected, in many ways, the age of efficiency and testing although the element of the wellbeing of the workforce was not much taken into account.

However, this inspection was not all gloom in all societies in apartheid South Africa. According to Thurlow and Ramnarain (2001), in Biputh and McKenna (2010: 4), for the White and Indian communities, inspections were positive and characterised by a light supervisory function. Swartz (1994), in Biputh and McKenna (2010: 4), argues that the White society benefitted from their suitably qualified inspectors who played the role of trouble-shooting and who assisted schools and teachers in their functions. This ensured that the White society benefitted from the evaluations while the African society resisted it and perceived it as an extension of apartheid style of oppression, thus, they fought it as early as in the 1980s. Biputh and McKenna (2010: 4-5) state that inspectors and subject advisors were often violently cast out of African schools and teachers resisted any form of evaluation of their and their schools' work during this period.

While the inspectorate system has been dispensed of in South Africa; it is still practised in countries such as England, Wales, Spain, Ireland and Germany (Naidu *et al.* 2008: 47). Smith and Ngoma-Maema (2003), as cited in Naidu *et al.* (2008:47), argue that the system in England and Wales is premised on the notion that schools and teachers are not fit to judge themselves. However, the strongest point of the inspection systems in Spain, Ireland and Germany, according to Pertl (2006) as cited by Naidu *et al.* (2008: 48), is that inspectors attempt to provide both advice and support to schools.

3.3.2 Systemic Evaluation and Annual National Assessment

The Assessment Policy gazetted in December 1998 provided for the conducting of systemic evaluation at the key transitional stages (phase exit points). This phase exit points are Grades 3, 6 and 9; which will then lead to the Grade 12 National Senior Certificate (NSC) which is also the object of this study in terms of its results. The main objective of SE and ANA is to assess the effectiveness of the entire system and the extent to which the vision and goals of the education system are being achieved.

Citing the discussions of a colloquium, Seekings (2002: 5) argues that participants were divided over the importance of learner achievement as always being a key indicator of the state of education. He further cites the Department of Education (2001b) by arguing that *“on the one hand, some members accept that learner achievement will always be a key indicator of the state of education; on the other hand, the feeling is that it would be dangerous to overemphasise this one indicator and ignore all the factors which influence learner achievement.”* As a result of this, there has been a shift in the education system in South Africa from ordinary systemic evaluation to annual national assessment. This is argued in terms of the effectiveness of system evaluation taking into consideration South Africa’s active participation in a number of international testing programmes. This has provided important experiences that have informed the design of the Systemic Evaluation and ANA programmes (Republic of South Africa. Department of Basic Education 2010: 10). South Africa has participated in the following programmes:

- Southern and East Africa Consortium for Monitoring Education Quality (SACMEQ) in 2001, 2007, and 2013 with a focus on languages and mathematics in Grade 6;

- Trends in International Mathematics and Science Studies (TIMSS) in 2003 and 2011 with a focus on mathematics and science in Grade 8; and
- Progress in International Reading Literacy Study (PIRLS) in 2006 and 2011 with a focus on literacy in Grade 5.

The main purpose of the Annual National Assessments (ANA) programme is to make a decisive contribution toward better learning in schools. This will ensure that, when learners reach Grade 12, they are better prepared for the school leaving examination which might have a positive impact on the results. This may eliminate the so called underperforming secondary schools which is the focus of this study. Four key areas of impact of ANA at the school and district levels have been identified (Republic of South Africa. Department of Basic Education 2010: 10):

- ANA should encourage teachers to assess learners using appropriate standards and methods;
- ANA should encourage better targeting of support to schools;
- ANA should encourage the celebration of success in schools; and
- ANA should encourage greater parent involvement in improving the learning process.

Emanating from the above, it becomes clear that Systemic Evaluation and the Annual National Assessment play an important role in quality assurance as a mechanism for improvement in South African schools.

3.3.3 School Self-Evaluation

According to Janssens and van Amelsvoort (2008: 2), School Self-Evaluation (SSE) can be more broadly defined as a systematic process, which includes

cyclical activities such as goal-setting, planning, and evaluation and defines new improvement measures. Within these broad definitions, they view SSE as virtually synonymous with the definitions for quality assurance (QA) or school development planning. The WSE and QA are underpinned by two fundamental key guiding issues.

Firstly, WSE is the cornerstone of the quality assurance system in schools that must enable a school and external supervisors to provide an account of the school's current performance and show to what extent the school meets national goals and the needs of the public and communities.

Secondly, effective quality assurance within the National Policy on Whole-school Evaluation must be achieved through schools having well-developed internal self-evaluation processes, credible external evaluations and well-structured support services.

Citing Scheerens, van Amelsvoort, and Donoughue (1999), Janssens and van Amelsvoort (2008: 3) argue that SSE could be placed in five categories that show an increasing degree of combination with external accountability-oriented motives as follows:

- Tailor-made SSE of individual schools;
- SSEs that are part of improvement programmes that involve a number of schools;
- SSEs that are explicitly aimed at providing information to external constituencies as well as using information for school improvement processes;
- SSEs that serve internal and external purposes and are subject to meta-evaluations by inspectorates; and
- SSEs that are spin-offs of national or district level assessment programmes.

These aforementioned categories are all suitable for SSE undertaken by the school for a specific evaluation. For instance, a school can have its own tailor-made SSE to evaluate teaching and learning. Or a circuit can conduct the second category of the aforementioned categories where they evaluate teaching and learning in a circuit. However, WSE policy promulgates the last three categories as its basis for evaluation in South Africa.

3.3.4 Integrated Quality Management System

According to Hariparsad, Bischoff, Conley, Du Plessis, Grobler, Hlongwane, Loock and Mestry (2009: 1), citing Govender (1997), the amalgamation of seventeen different departments of education into a single non-racial department resulted in significant policy changes. It was then necessary after such changes to introduce a new system to evaluate performance within the schooling system in South Africa, i.e., the integrated quality management system (IQMS). The IQMS aims at identifying specific needs of teachers, schools and district offices; providing support for continued growth, promoting accountability, monitoring an institution's overall effectiveness; and evaluating teachers' performance (Education Labour Relations Council 2003: 1). The IQMS integrated the three existing programmes, namely the Developmental Appraisal System (DAS) that came into being on 28 July 1998 (Resolution 4 of 1998), the Performance Measurement (PM) that was agreed to on 10 April 2003 (Resolution 1 of 2003) and Whole-School Evaluation (WSE) (Education Labour Relations Council 2003: 1).

The Education Labour Relations Council (2003: 1) identified the purpose of the three programmes of the IQMS as follows:

- Developmental Appraisal (DA): to appraise individual teachers in a transparent manner with a view to determining areas of strength and weakness, and to draw up programmes for individual development;

- Performance Measurement (PM): to evaluate individual teachers for salary progression, grade progression, affirmation of appointments and rewards and incentives; and
- Whole School Evaluation (WSE): to evaluate the overall effectiveness of a school as well as the quality of teaching and learning.

For IQMS to be successfully implemented it is critical that it be understood by both implementers and those being evaluated. The IQMS could be a good tool for overall improvement in schools, if it is correctly and effectively implemented. Mestry *et al.* (2009: 14) suggest the following for proper IQMS implementation in schools:

- After IQMS findings, professional development, as an aspect of IQMS, could be a powerful strategy to improve the knowledge and skills of teachers in order to enhance the quality of teaching and learning;
- From a systemic level it is important to initiate teacher development programmes centrally but with the involvement of the schools (specifically the needs of teachers in mind); and
- Professional development and training is critical to school improvement. As a result, teachers should be positively inclined towards the implementation of IQMS and it should be well communicated and understandable to teachers; flexible enough to take into account the different circumstances of South African schools; and support (internal and external) should be constructive to help schools improve.

3.3.5 External Whole School Evaluation

The concepts of the external evaluation as depicted from the policy will be explained in the next section.

3.3.5.1 Background and context

The National Policy on Whole-school Evaluation is a notice in terms of Section 3(4)(1) of the National Education Policy Act (NEPA), Act 27 of 1996. This Policy is aimed at improving the overall quality of education in South African schools. It seeks to ensure that all children are given an equal opportunity to make the best use of their capabilities. As a process, whole-school evaluation is meant to be supportive and developmental rather than punitive and judgmental (Department of Basic Education 2001: 7).

3.3.5.2 Key elements of the policy

The key elements are explained in details next.

3.3.5.2.1 Aims

The National Policy on Whole School Evaluation stipulates the following principal aims of the policy (Department of Education 2001: 10):

- Moderate externally, on a sampling basis, the results of self-evaluation carried out by the schools;
- Evaluate the effectiveness of a school in terms of the national goals, using national criteria;
- Increase the level of accountability within the education system;
- Strengthen the support given to schools by district professional support services;
- Provide feedback to all stakeholders as a means of achieving continuous school improvement;

- Identify aspects of excellence within the system which will serve as models of good practice; and
- Identify the aspects of effective schools and improve the general understanding of what factors create effective schools.

Mbalati (2010: 49), citing Herselman and Hay (2002), argues that the emerging two folds of WSE's aims was to help schools improve and for accounting purposes. Therefore, the cornerstone of any WSE should be geared towards ensuring improvement and accountability in schools and within the system in general.

3.3.5.2.2 Principles

The seven principles underpinning the WSE process, as contained in the National Policy on Whole School Evaluation include (Department of Basic Education 2001: 11):

- The core mission of schools is to improve the educational achievements of all learners;
- All members of a school community are responsible for the quality of their own performance;
- All evaluation activities must be characterised by openness and collaboration;
- Whole-school evaluation of a good quality must be standardised and consistent;
- The evaluation of both qualitative and quantitative data is essential when deciding how well a school is performing;

- Staff development and training are critical to school improvement; and
- Schools are inevitably at different stages of development.

3.3.5.2.3 Approach

The WSE process is designed to assist schools measure the extent to which they fulfil their responsibilities and improve their performance. Therefore, the National Policy on Whole School Evaluation (Department of Basic Education 2001: 12) suggests the following:

- School-based self-evaluation;
- External evaluation by the supervisory unit personnel trained and accredited to evaluate schools;
- Adequate and regular district support leading to professional development programmes designed to provide assistance and advice to individual staff members and schools as they seek to improve their performance;
- An agreed set of national criteria to ensure a coherent and consistent, but flexible approach to evaluating performance in the education system;
- Published written reports on the performance of individual schools; and
- Annual reports published by provinces and the Ministry on the state of education in schools.

3.3.5.2.4 Ethics and appeals

Firstly, in terms of ethics and appeals, the Minister of Basic Education, through the legal responsibilities bestowed on her, the WSE policy requires that accredited supervisors have the right to enter any school and carry out an evaluation. Evaluation and monitoring teams need to be fastidious in observing ethical procedures in their work by abiding by a code of practice which will ensure that they (Department of Basic Education 2001: 12):

- Act professionally towards everyone in the school;
- Communicate openly with the principal and staff of the school while ensuring confidentiality in relation to the school and individuals;
- Evaluate objectively the education provided by the school, avoiding the influence of preconceived ideas and practices;
- Ensure that an appropriate sample of evidence is collected and analysed fairly;
- Provide clear feedback to the school during and as soon as possible after an evaluation;
- Be flexible in response to the different and sometimes changing circumstances of schools, whilst recognising the importance of reporting honestly and fairly to the public at large;
- Carry out evaluations with integrity, and treating all those they meet with courtesy and sensitivity;
- Share the principles and procedures of whole-school evaluation with those to be evaluated; and
- Be impartial when evaluating a school's performance.

The third aspect pertaining to ethics and appeals is that it is expected that all school staff and governors will reciprocate the good conduct of supervisors by

acting in an open, honest and supportive manner accommodative to the supervisor visits and evaluations (Department of Basic Education 2001: 13).

It also acknowledges that schools have a right to register a complaint if they believe that they have been treated unfairly. In the first instance, the school should raise any complaints with the leader of the supervisory team, preferably during the evaluation or at the subsequent feedback (Republic of South Africa. Department of Basic Education 2001: 13).

The above, in terms of WSE policy, ensures that the issues of mistrust and untoward behaviour by both the evaluators and evaluatees are eliminated. This ensures that evaluations take place in a professional and ethical environment to serve the intended purposes.

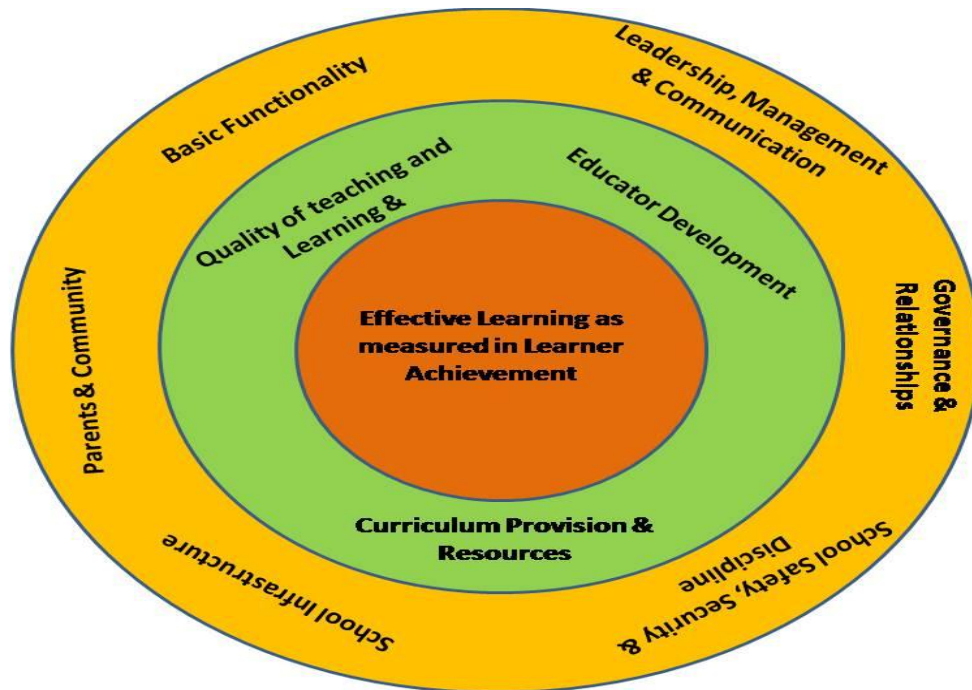
3.3.5.2.5 Areas for evaluation

The WSE policy identifies nine areas for evaluation (AFEs) to be carried out (Republic of South Africa. Department of Basic Education 2001: 13). These are in their numerical sequence: basic functionality of the school (AFE1); leadership, management and communication (AFE2); governance and relationships (AFE3); quality of teaching and learning, and educator development (AFE4); curriculum provision and resources (AFE5); learner achievement (AFE6); school safety, security and discipline (AFE7); school infrastructure (AFE8); parents and community (AFE9). These AFEs will be examined briefly in terms of what the evaluation is designed to determine in each AFE.

However, for the purpose of this study, the focus will be on AFE 4, teaching learning and educator development, as this is considered to be the core as reflected in Figure 3.2. It is considered by Mpumalanga Province senior management as the core because these are processes that affect the learner most and are reflected by the two innermost circles together with learner

achievement (AFE6). This area was discussed broadly in chapter 2. An examination of the Mpumalanga WSE model clearly puts effective learning as measured by learner achievement at the centre. The model gives an indication of how teaching, learning and educator development is the core in order to ensure maximized learner achievement.

Figure 3.2 Whole-school evaluation model in Mpumalanga Province



Source: Adapted from Mpumalanga Province School Self-evaluation Training Manual (2010)

A discussion of the nine areas for evaluation follows below as reflected in the National Policy on Whole-school Evaluation (Department of Basic Education 2001: 9-17).

- **Basic functionality of the school (AFE1)**

The evaluation in this AFE is designed to determine whether the basic conditions exist in the school to enable it to function efficiently and effectively. This is set against the realisation of educational goals set for it by the local and national communities.

Therefore, when the school is evaluated, judgments are to be made on the effectiveness of the school's policies and procedures; the level of absence, lateness and truancy as well as procedures for dealing with them; and learners' response to the school's provision, ethos they show and their behaviour, in general.

- **Leadership, management and communication (AFE2)**

The key purpose in this AFE is to assess the effectiveness of the leadership and management of the school at various levels in the management structure. The issues of communication management are also evaluated.

It is then crucial for judgements to be made on the school's vision and mission statements, aims, policies and procedure mediation by the school management. The leadership and management role of the various leaders throughout the staffing structure including learner representative councils (LRCs), in secondary schools and class monitors in primary schools, is assessed. The extent to which the school community understands the policies and procedures and how these are carried out is also assessed. The extent to which policy environment of the school assists the school to attain its aims leading to improvement, is judged and reported on in the evaluation of this AFE.

- **Governance and relationships (AFE3)**

The important purpose in this AFE is to evaluate the effectiveness of the governing body in giving the school a clear strategic direction, in line with the South African Schools Act (SASA), the National Education Policy Act (NEPA) and other related legislation.

The supervisors in this AFE need to evaluate and report on the appropriateness of the school governing body (SGB) constitution and any other terms of reference, and whether its membership is properly constituted. One also evaluates the SGB operations and organization in terms of the available sub-committees that enhance its functioning. The supervisors also report on the role played by the SGB in the formulation and implementation of

policies. They evaluate of the strategies they have for the monitoring of education provided as well as the plans for monitoring and upkeep of the school's total resources.

- **Quality of teaching, learning, and educator development (AFE4)**

In this AFE, the evaluation is double fold. First, it is to evaluate the overall quality of teaching throughout the school, and how well this assists all learners to learn and raise their levels of performance and attainment. This is done through:

- assessing the level of planning for lessons;
- teaching strategies employed by teachers;
- teachers' use of resources to enhance learning;
- teachers' knowledge of subjects they teach;
- teachers' control and management of learners;
- teachers' dealing with individuality and diversity (including learners with barriers to learning);
- assessment of learners through various forms of assessment; and
- teachers' assessment of themselves in terms of how successful their lessons are conducted.

Secondly, evaluation in this AFE focuses on quality of in-service professional development as highlighted by reports and the personal growth plans (PGPs) as contained in the IQMS processes; and the reports of school management teams' (SMTs') classroom observation reports. The assessment is made on whether development initiatives for teachers which include development programmes and plans are available, closely followed and the status of implementation and whether this is yielding desired results.

- **Curriculum provision and resources (AFE5)**

Evaluation in this AFE manifests itself in two ways. In the first instance, it assesses the quality of the curriculum and it closely matches the needs of the learners, local and national requirements in terms of overall planning for curriculum offering and planning for assessment. There is focus on assessing suitability of the curriculum for learners of different ages and abilities. It further evaluates the resources provided for either by the school or the department which are geared at enhancing the curriculum offering. These resources could be learner teacher support material (LTSM), and other resources such as media centre and laboratories.

In the second instance, evaluation in this AFE closely assesses curriculum enrichment issues. The evaluation focuses on evaluating the range and quality of co-curricular and extra-curricular activities. The emphasis is on mass participation of learners, thereby widening the choice for them.

- **Learner achievement (AFE6)**

The main purpose for the evaluation in this AFE is to assess the knowledge, skills, attitudes and values that learners have acquired. The evaluation emphasizes the levels of communication skills, problem solving skills and the ability to work in groups as well as making responsible decisions.

When one evaluates this AFE, emphasis has to be made on assessing learners' achievement at the phase exit points; at the end of Grades 3, 6, 9 as well as Grade 12 which is also the object of this study. Furthermore, reading, speaking and writing in the language of learning and teaching (LOLT) and one additional language as well as numeracy abilities are assessed. Assessment of progress made by learners (from their prior known achievements which takes into consideration individuality, the most able and those experiencing barriers to learning) forms part of evaluation in this AFE.

- **School safety, security and discipline (AFE7)**

Evaluation here is three fold. The first purpose is to evaluate the extent to which the school knows about the legislation which deals with human rights

and how it is effectively implemented. This involves policies and procedures on safety, security and discipline.

The second purpose is to evaluate the security and safety of learners, staff and visitors once they are inside the school premises. Through observing access control to the school premises, the safety of the infrastructure and premises as well as safety in the laboratories and workshops, one is able to evaluate the implementation of the Safety and Security Policy of the school.

Third, the evaluation in this AFE evaluates where the school has structures, policies, procedures and systems in place to care for the vulnerable learners. These include structures such as School Based Support Team (SBST) and how this SBST deal with vulnerable learners such as orphans and abused learners.

- **School infrastructure (AFE8)**

The eighth area for evaluation seeks to evaluate to what extent the school has sufficient human, financial and physical resources. This is evaluated against the background of their state of repair and how they are organised and used for the benefit of both learners and staff. Evaluation is also made in terms of effective, economic and efficient use of available resources.

Evaluation in this AFE8 relates to the qualifications of teachers and suitability of support staff, amount of accommodation and the state of that accommodation in terms of repair. Availability of equipment and books for learners, as well as availability and implementation of policies and plans for retrieval, monitoring and maintenance of such resources, is assessed.

- **Parents and community (AFE9)**

This AFE poses four themes for evaluation. First, it evaluates how the school encourages parents and the community to be involved in school matters. This is assessed through the communication means between the school and the parents, how the school makes use of the parents' contributions, as well as how the school responds to their complaints for the school development.

The second fold estimates the value to learners' education of the exchange of information between the school and parents. It views, for instance, at how many times the school issues progress reports to parents, and how often parents are called for occasions such as book viewing. It further focuses at whether the school makes attempts to educate parents to understand their children's work.

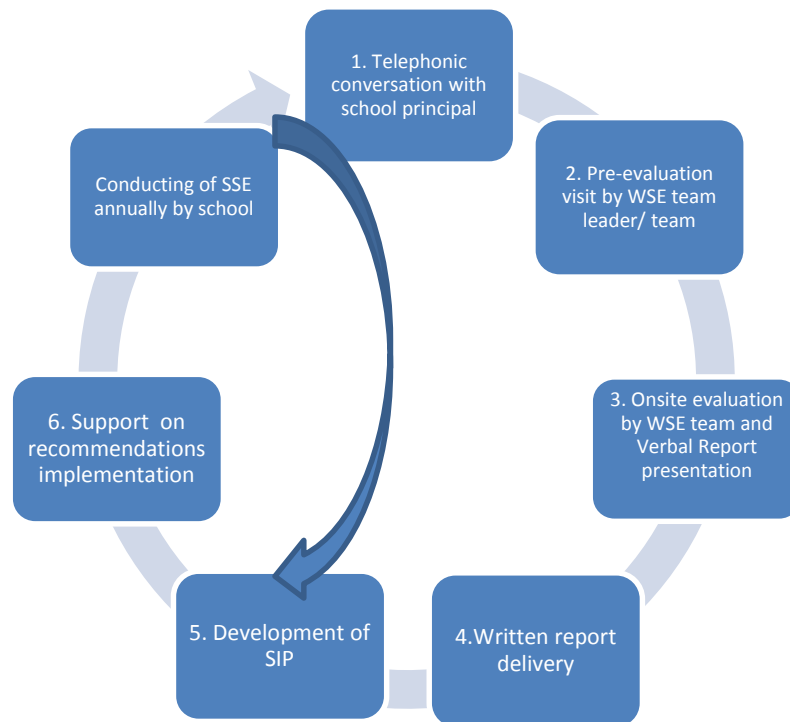
Third, it is to ascertain the response of parents towards the school. This assesses whether parents (not those who are SGB members) are part of committees of the school. It also evaluates whether parents do contribute to the school financially (such as paying for trips undertaken by their children) or in kind (such as offering their skills and labour to the school), for the mere purpose of school development.

Finally, the fourth purpose for evaluation in this AFE is to assess the links that the school forges with the local communities for the benefit of learners and staff. These links can be with the health services, safety and security services, the non-governmental organisations (NGO), the churches, local environmental groups, etc. It (AFE9) further focuses at the joint ventures and activities which the school undertakes for the benefit of the school community and the immediate local community.

3.3.5.2.6 Evaluation process

The whole-school evaluation cycle includes pre-evaluation surveys/visits, school self-evaluation, detailed on-site evaluation, post-evaluation reporting and post-evaluation support. Figure 3.3 illustrates the model of the WSE cycle:

Figure 3.3 Whole School Evaluation cycle



Source: An adaptation from National Whole School Evaluation Policy (2001)

- **Telephonic Conversation**

Each supervisory team has a team leader who (telephonically) has the responsibility to build a brief profile about the general level of functionality of the school, and to share with the school the procedures that will be followed by the evaluation team.

- **Pre-evaluation visits**

The pre-evaluation visit is done by the team leader and some or all members of the team. The number of supervisors normally ranges from four to six, depending on the size of the school and the resources available. During this visit, the WSE processes are explained to the various stakeholders. These stakeholders are: teachers; SMTs; SGBs; support staff and RCLs (in secondary schools). Various documents are collected which assist the team in hypothesis formulation.

- **On-site external evaluation**

On-site evaluations are normally conducted between three and four days of the week, depending on the size of school. During this period, supervisors collect data through observations, document analysis and informal interactions with all stakeholders. Meetings with all stakeholders, including a sample of ordinary parents (not SGB members), are also held. Classroom observation visits are conducted with sampled teachers in line with specialization of the WSE team.

- **Verbal and written report**

The on-site WSE evaluation visit results in a verbal report of the main findings presented to the school stakeholders on the last day of evaluation. In about 4-6 weeks, a written report is delivered to the school.

- **District Reporting**

Emanating from this report, the school needs to be helped by district support services to formulate and implement a school improvement plan (SIP). This SIP is based on the recommendations in the report and provide the school with support as it seeks to implement the SIP. However, in Mpumalanga Province, this support is tasked with Circuit Managers. It is compulsory for Circuit Managers to be present when the verbal report is delivered on the last day of evaluation. This helps Circuit Managers to be able to interact directly with the WSE team.

3.3.5.2.7 Responsibilities at different levels

According to Mbalati (2010: 131), evaluation is designed to achieve the goal of school improvement through a partnership between education supervisors, schools and support services at one level, and National and Provincial Governments, at another. Therefore, the Ministry at the highest level is to

provide, within its annual education budget, funding that will be distributed to all the provinces as a conditional grant specifically for school evaluation activities and for supporting schools in their efforts to implement the recommendations of evaluation reports.

However, in practice, this is not the case. There is no grant from the national as well as provincial departments for such purpose. Supervisory units struggle in most cases to do evaluations as a result of financial implications in provinces. Moreover, where evaluations take place, there are no funds set aside to ensure that recommendations are implemented to assist schools improve, as prescribed in the National Policy on Whole-school evaluation (2001).

At provincial level, competent, well-trained and accredited supervisory units are to be identified. This is done through an induction course which is conducted for five days. This is enough to enable supervisors to carry out evaluations. However, questions still remain asked if this induction course is good enough to enable supervisors to be competent in evaluation and report writing at high levels. It also asks questions on whether these supervisors are equipped for the day-to-day operations of whole-school evaluation; retrieving information from their school evaluation reports that can be used to inform provincial and national reports on the quality of education in in South Africa; and providing assistance to support services from time to time in order to help raise standards, particularly in underperforming schools. This is said against the background that these supervisors are supposed to be given an on-going modular training to develop specific skills such as learners with special education needs (LSEN) (Risimati 2007: 88). However, this is not done.

Districts are expected to offer monitoring and support for schools in their efforts to raise standards and the quality of educational provision. However, too often, one finds that there is no clear coordination of WSE at provincial and district support levels, resulting in minimal or no support at all. This emanates from the fact that, in Mpumalanga Province, these district support teams are neither

fully formed nor trained, as stipulated in the WSE policy to ensure that they are competent to help the development of a school (Risimati 2007: 88).

Although the process of WSE has emphasis on the different levels of schooling in RSA, schools have their responsibilities too. Apart from them having the responsibility of ensuring that they cooperate with external supervisors, they have to undergo this process of evaluation on an annual basis.

3.3.5.2.8 Improvement strategies

The WSE policy (Department of Education 2001:22) clearly outlines that individual schools, and the professional support service must link up with the senior (school) management team, the staff and the SGB in order to support the implementation of the quality improvement strategies recommended by the supervisors and identified in the school's improvement plan. School evaluation reports and improvement plans should inform district, provincial and national improvement plans in order to address areas needing improvement within specified time frames.

However, when one looks at the school improvement plans in Mpumalanga Province, it is often clear that most are not informed by any school self-evaluations or external whole-school evaluation recommendations. This is evident from the findings of empirical studies that schools had their School Improvement Plans (SIPs), but their day-to-day operations in no way showed compliance to what was put on the improvement document as their operational guide (Mbalati 2010:6). In other words, the SIPs are 'thumb-sucked' by the schools as a result of demands by circuit managers, who are in turn, pressed by districts for compliance to the provincial department through various circulars. Therefore, SIPs that are done for compliance are not in line with envisaged aims of being improvement strategies.

3.4 Core-business in education

The term 'core business in education' is commonly used by members of the Mpumalanga Provincial senior management to loosely refer to AFE4 (quality of teaching, learning and teacher development) which is the focus of this study and AFE6 (learner achievement). The following section discusses the critical themes which are part of the core-business in education. This is done, in part, through the interrogation of how the consistence evaluation of AFE4 can yield positive results in AFE6, which is displayed in greater part by Grade 12 results output in the province.

3.4.1 Planning for teaching

Planning at school does not start with lesson plans by teachers. It involves a broader and more complex issue of planning for curriculum as a whole in the school. By setting objectives, it becomes easy in planning to break complex actions down to manageable steps and break complicated matters into digestible chunks (Blanchard 2009:52). This planning starts with subject allocation to teachers which should be in line with teacher specialisation and workshops or skill courses attended by teachers. If teachers are allocated subjects, they are confident in teaching, and they are able to effectively plan, teach and assess learners thereby contributing to quality education within the school.

The CAPS system currently being introduced across all grades in South African education ensures that teachers receive work schedules and lesson plans for easy implementation. However, teachers in schools miss the most important fact about these schedules and plans. Firstly, these work schedules and lesson plans are generic in nature. Secondly, they are not specific in terms of dates for completion and only specifies weeks.

It is, therefore, crucial for teachers to adapt the CAPS work schedules to fit the weeks of that particular year and put specific dates for completion of work. This assists the teacher in correctly planning for individual lessons. This is also true for lesson plans. Lesson plans provided by DBE are generic and standardised lesson plans. It is the duty of each teacher, with his or her class in mind, to customise each lesson plan to suit the needs of a diverse and heterogeneous class. This customised approach to lesson planning ensures that the teacher is fully prepared for the lesson s/he is going to teach.

Firstly, she or he has an insight of who his or her audience is, and this is crucial because the more one can describe one's audience (class), the more likely one is going to develop relevant learning material (Forsyth, Jolliffe and Stevens 1999:8). It makes one visualise the kind of learners one has in that particular class. This includes those with learning difficulties, the mediocre ones and those with accelerated learning abilities. Most of the CAPS lesson plans are designed for the mediocre learners, and it is the task of the teacher to plan for his/her specific class as to what the less and highly gifted learners will be doing in that particular lesson.

Planning for each lesson also involves planning for seating arrangement in that particular lesson and this should be clearly indicated in lesson plans. The organizational structure of the classroom may constitute a necessary condition for learners to engage in any kind of learning activities (Kunter, Baumert and Koller 2007: 13). This planning for seating arrangement in a particular lesson allows the teacher to visualise if s/he wants to group learners according to their learning abilities so that s/he can assist slow learners while giving more work to the capable ones, Or if he or she wants to mix them so that the highly gifted can assist the slow learners in a group. This planning should also be specific on the breakdown of time for each activity in the lesson as part of time as a resource management.

Each of these planning activities needs to be clearly written down for two important reasons. Firstly, it fully prepares the teacher for the lesson s/he is

going to teach. Secondly, a lesson plan is a specific roadmap of each lesson, hence, if the teacher becomes sick a substitute teacher can use the same lesson plan to teach that particular class. This assists in ensuring that the learners do not miss out on teaching or contact time.

The external WSE process, as part of public management tool for quality assurance, is tasked with evaluating in AFE4 if planning for teaching is done taking into consideration what has been laid out above under planning for teaching. This, from a quality assurance perspective, ensures that teachers perform one of their co-responsibilities, which is planning for curriculum offering.

3.4.2 Teaching strategies

For lessons to be effective, teachers have to use strategies that benefit learners as compared to what suits teachers better. According to Wood (2000: 10), teaching is seen as imparting knowledge to learners and the outcome, described as learning, is an increase in learners' knowledge.

Teaching could be achieved in many ways. One of the ways is the manner in which questions are asked. Teaching is understood as preparing students to use knowledge. Wood (2000: 10) argues that, although the focus is on the communication process, it is understood as a two-way process between teacher and learners, and not simply from teacher to learners. He further argues that teachers' questions are emphasised and through a type of Socratic dialogue with the teacher, the learner is encouraged to respond to an issue or problem and, through interaction with the teacher, modify that response in the course of teaching. Therefore, these thought-provoking questions assist the teaching and learning process.

Together with all levels of questioning, the way content is related and explained to learners is also critical to how learners acquire knowledge. This is further

assisted by employment of various teaching strategies, which are more learner-centred to ensure that learners participate maximally in the lesson. In addition to teaching strategies, the practical organisation of learners in a class to assist teaching and learning as an activity, is evaluated.

The success of every lesson can only be determined by how well learners achieve the set objectives. This varies from questions based on the lesson of the day to ascertain whether objectives have been achieved or not, to classwork based on that day's lesson written and marked in class.

Homework given to learners on the topic taught is important in evaluating the success of the lesson especially that the learner is independently working. Homework is also important as a learning strategy achieved by drilling for the enhancement of learning (Tam and Chan 2011: 10). Homework also functions in meeting immediate and long-term learning goals (Tam and Chan 2011: 11). Tam and Chan (2011: 12), therefore, argue that one needs to set meaningful homework assignments and regulate its frequency and amount to keep students inspired and wanting to do homework. It is argued by Ronning (2011: 8) that pupils from advantaged family backgrounds may learn more from homework than pupils from disadvantaged family backgrounds. Therefore, teachers, when giving homework to learners should be cognisant of this reality.

Evaluation of lessons should not end on just as evaluation of a lesson's success or not, it should serve as a point for remedial teaching. It should serve as knowledge gap analysis for learners and should result in intervention programmes. These intervention programmes could be in the form of morning, afternoon, weekend or holiday classes. They should be aimed at bringing lacking learners to the level of other well performing learners.

The external WSE process, in line with its quality assurance under AFE4, evaluates if schools are employing the acceptable teaching strategies through assessing teachers in practice if they are using learner benefitting strategies such the style of questioning and explanation of content, organisation of

learners to suit learning, evaluation of the success of the lessons, as well as intervention programmes to assist teaching and learning in closing gaps.

3.4.3 Assessment of learners

There are two main types of assessment, which are formative and summative assessments. According to Harlen and James (1997: 7), unlike summative assessments, which may be either criterion-referenced or norm-referenced, formative assessments are always made in relation to where learners are in their learning in terms of specific content or skills. In other words, formative assessment takes place during the process of learning in class and is mostly used for diagnostic purpose as well as assesses immediately the success of the lesson. Harlen and James (1997: 9) summarise formative assessment as follows:

- It is essentially positive in intent, in that it is directed towards promoting learning; it is, therefore, part of teaching;
- It takes into account the progress of each individual, the effort put in and other aspects of learning which may be unspecified in the curriculum; in other words, it is not purely criterion-referenced;
- It has to take into account several instances in which certain skills and ideas are used and there will be inconsistencies as well as patterns in behaviour; such inconsistencies would be 'error' in summative evaluation, but, in formative evaluation, they provide diagnostic information;
- Validity and usefulness are paramount in formative assessment and should take precedence over concerns for reliability; and
- Even more than assessment for other purposes, formative assessment requires that pupils have a central part in it; pupils have to be active in

their own learning (teachers cannot learn for them) and unless they come to understand their strengths and weaknesses, and how they might deal with them, they will not make progress.

Summative assessment characteristics are put forward by Harlen and James (1997: 9-10) as:

- It takes place at certain intervals when achievement has to be reported;
- It relates to progression in learning against public criteria; the results for different pupils may be combined for various purposes because they are based on the same criteria;
- It requires methods which are as reliable as possible without endangering validity;
- It involves some quality assurance procedures; and
- It should be based on evidence from the full range of performance relevant to the criteria being used.

From the explanation and characteristics of both the formative and summative assessments, the WSE process of quality assurance seeks to evaluate various aspects of assessment in schools. Firstly, the external WSE process evaluates whether the teachers closely follow assessment programmes provided by districts. Secondly, it evaluates if homework given to learners assist teaching and learning. Finally, WSE evaluates the regularity with which homework given to learners is in line with school-based different subject policies.

3.4.4 Management of teaching and learning processes

If one is managing learning processes, one is, in essence, managing the curriculum. What is curriculum? According to English (1980: 9), curriculum is an amalgam of decisions that establishes a pattern of responses to recurring

circumstances within a school. He further argues that a curriculum comes into being when someone decides what will be learned, how much time will be spent, and what order will be followed.

Within the public sector management, curriculum is one method to ensure that the objectives set by educational authorities are realised (English 1980: 10). Curriculum management involves, amongst other things, goal setting and planning; monitoring, review and developing the educational programme of the school; monitoring, review and developing the staff of the school; culture building; and allocating resources (Lee and Dimmock 1999: 3).

Lee and Dimmock (1999: 4-5), also argue that there are three main themes related to curriculum management, which are:

- Degree to which curriculum is 'managed' proactively as opposed to 'it just happens' through individual teachers working independently;
- The degree to which principals and senior administrators (deputy principals) become involved in managing the curriculum as opposed to leaving it to heads of departments (HODs), middle managers (subject heads) and teachers; and
- If principals and senior administrators (deputy principals) are proactively involved in curriculum management, how do they bring their influence to bear?

The external WSE, as a process, therefore, evaluates whether school management teams (SMTs) have put into place monitoring plans for overall planning for teaching, monitoring assessment of learners, and development of teachers.

3.4.5 Management of development initiatives for teachers

Jita and Ndlalane (2009: 2) affirm that numerous studies have already established that many of the approaches used to develop teachers have had minimal results in influencing and changing teachers' knowledge and classroom practice. It should be noted that South Africa has been undergoing several curriculum changes prior to 1994 and post- 1994. As a result of these curriculum changes, Loucks-Horsley and Matsumoto (1999: 4-5) suggest that challenges which might face teachers in learning the new curriculum, is that teachers' prior beliefs and experiences affect what they learn. Secondly, learning to teach the new curriculum takes time and it is not easy. In other words, the one week workshops which are currently made available for teachers to learn CAPS are not sufficient to learn the new curriculum. Thirdly, content knowledge is key to learning how to teach subject matter so that learners understand it.

Little (1993:10-12) posits that teachers' professional development might reasonably be tested against these principles as to whether:

- Professional development offers meaningful intellectual, social, and emotional engagement with ideas, with materials, and with colleagues, both in and out of teaching;
- Professional development takes explicit account of the contexts of teaching and the experience of teachers;
- Professional development offers support for informed dissent;
- Professional development places classroom practice in the larger contexts of school practice and the educational careers of children; and
- Professional development prepares teachers (as well as learners and their parents) to employ the techniques and perspectives of inquiry.

When external WSE evaluates AFE4, it focuses at these principles with regards to:

- How closely does the school follow Integrated Quality Management System (IQMS) processes geared towards meaningful teacher development;
- Whether classroom observation by SMT members leads to developmental programmes, both inside the school and through outsourcing if necessary; and
- Whether there is synchronisation and alignment of staff development team (SDT), IQMS process and SMT classroom observation management process into one developmental programme for the school to benefit teachers and teaching and learning in the school.

3.5 Improvement/accountability approach to evaluation

Programme evaluation is an emerging profession, and evaluators have established standards and principles to guide and assess their work (Stufflebeam and Shinkfield 2007: 81). According to Stufflebeam and Shinkfield (2007: 133), there are twenty-six approaches to programme evaluation; five are pseudo-evaluations (evaluations that serve a hidden or corrupt purpose), and the remaining twenty-one are divided into:

- quasi-evaluations (approaches narrowly focused on answering one or a few questions or using mainly one method);
- improvement/accountability approaches (oriented to determining an evaluatee's worth and merit);
- social agenda/advocacy approaches (usually dedicated to righting social injustices); and
- eclectic approaches (drawing selectively from all available concepts and methods to serve the needs of a particular user group).

From the discussions in the previous section and the explanation of the approaches above, it becomes clear that school evaluations in the South African context are mainly viewed from an improvement/accountability approach to evaluation. These quasi-oriented approaches address specified questions (Stufflebeam and Shinkfield 2007: 159) such as an example from a WSE evaluation, “Does the school have developmental initiatives for teachers?” The WSE policy, in particular, takes this approach to evaluation as its core in the approach to school evaluation in South Africa.

WSE policy and process take both formative and summative approaches to evaluation. Stufflebeam and Shinkfield (2007: 22-24) tries to answer the question on how evaluations should be used? He argues that formative evaluations should be used for improvement and summative evaluations for accountability, although the practice in the WSE operations will argue differently. In the WSE operations, both the formative and summative are used for both accountability and improvement at different stages.

3.6 Empirical studies on whole-school evaluation in South Africa

Mgijima (2001:1) posit that WSE is one of the interventions to move schools that are in a critical situation along the path of becoming effective (which is a focus of this study). Various studies have been conducted on WSE in South Africa by different scholars. These studies ranged from: examining the prevailing international perceptions and practices of school evaluation; how the department assists schools after WSE is conducted; and investigate the current extent to which the implementation of the WSE policy ensured quality teaching and learning. These scholars came with similar findings in most areas.

Mbalati (2010:6) came to the following findings:

- Indicated that there is a serious problem to implement WSE policy in schools;
- Exposed school managers, SMTs and educators' incompetence to comply with the prescription of the policy;
- Revealed the inhibitors of the effective implementation of the WSE process;
- Some schools were reluctant to comply with the prescripts of the policy; and
- Schools had their School Improvement Plans (SIPs), School Development Plans (SDPs) and Academic Performance Improvement Plans (APIPs) but their day-to-day operations in no way showed compliance to what was put on the improvement document as their operational guide.

Risimati (2007:250-262) found that:

- There was little understanding of WSE by principals;
- There was a lack of leadership and management, especially HODs (curriculum managers);
- There was poor learner achievement;
- There was a lack of resources such as libraries, laboratories and computer centres;
- There was ill-discipline by learners;
- Non-implementation of SIPs after WSE findings;
- There was a lack of teacher training and development from the district; and
- That SMTs do not conduct SSE for continued development.

A study to investigate the role school management teams (SMTs) in whole school evaluation came to the following conclusions (Biyela 2009:58-59):

- SMT members lack knowledge about WSE despite the need to keep abreast of the recent developments and changes in the education

system in order to manage changes effectively; in reality, they lack sufficient knowledge about WSE;

- Educators have a negative attitude towards the process of WSE and there are indicators that some schools are experiencing problems in organising and administering WSE; because some educators seem to be against the idea of developmental appraisals, performance measurement and integrated quality management systems (IQMS) as a whole;
- Some principals still resist change and they do not involve the staff in decision making or planning of development-related activities;
- There was a lack of team work; team work is very important in the process of WSE as it impacts positively on implementation; and
- There was a lack of departmental support for WSE in the form of capacitation and training SMT members which make it difficult to implement WSE.

The above findings reveal that in general, firstly, WSE is not known and not implemented by schools (SMTs) as per policy prescript. Secondly, leadership and management in schools, especially curriculum management, is lacking. This has a direct impact on AFE4, as seen from poor learner achievement. Thirdly, teacher development is not prioritized by schools and districts. Fourthly, there is a lack of resources impacting negatively on AFE 4 and learner achievement. The SIPs are not implemented. As a result, there is no systematic and sustained development.

3.7 International view on external whole school-evaluation (inspection) and school self-evaluation

Janssens (2007), in Janssens and van Amelsvoort (2008: 1-2), views school inspection as a process of periodic, targeted scrutiny carried out to provide independent verification, and report on whether the quality of schools meets

national and local (provincial and districts) performance standards, legislative and professional requirements, and the needs of learners and parents.

Citing Eurydice (2004), Whitby (2010: 4) states that almost all countries in Europe arrange for evaluation of their schools so as to improve the quality of compulsory education. This is the case with South Africa. Evaluation and, in particular, external WSE is aimed at improving the quality of education provided by the state. Arising from the definition of inspection above, it is clear that inspection in Europe is conducted along the same principles as WSE in South Africa except that in South Africa, the targeting of schools was replaced by sampling. However, as seen in the purpose of this study, that the schools that are a sample have been targeted because of underperformance in Grade 12 results. This shows that South Africa, although initially running away from targeting because of possible unions' pressure, is slowly adopting targeting of schools partially to address systemic shortfalls.

Whitby (2010: 4), in her report, which focused on inspection practices in a range of countries with developed education systems, including, in particular: England, Hong Kong, New Zealand, Scotland, Singapore and the Netherlands made the following observations:

- It is likely that almost all countries in the world arrange for evaluation of their schools for similar purposes;
- In England, for example, the role of the inspectorate is to provide an independent external assessment in the drive to reform and strengthen public services, and lead to school improvement and improvement in broader outcomes for learners, including their well-being;
- In Hong Kong, the Education and Manpower Bureau (2006) aims to achieve balance between providing support to schools through school improvement and exerting pressure through accountability; and
- In the Netherlands, there is a statutory responsibility for inspection to contribute to improvement;

School inspection and the inspectorate in Trinidad and Tobago did not develop in isolation, but drew from the system that was in place in the “Mother Country”, which is, the United Kingdom (UK) (London 2004:10). This means that school inspection in Trinidad and Tobago borrowed the school inspection from the UK. London (2004:18) argues that colonialism was the framework in which inspection, the inspectorate and its influence upon practices were contextualized in Trinidad and Tobago. This showed that there was a negative perception on inspection. This is in line with the fact that the South African WSE was viewed by teachers and unions as an extension of the apartheid school inspection. This is in agreement with Biyela’s finding that educators had a negative attitude towards the process of WSE (Biyela 2009:58).

Ireland conducts whole-school evaluation in similar principles as conducted by South Africa and other European and Asian countries. According to Mathews (2010:59), in the Irish model of WSE, three main objectives are identified: contributing to evaluation, to development and to the support of the education system. Irish schools conduct school self-evaluation for school development planning (Mathews 2010:55); which is supposed to happen with schools in South Africa as per the WSE policy.

Approaches to evaluation between Ireland and South Africa share similarities in that:

- Ireland themes of evaluation are in line with the nine AFEs of the South African WSE;
- Promotion of school self-evaluation is at the centre of both countries’ policies;
- Extensive support for school development planning;
- Teacher in-career development and support in the context of curriculum change;
- School-designed assessment and reporting to parents;
- Use of standardised assessment (ANA) and state certificate examinations (National Senior Certificate);

- External evaluation of schools by the inspectorate (supervisors); and
- Programme evaluations focusing on aspects of curriculum provision and system evaluation.

It is clear from the inspections and external evaluations in these countries that the main objective is for improvement and accountability. Like these countries, South Africa conducts external WSE for the purposes of improvement and accountability.

School inspection and the inspectorate in Trinidad and Tobago did not develop in isolation, but drew from the system that was in place in the “Mother Country”, which is the United Kingdom (London 2004:10).

Since the 1960s, both internal (SSE) and external evaluations (school inspections) have been seen as integral parts of much broader school improvement initiatives (Janssens and van Amelsvoort 2008: 2). They further argue that external and internal evaluations can be regarded as two interrelated areas of one strategy for school improvement and accountability.

It is expected of each school in South Africa, as stipulated in the National Policy on Whole-school evaluation (2001), to conduct SSE yearly as a means of internal quality assurance measures. From the findings of this SSE, the school is expected to draw a comprehensive school improvement plan (SIP). This SSE is also done by the school to account to itself and stakeholders for their performance.

On the other side, external WSE is conducted by accredited supervisors who are seen as impartial to the school. Therefore, it allows the school to reflect on the objectivity of their SSE. This also allows the schooling system to be evaluated and account made to the nation on the state of schooling, in general, through the DBE minister’s annual report.

3.8 Conclusion

It is apparent from the presented literature review that programme evaluation, as a field, is relatively new and is still undergoing evolution. This is clear from the perspective of the various periods in development and history of evaluation. These periods range from the age of originality (1444 – 1700) to the age of expansion and integration (1984 – 2000).

From a quality assurance and improvement/accountability perspective, South Africa has also been through various forms of evaluations, some of which have been in the past and others are still in operation. For instance, the system has moved from radical school inspection to more acceptable WSE, as well as from Systemic Evaluation to Annual National Assessment. All these forms of evaluation in South Africa are performed with a view to improving quality in the education provision, as well as accounting to the nation on the status of education from time to time.

It is also clear from the discussions above that external WSE in South Africa is conducted in line with inspections and external evaluations of countries with developed education systems. In line with these developed education systems, it is clear that evaluation in South Africa (either through external WSE or internal SSE), from a quality assurance perspective, is designed and conducted to ensure that there is improvement and accountability in the education system.

The South African empirical studies also revealed that WSE is either not known or not implemented by the SMTs in schools. These studies also revealed that there is poor learner achievement, which can be attributed to: poor teaching and learning processes management; lack of teacher development initiatives; lack of resources to enhance curriculum offering; and learner ill-discipline.

Finally, it is clear that WSE has adopted mainly the improvement and accountability approach out of the twenty-six approaches to evaluation. It is also apparent that WSE operations comply fully with the

accountability/improvement evaluation theory and approach as each either contributes to improvement or accountability.

Having focused on the school evaluation, the next chapter discusses the methodological design followed for this study.

CHAPTER 4: RESEARCH METHODOLOGY

4.1 Introduction

Research methodology is the general approach the researcher takes in carrying out the research project and it dictates the particular tools the researcher selects (Leedy and Ormrod 2005:12). In this study, a mixed methods approach was selected. The interpretative approach, particularly the constructive-interpretative paradigm, in investigating the research problem, was used in addressing the research questions pertaining to this study. This approach entails seeking an understanding of the world in which respondents live and work. Individuals develop varied and multiple subjective meanings of their experiences (Creswell 2009:8). In other words, the researcher was able to gain insight about underperformance and external WSE through the experiences of his respondents. This ensured that the researcher was able to develop new concepts and discover problems that exist within the phenomenon (Leedy and Ormrod 2005:134), which, in this study, is underperformance.

This chapter discusses the purpose of the research and the research methodology used in this study. The chapter begins with a discussion of the purpose of this study, which is to analyse the effect of external whole-school evaluation on underperforming secondary schools in Mpumalanga Province. This is followed by a description of the research design, which is a complete strategy of approach on the central problem. The rationale for choosing the mixed methods approach will also be discussed in detail. This chapter will further discuss how sampling decisions were made, how data was collected and analysed, how validity and reliability were ensured, as well as the various ethical issues pertaining to research of this nature.

4.2 Purpose of the research

According to Coleman and Briggs (2007: 128), a researcher hopes to uncover the cause and effect relationship. The purpose of this study is to analyse the effect of external whole-school evaluation (WSE) on underperforming secondary schools in Mpumalanga Province. This was done through analysing the causes of poor performance and the effects of external WSE on learner performance at Grade 12 level.

This purpose of the study is articulated in the following objectives of this study:

- To analyse external WSE from a qualitative assurance perspective;
- To investigate the significance of teaching, learning and teacher development as a key component of WSE;
- To analyse the Grade 12 results of externally evaluated underperforming secondary schools prior and post evaluation;
- To analyse monitoring and evaluation adopters' reports for changes in teaching, learning and teacher development;
- To identify factors impeding teaching, learning and educator development at Grade 12 level in underperforming secondary schools; and
- To develop strategies for reviewing the external WSE model currently adopted by the DBE

These objectives informed the choice of the research design appropriate for this study. The next section discusses the research design of this study in detail.

4.3 Research design

Research design allows the researcher to frame research questions appropriately and choose research tools which support the purpose of the study (Coleman and Briggs 2007: 6). This considers the wider questions related to the research which underpins the choice of research approach and research tool. In other words, the research design can be viewed as a complete strategy of approach on the central research problem, which provides the overall structure for the procedures that are followed, the data the researcher collects and the analysis that the researcher conducts (Leedy and Ormrod 2001: 91). In agreement, McMillan and Schumacher (2006: 31) view research design as the consideration and creation of the means to obtain reliable data, by means of which pronouncements about the phenomenon may be confirmed or rejected.

According to Reis and Judd (2000: 17), research design is the systematic planning of research which involves specification of the population to be studied, the methods to be administered, and the dependent variables to be measured. This is guided by the theoretical conceptions underlying the research. In other words, research design affects the internal validity of the research and the ability to draw conclusions. It can, therefore, be argued that research design is a specification of the most adequate operations to be performed in order to test a specific hypothesis under given conditions. In the case of this study, the researcher tried to test the hypothesis that external WSE has a positive impact on teaching, learning and teacher development.

For the purpose of this study, the mixed methods approach was used. The next section discusses in detail the mixed methods approach to research.

4.4 Mixed methods approach

The benefits of using the mixed methods approach in a study far outweigh using only a single research method. In other words, the advantages of qualitative and quantitative research are integrated. Sale, Lohfeld and Brazil (2002: 6) point out that the integration of research methods is useful in some research areas, because the complexity of phenomena requires information from a great number of perspectives. Creswell and Garrett (2008: 8) refer to mixed research methods as a means of collecting, analysing, and using both qualitative and quantitative data within an established approach. Mixed method approaches involve the planned use of two or more different kinds of data gathering and analysis techniques (Somekh and Lewin 2011: 259). The advantage of using mixed methods of research is the ease with which findings are reconciled.

Weisner (2005), in Somekh and Lewin (2011: 260), argues that mixed methods approaches to social inquiry are uniquely able to generate better understanding in many contexts, than studies bounded by a single methodological tradition. This study follows a mixed method approach because it utilizes both qualitative and quantitative data. For example, the WSE reports include both qualitative and quantitative information. It is not sufficient for one to rate a school or AFE (i.e., quantitative data) without explaining why it is rated as such (i.e., qualitative data). Second, the questionnaires from respondents contained both qualitative and quantitative data. Somekh and Lewin (2011: 260) identify five methodological purposes for mixing which are triangulation, complementarity, development, initiation and expansion. However, at the centre of this study, the mixed methods approach was chosen mainly for triangulation and complementarity purposes. This was done with a view of giving meaning to information from various data (primary and secondary), as well as to complement quantitative data (ratings and coded closed questions responses) with qualitative data (open-ended responses from respondents and qualitative external WSE reports).

Triangulation was used in this study because it sought convergence and corroboration of results from different methods which will enhance validity and credibility of inferences. The WSE reports and the questionnaires from SMTs assisted this study in achieving convergence and corroboration of results. Complementarity was achieved through quantitative findings being complemented by qualitative findings. The overall rating of the school, the overall AFE rating and rating of teacher development were best complemented by the qualitative views from the WSE supervisor reports. This was achieved by using different lenses of different methods to generate a detailed and comprehensive understanding of complex social phenomena (Somekh and Lewin 2011: 260). The WSE reports, Grade 12 results and the rating of AFE made it easy to understand underperformance in these schools, as depicted by ratings of one (1) and two (2), which mean 'needs urgent support and needs improvement', respectively.

For one to understand the mixed methods approach of research, it is important to understand both qualitative and quantitative methods of research.

4.4.1 Qualitative research

According to Morrow (2007) and Vidich and Lyman (2001), in Hays and Singh (2011: 15), the earliest roots of research are found in the work of the anthropologists and sociologists beginning as early as the 15th century, as they attempted to understand the "other" (outsider) and culture. Qualitative research seeks to understand a phenomenon by focusing on the total picture rather than breaking it down into variables and the goal is a holistic picture rather than a numerical analysis of data (Ary *et al.* 2010: 29). Leedy and Ormrod (2005: 133) posit that all qualitative research approaches have two things in common. Firstly, they focus on phenomenon that occur in natural settings (real world). Secondly, they involve studying those phenomena in all their complexity.

In this study, the qualitative approach assumed the basic interpretative studies and document or content analysis approaches. These were undertaken because, first, the interpretative approach provided descriptive accounts targeted to understanding phenomena through collection of data using questionnaires with open-ended questions. (Ary *et al.* 2010: 29). Secondly, for analysing and interpreting recorded material to learn about human behaviour (Ary *et al.* 2010: 29), the researcher was able to analyse and interpret the external WSE reports. These reports have rich qualitative information resulting from triangulated information from meetings, observations, document analysis and interviews with stakeholders from sampled schools.

Peshkin (1993), in Leedy and Ormrod (2005: 134-135), identifies four purposes which qualitative research studies which enriched the research focus area:

- For description, it revealed the nature of certain situations, settings, processes, relationships, systems, or people;
- For interpretation, it enabled the researcher to gain new insight about a particular phenomenon; develop new concepts or theoretical perspectives about a particular phenomenon; and discover the problems that exist within the phenomenon;
- For verification, it allowed the researcher to test the validity of certain assumptions, claims, theories, or generalisations within real world contexts; and
- For evaluation, it provided a means through which the researcher judged the effectiveness of particular policies and practices.

In this study, the use of the qualitative research approach enabled the participants to describe, in their own words, the nature of their situations in terms of the settings, processes and systems pertaining to WSE. These situations were in terms of how they conduct teaching, learning and teacher development in their schools. The availability of the descriptive external WSE

reports by WSE supervisors complemented the qualitative aspects of this study. Secondly, the use of the SMT questionnaires, external WSE reports and monitoring reports allowed the researcher to interpret the data qualitatively, to gain insight into situations prior- and post- evaluation. In the third instance, the collection of data through external WSE reports, SMT questionnaires and monitoring reports assisted the researcher for verification purposes to test the validity of information and assumptions.

Qualitative research has several key characteristics. These include inductive and abductive (“lead way”) analysis; naturalistic and experimental settings; the importance of context; the humanness of research; purposive sampling; thick description; and interactive, flexible research design (Hays and Singh 2011: 5). These characteristics suited this study, as the researcher was interested in understanding the phenomenon of underperformance of the sampled schools in their natural settings, the importance of their context (for example, the various circuits and districts with their particular characteristics which may impact on the results of this research), humanness of research and the available thick descriptive data, hence, the reasons for purposive sampling.

Further, Hays and Singh (2011: 14), citing Borland (2001); Creswell, Plano and Green (2006); Ercikan and Roth (2006); Gnisci *et al* (2008); Morrow (2007); and Sandelowski (1996), mention the following contributions of qualitative research to mixed methods studies relevant to this study:

- Taking account of how people feel and construct their experiences;
- Using qualitative findings to develop surveys to distribute to a larger sample;
- Determining what scale points mean (such as judgements about categories);
- Explaining quantitative findings (what ratings mean and explaining the level of agreement and disagreement from closed questions in questionnaires) ; and

- Exploring constructs or variables that are unknown (underperformance and external WSE impact on it).

It is clear from these contributions of qualitative research approach to mixed methods that, due to the nature of the available data, this study drew from these contributions. This section discussed the qualitative research approach and its contribution to mixed methods; the next section will focus on the quantitative research approach and its contribution to mixed methods.

4.4.2 Quantitative research

Quantitative research is used to answer questions about relationships among measurable variables with the purpose of explaining, predicting, and controlling phenomena (Leedy and Ormrod 2005: 94). The quantitative approach, according to Welman, Kruger and Mitchell (2005: 6), is the approach which is based on a philosophy known as logical positivism and it underlies the natural scientific method in human behavioural research which holds that research must be limited to what one can observe and measure objectively. Further, it states that what one observes and measures exists independently of feelings and opinions of individuals. The WSE report has ratings for each AFE, where each criterion is rated according to whether the performance of the school: needs urgent support; needs improvement; acceptable; good; or outstanding. These do not need any feeling or opinions as they are guided by a guidelines and criteria document.

The afore-mentioned argument is strengthened by Ary *et al.* (2010: 11) when they state that positivists believe that general principles or laws govern the social world as they do the physical world and that, through objective procedures, researchers can discover these principles and apply them to understand human behaviour. Quantitative research uses objective measurement to gather numeric data that are used to answer questions or test predetermined hypotheses (Ary *et al.* 2010: 22). In this study, there are several

examples of quantitative data analysis. For example, the questionnaires disseminated to the SMTs considered the frequency of agreement or disagreement by the respondents to various statements. The Grade 12 results, as part of the data for this study, are numeric and were used to test whether external WSE impacted on these results. In other words, the quantitative approach is conducted using a range of methods which use measurement to record and investigate aspects of social reality (Bless and Higson-Smith 2000: 156).

The purpose of the quantitative research approach was to seek explanation and predictions that may be generalised to other schools, with an intent to establish, confirm, or validate relationships and to develop generalisations that contribute to theory (Leedy and Ormrod 2005: 95). The process involved in quantitative approaches requires that concepts, variables, hypotheses, and methods of measurement need to be defined before the study begins and remain the same throughout. This is in contrast to the qualitative approach which seeks a better understanding of complex situations and is exploratory in nature whereby observations could build theory from the ground up (Leedy and Ormrod 2005: 95).

4.4.3 Benefits of mixed methods approach

It is clear from the discussions in the preceeding sections that the mixed methods approach benefits from the advantages of both qualitative and quantitative approaches. Table 4.1 below summarises the key aspects of each approach.

Table 4.1 Comparison of quantitative and qualitative research approaches

	Quantitative	Qualitative
Purpose	To study relationships, cause and effect	To examine a phenomenon as it is, in rich detail
Design	Developed prior to study	Flexible, evolves during study
Approach	Deductive; tests theory	Inductive; may generate theory
Tools	Uses preselected instruments	The researcher is the primary data collection tool
Sample	Uses large samples	Uses small samples
Analysis	Statistical analysis of numerical data	Narrative description and interpretation

Source: Adapted from Ary, Jacobs and Sorensen (2010)

When one analyses Table 4.1, it is clear that, from the purpose, design, tools and analysis perspectives, this study benefitted from both aspects being integrated into an overall mixed methods approach. Creswell and Garrett (2008: 8) state that mixed research methods offer a means of collecting, analysing, and using both qualitative and quantitative data within an established approach. Sale *et al.* (2002: 6) point out that the integration of research methods is useful in some research areas because the complexity of phenomena requires information from a great number of perspectives. The advantage of using mixed methods of research is the ease with which findings are reconciled (Hammond 2005: 16). This approach benefitted this study in that both the qualitative and quantitative data were collected and analysed using both approaches. This ensured validity and reliability of the results. In further advancing the benefits offered by the combination of both research approaches, Coleman and Briggs (2007: 31) summarise the strengths of mixed methods as follows:

- Firstly, mixing enhanced triangulation of quantitative data from WSE reports ratings and qualitative data of the reasons that account for the

judgements made on AFE4 criteria (secondary data). Furthermore, triangulation made findings from questionnaires presented as qualitative and quantitative data more easy to interpret;

- Secondly, the quantitative data was complemented by qualitative data from both external WSE reports and questionnaires for easy interpretation; and
- Thirdly, the combination of methods facilitated a better understanding of the relationship between the dependent (effectiveness of external WSE process) and the independent (planning for teaching, teaching strategies, assessment of learners and teacher development, as well as management of teaching and learning processes) variables.

However, there are challenges when one is using the mixed methods approach to research. These challenges include the extent to which combination is possible when approaches start from different epistemological positions; availability of resources for combined approaches; if there is actual combination, or more a case of separate work proceeding in tandem; and the researcher's sufficient expertise and training to operate in this way (Coleman and Briggs 2007: 31). However, in this study, these challenges were not encountered as both quantitative and qualitative data complemented each other for optimised results.

4.5 Sampling

Sampling can be referred to as the technical sampling device used to rationalise the collection of information, and to choose, in an appropriate way, the restricted set of objects, persons and events, from which the actual information will be drawn (Bless and Higson-Smith 2000: 83).

There are two main types of sampling identified by most scholars. First, there is probability sampling, which refers to a sample where a researcher can

specify in advance that each segment of the population will be represented in the sample (Leedy and Ormrod 2005:199), of which there are several types, namely: simple random sampling; interval or systematic sampling; stratified random sampling; and cluster or multi-stage sampling. The second type is non-probability sampling which can be described as a sample where the researcher has no way of guaranteeing that the each element of the population will be represented in the sample (Leedy and Ormrod 2005:206). This approach comprises: accidental or availability sampling; purposive or judgemental sampling; quota sampling (Bless and Higson-Smith 2000: 87-92).

The non-probability sampling approach was employed in this study by selecting 18 out of a total 31 underperforming secondary schools in Mpumalanga Province. Every year, the Mpumalanga Department of Education (MDoE) pronounces on underperformance based on Grade 12 results. In this study, the schools selected obtained less than 30% in the 2011 Grade 12 results. These 18 schools were selected because they had been externally evaluated during the second school term of 2012, unlike the others, which had been evaluated in previous years. Furthermore, the eighteen schools had adopters allocated by senior management of MDoE to monitor and report quarterly on their implementation of external WSE evaluation and progress, in general. In other words, a formal monitoring and support implementation plan was initiated for the first time in 2012. The adopters were supposed to monitor and mentor these schools over a long period, so that they will not lapse back to underperformance.

4.5.1 Census Survey

Census survey offers the following advantages: everyone has an opportunity to participate; accuracy concerns are reduced; and easier to administer (www.tnsemployeeinsights.com). However, disadvantages of census survey are: higher cost and more time; longer administration time; and increases

expectations (www.tnsemployeeinsights.com). As part of census survey, purposive sampling strategy was considered to be appropriate for the study because the researcher was interested both in generalising the findings and obtaining an in-depth understanding of the phenomenon as well (McMillan and Schumacher 2006: 319). In other words, the underlying phenomena in this study are external whole-school evaluation and underperformance, and the researcher was interested in determining the impact of external whole-school evaluation on underperforming secondary schools at Grade 12 level. According to Hays and Singh (2011: 8), the intention in purposive sampling is to select participants for the amount of detail they can reveal about a phenomenon; as a result the researcher did a census of eighteen underperforming secondary schools based on Grade 12 results, which were evaluated in the second term of 2012. This sample size was deemed sufficient and manageable by the researcher as this was relative to the research goals (Hays and Singh 2011: 8). This is in agreement with the assertion of Creswell *et al.* (2003: 7) that, sometimes, it is appropriate for a researcher to select a sample based on the researcher's knowledge of the population, its elements, and the nature of one's research aims. In other words, purposive sampling is based on the researcher's judgement and the purpose of the study.

The 18 schools in the sample are spread across the four school districts in Mpumalanga Province, namely; Bohlabela, Ehlanzeni, Nkangala and Gert Sibande. These schools were further distributed across 13 circuits, as represented in Table 4.2 below. For confidentiality reasons, schools and circuits are not identified by names. It is important, in the researcher's view, for circuits to remain anonymous as there are several circuits in which there is just one underperforming school, hence, compromising anonymity. Therefore, it is easy for a person to predict which school is part of a sample. The SMTs of these schools were purposely targeted as they are key to ensuring that recommendations are implemented and that AFE4 is managed well for improved learner achievement (AFE6), on which underperformance (Grade 12) is judged.

The table, Table 4.2, below indicates the district, circuit, school and actual number of SMT members (during external WSE) which comprise the sample for this study.

Table 4.2 Sample details

DISTRICT	CIRCUIT	SCHOOLS	NO OF SMT MEMBERS
BOHLABELA	1	(A)	2
		(B)	3
	2	(C)	3
		(D)	5
	3	(E)	7
TOTAL IN DISTRICT		5	20
EHLANZENI	4	(F)	5
		(G)	6
	5	(H)	4
		(I)	5
TOTAL IN DISTRICT		4	20
NKANGALA	6	(J)	2
	7	(K)	2
	8	(L)	5
TOTAL IN DISTRICT		3	9
GERT SIBANDE	9	(M)	4
	10	(N)	5
	11	(O)	6
		(P)	9
	12	(Q)	9
	13	(R)	6
TOTAL IN DISTRICT		6	39
GRAND TOTAL	13	18	88

Source: Adapted from Mpumalanga Province external WSE reports (2012)

4.6 Data collection methods

Data can be classified according to the way in which it was collected or its intrinsic properties (Bless and Higson-Smith 2000: 97). In this study, both quantitative and qualitative primary and secondary data were used. Primary data is the data which the researcher gathers himself. Secondary data is the layer farthest from the researcher's perception of the truth, which is derived not from the truth itself, but from the primary data instead (Leedy and Ormrod 2005:89). In this study, the researcher used a questionnaire (both quantitative and qualitative data) for the 88 SMT members (although the actual numbers changed, as discussed in detail in section 4.8) of the 18 externally whole-school evaluated underperforming schools, which constituted primary data collected specifically for the purpose of this study (Bless and Higson-Smith 2000: 97). The WSE reports of the 18 externally evaluated underperforming secondary schools were also used. This constituted quantitative and qualitative secondary data as it was collected by other people and not for the purpose of this study (Bless and Higson-Smith 2000: 97). Both primary and secondary data are admissible sources of information although the primary data is the most valid, most illuminating and the most truth-manifesting (Leedy and Ormrod 2005: 89).

Informed by the mixed method practice, data collected for this study is both quantitative and qualitative in nature. The approach in data collection was mainly done to ensure that there is better understanding of the phenomenon under investigation which were represented by the distinct purpose for mixing, as illustrated below (Somekh and Lewin 2011: 260):

- Triangulation brings convergence and corroboration of results, hence, enhanced validity and credibility (the combination of data from the WSE reports, the SMT questionnaires and Grade 12 results prior and post external evaluation);

- Complementarity by using different lenses of different methods to generate comprehensive understanding of the complex social phenomena (in this study; external whole-school evaluation and its impact on underperformance); and
- For development, where results of one method are used to inform implementation of another method (results from the WSE reports are used in the questionnaires).

4.6.1 External whole-school evaluation reports

Hays and Singh (2011: 287) argue that public documents can be a rich source of secondary data collection. For this study, the WSE reports served this purpose of being a rich source of data. The WSE reports depicted the performance of each school before external whole-school evaluation. They are detailed qualitative reports supported by the quantitative rating of each criterion for the nine AFEs, and in some instances, the sub-criterion of each AFE. The WSE reports are reports compiled by a team of accredited WSE supervisors from the DBE. These supervisors are trained and accredited in line with section 3.2.1 of the National Policy on Whole-school Evaluation (South Africa 2001:23). Each of the 18 schools that were externally whole-school evaluated received a report prepared after external WSE evaluation. The WSE reports provided for these schools consist of the following key sections:

- General details of the school which include the number of learners and teachers, the type of the school as well as circuit and district;
- Main findings on what the school does well and what it needs to develop under each of the nine AFEs;

- Recommendations on each of the areas that needs development in the main findings;
- Report on the evaluation of each of the nine AFEs, with a judgement and reasons that account for each judgement under each criterion on what is done well and what needs to develop;
- Report on the evaluation of each of the subjects observed in classes, with a judgement and reasons that account for each judgement under each of the four criteria identified in the IQMS instruments for classroom observation; and
- Ratings for overall performance and, each AFE with its criteria is also rated accordingly.

From the above, it is clear that the WSE reports provided both quantitative and qualitative data for the study. Therefore, a mixed methods research approach is justifiable for this study.

4.6.2 Questionnaires for School Management Teams (SMTs)

According to Somekh and Lewin (2011: 224), questionnaires provide a way of gathering structured data from respondents in a standardised way through self-completion, which is a cost-effective means of collecting data from widely dispersed participants. In this study, the participants were dispersed across four districts and 13 circuits of Mpumalanga Province. The questionnaires had the following advantages (Eiselen and Uys 2005: 2):

- They are more cost effective to administer than face-to-face interviews (the researcher used his colleagues who were working around those areas in four schools to administer the questionnaires);

- They are relatively easy to administer and analyse (administered by colleagues and analysed statistically by a statistician);
- Most people are familiar with the concept of a questionnaire;
- They reduce the possibility of interviewer bias; and
- They are perceived to be less intrusive than telephone or face-to-face surveys and, hence, respondents will more readily respond truthfully to sensitive questions; and they are convenient since respondents can complete it at a time and place that is convenient for them (respondents completed these questionnaires in their spare time in the absence of the researcher).

While there are several advantages, the researcher considered the following limitations: the response rate of questionnaires tends to be low, especially when the questionnaire is too long or is complicated to complete; and the subject matter is either not interesting to the respondent or is perceived as being of a sensitive nature (Eiselen and Uys 2005: 2). However, the researcher was aware of this and the questionnaires were adjusted to suit respondents, as a result, all sections in the questionnaires were adequately completed .

4.6.3 Monitoring reports

After the external whole-school evaluation of these underperforming secondary schools was completed, the Mpumalanga Department of Education issued a list of departmental officials to be adopters of these schools. The role and responsibilities of the adopters are to assist schools to implement recommendations, monitor the progress of implementation of the recommendations and report quarterly on progress to the senior management of the department. These adopter reports were intended as a third source of data in this study.

According to Scott in Flick (2009: 258), there are four criteria to use when assessing the quality of documents to be used in a research. These are authenticity, credibility, representativeness and meaning. The monitoring reports by the adopters of these schools were to be authentic in that the evidence is genuine and of unquestionable origin. This was stated because the adopters would visit these schools, interact with teachers and SMTs; and also view programmes (documents) put in place to address recommendations. Hence, there would be much triangulation of information and greater authenticity (Coleman and Briggs 2007: 91; Flick 2009: 258) to address the recommendations.

Secondly, the evidence would be free from errors in that the reports constitute the primary data collected by the adopters after visiting schools and would have first-hand information (accuracy) which would make these reports credible (Coleman and Briggs 2007: 286; Flick 2009: 258). Third, the evidence in these monitoring reports would be representative (Coleman and Briggs 2007: 286; Flick 2009: 258) of the school situation as they are based not only on observation and perusal of documents, but on interaction with the various stakeholders. Finally, the evidence collected through these monitoring reports would be meaningful. The adopters would use a standardised reporting format, which would enable them to collect specific data, to write these reports for easy interpretation and understanding which gives meaning to the senior management of MDoE in order to influence strategy (Coleman and Briggs 2007: 286-287). There is also greater consistency achieved through reporting on common AFEs which are guided by fixed guidelines and criteria document as well as standardised reporting format.

The adopter and monitoring report strategy was implemented at the commencement of external WSE of these underperforming secondary schools. This strategy was adopted centrally at senior management level of the province. However, there was no structured plan to monitor its implementation. Consequently, it was not fully implemented. Even where it was implemented, it was not formalised by any reporting by the adopters. As

a result, the monitoring reports were never written by the adopters and are not available as a source of data in this study, as originally intended by the researcher.

4.7 Instrument design

The questionnaires administered consisted of four sections, as reflected in Appendix 1. The first section consisted of the demographics of the respondent. The second section of the questionnaire consisted of the closed or pre-coded questions which offered the respondent a range of answers to choose from according to Likert scale (Welman, Kruger and Mitchell 2005: 175). In this second section, the focus was on the general WSE process. The third section also consisted of closed or pre-coded questions focusing on quality of teaching, learning and teacher development, which is AFE4. These three sections were pre-coded using the Likert scale to evaluate, amongst other things, attitude, feeling and behaviour (Maree 2007: 167; Leedy and Ormrod 2005:185). The last section of the questionnaire had open-ended questions, where the respondent's reply is not influenced unduly by the questionnaire, and the verbatim responses from the respondents can provide a rich source of varied material which might have been untapped by categories on a pre-coded list (Welman, Kruger and Mitchell 2005: 174-175).

4.8 Administration of questionnaires

The questionnaires were personally distributed to the school management teams (SMTs) of 14 of the 18 schools which are the population of this study. The researcher used colleagues from the MDoE in the other four schools to administer the questionnaires. In total, eighty eight (88) questionnaires were sent to these schools. The statistics contained in the WSE reports of the members of the SMTs assisted in the estimation of SMT members of each

school in the sample. However, this changed in practice to 82, as some SMT members had been redeployed to other schools or assumed promotional posts to other institutions. Of the 82 questionnaires distributed, 62 respondents responded. From the twenty who did not respond, seven were new in the school and the SMT, and they felt they were unable to make a meaningful contribution to this study. The remaining thirteen did not want to participate in the study for their undisclosed reasons.

In the four schools where the researcher depended on the colleagues for questionnaire administration, the researcher ensured that the instructions were clearly discussed with those members telephonically with at least one member of the SMT (Somekh and Lewin 2011: 226). The SMT members had no difficulties filling in the questionnaire as they were familiar with the WSE process and they had the WSE reports. Furthermore, the researcher explained the questionnaires telephonically with principals of the four schools where questionnaires were to be administered by his colleagues. The instructions were also explained in great detail with the assisting colleagues from the WSE sub-directorate. This ensured that there was no misinterpretation of questions by respondents (Ary *et al.* 2010: 384).

4.9 Data analysis

Data analysis is conducted so that consistent patterns within the data could be detected (Bless and Higson-Smith 2000: 137). Babbie (1998: 464-465) argues that there are many questions that may crowd the importance of data analysis such as:

- Does the purpose and design of the study call for qualitative, quantitative or mixed analysis?
- Are any statistical techniques used in the analysis of data appropriate to the levels of the measurement of the variables involved?

- Has the researcher undertaken all the relevant analyses and have all the appropriate variables been examined?
- If statistical significance tests were used, are they correctly interpreted?
- Does a particular research finding make a difference and does it really matter?
- Has the researcher gone beyond actual findings in drawing conclusions and implications?
- Are there logical flaws in the analysis and in interpretation of data? and
- Have the empirical observations of the study revealed new patterns of relationships, thereby providing the bases for grounded theories and may be revealing disconformity cases that would challenge the new theories.

These questions were the initial guiding factors for the researcher when choosing the methods of data analysis for this study. Ary *et al.* (2010: 565) argue that, because mixed methods approach is a combining of qualitative and quantitative methods, the basic analysis techniques used in those approaches are applicable in mixed methods approach as well. The researcher had this in mind when choosing the research design. Furthermore, the researcher was able to analyse data with the assistance from Onwuegbuzie and Teddlie's (2003: 5) seven-stage conceptualisation of mixed methods data analysis.

The first stage was data reduction. In this stage, the qualitative data was reduced into themes. The themes were:

- The general qualitative assurance aspect of WSE;
- Planning for teaching and learning;
- Assessment of learners;

- Teacher development initiatives;
- Management of teaching and learning processes; and
- Factors impeding teaching, learning and teacher development.

The second stage was data display which was represented using the statistical methods of analysing data. The Statistical Package for Social-Sciences (SPSS version 21.0) was used. This enabled the researcher to present data in the form of bar graphs and pie charts, and tables such as the pass rate for the Grade 12 learners prior- and post- external evaluation (Leedy and Ormrod 2005: 304).

4.10 Authenticity of this research

Authenticity in research can be assessed through reliability, validity and triangulation. Authenticity in research, according to Coleman and Briggs (2007: 91), is important because, first, it helps in assessing the quality of the study undertaken by the researcher. Secondly, it helps in determining the research approach and methodology. In this instance, the approach and methodology were chosen as mixed methods approach.

4.10.1 Reliability

Kirk and Miller (1986: 20) view reliability as the degree to which findings are independent of accidental circumstances of the research and expectations of obtaining the same findings if the researcher were to try again in the same way (Kirk and Miller 1986: 69). Jackson (2010: 81) agrees with the afore-mentioned definition of reliability in that the instrument must measure the same way every

time it is used and it relates to the probability that repeating a research procedure or method would produce identical or similar results. The operations of a study such as data collection procedures can be repeated with same results (Yin 1994: 144); therefore the series of measures when repeated give a similar result. It is then possible to say that there is high reliability and dependability (Dhingra and Dhingra 2012: 51).

For the purpose of this survey study, standardised instruments were used (Coleman and Briggs 2007: 92). The instruments used were standardised questionnaires and guidelines and criteria guided WSE reports which yielded the same results, even if given to a group of people for several times (Levačić 1998: 86). The questionnaires were pre-tested in four schools which were not part of the census. This ensured reliability in the use of the questionnaires in the actual survey. Finally, telephonic questioning of selected respondents was undertaken to check if personal responses matched previous answers.

4.10.2 Validity or trustworthiness

According to Coleman and Briggs (2007: 97), validity is used to judge whether the research accurately describes the phenomenon that it is intended to describe, which includes research design, methodology and conclusions of the research which are supposed to take into consideration the validity of the process. This can be referred to as the evidence of authentic, believable findings for a phenomenon from research that form a strict adherence to methodological rules and standards (Hays and Singh 2011: 192). They further categorise validity into internal (relationship between two variables) and external (study's sample, research design, and findings may generalise to outside population or setting).

Internal validity refers to the extent that findings accurately represent the phenomenon under investigation (Coleman and Briggs 2007: 98), firstly, the degree to which findings correctly map the phenomenon in question (Denzin

and Lincoln 1998: 186) and, secondly, the accuracy or authenticity of description being made, i.e., a measure of accuracy and whether it matches reality (Jackson 2010: 85). In this study, internal validity refers the effect of external WSE's (as a process) on teaching, learning and teacher development (AFE4).

External validity refers to the extent to which findings may be generalised to the wider population, which is represented by the sample or to other similar settings (Brock-Utne 1996: 617; Coleman and Briggs 2007: 99). In general, it is a measure of generalisability, and whether results are replicable (Dhingra and Dhingra 2012: 48). The external validity focused on how the findings of this study could be implemented in other schools in the same situation (underperformance). However, validity is used interchangeably with trustworthiness. More scholars and researchers prefer trustworthiness. Kincheloe and McLaren (2002: 287) posit that some analysts argue that validity may be an inappropriate term in critical research context, as it simply reflects a concern for acceptance within a positivist concept of research rigour while trustworthiness is a more appropriate word to use in the context of critical research.

Holland and Campbell (2005: 8) argue trustworthiness can be achieved in research when observers can judge findings based on credibility (internal validity), transferability (for external validity), dependability (for reliability) and confirmability (for objectivity). In this study, the researcher relied on the guidelines and criteria-referenced WSE reports as well as pre-tested questionnaires for internal validity and confirmability.

4.10.3 Triangulation

Triangulation, according to Flick (2009: 444), is used to name the combination of different methods and different theoretical perspectives in dealing with a phenomenon. Flick (2007b:41) offers the following insight into triangulation:

“Triangulation means that researchers take different perspective on an issue under study or in answering questions. These perspectives can be substantiated using several methods and/or in several perspectives. ...At the same time, triangulation (of different methods or data sorts) should allow a principal surplus of knowledge. ...triangulation should produce knowledge on different levels, which means they go beyond the knowledge made possible by one approach and thus contribute to promoting quality research”.

For this study, the secondary data from WSE reports was already triangulated by supervisors. Secondly, the combination of collecting both quantitative and qualitative data through the WSE reports and SMT questionnaires, ensured that data was triangulated.

Denzin and Lincoln (2005: 6) distinguish four uses of triangulation as follows:

- Data triangulation, which indicates the different sources of data (WSE reports and questionnaires);
- Investigator triangulation where different observers or data collectors using a systemic comparison of different researchers' influences on the issues or results of research (WSE supervisors use this approach before they conclude findings as contained in WSE reports);
- Theory triangulation which involves approaching data with multiple perspectives and hypotheses in mind (ratings and qualitative statements in WSE reports, as well as quantitative and qualitative data in SMT questionnaires); and
- Methodological triangulation, which involves using various approaches in methodology, such as combining qualitative and quantitative approaches (mixed methods approach nature of this study).

For this study, all the four triangulation types were useful. Firstly, the data collected was in the form of secondary data (from WSE reports) combined with

primary data from the SMT questionnaires. Secondly, the WSE reports (secondary data) are based on the results of different investigators who triangulate their findings as represented in the results of the final WSE report. Thirdly, the individual investigators approach each school with different hypotheses regarding each AFE but, at the end, one WSE report is produced with consolidated findings from various hypotheses. Finally, WSE reports are produced as a result of interviews, documentary analysis, observations and questionnaires to various stakeholders such as parents. Also the data from the questionnaires administered to the SMT members is both qualitative and quantitative. Furthermore, the approach by the researcher is that of a mixed methods approach to research.

4.10.4 Pre-testing of questionnaire

The questionnaire was initially given to the researcher's colleagues who are accredited supervisors, to check if they have difficulty in understanding any item (Leedy and Ormrod 2005:192). These colleagues were able to point out some shortcomings of some of the items in the questionnaire which were revised accordingly. Secondly, the questionnaires were administered to SMT members of four schools that had been externally WSE evaluated using similar WSE instruments, and that were underperforming in terms of Grade 12 results at the time of evaluation. The sample for the pre-testing of questionnaires was not part of the 18 schools which were the sample population for this study. From this pre-testing, thirteen questionnaires were returned from these schools. The researcher was able to scrutinise the completed questionnaires to ensure that it met the researcher's needs and that each question addressed the research problems (Leedy and Ormrod 2005:192)

4.11 Research ethics

Coleman and Briggs (2007: 129) posit that *“for any research strategy or method it is should be the researcher’s responsibility to ensure that their instruments or methods of data collection are of high quality in terms of design and content, and should also be as unobtrusive and inoffensive as possible.”*

In ensuring that the study complied with ethical principles (Ramcharan and Cutcliffe 2001: 358; Leedy and Ormrod 2005: 101; Altrichter *et al.* 2008: 93), the researcher adopted the following approaches in order to be as ethical as possible.

4.11.1 Approval to conduct research

The researcher requested the approval of the Mpumalanga Department of Education (Appendix 2) before commencing with the study. A letter of request was written to the Head of Department for approval to conduct the study. In that letter, the purpose of the research, target participants and duration of the study were outlined. The letter further gave assurance that the identity of participants, as well as the information that would be shared, would be treated with honesty and integrity (Keats 2000: 30). The questionnaires were accompanied by the letter of approval from the Head of Department (Appendix 2) and a notification to principals that such a research had the approval of the provincial head.

The researcher was also requested by the Durban University of Technology to fill in the PG4 form which is part of a research proposal. In this form, the researcher was required to comply with ethical clearance issues. These included that the researcher get permission from the Mpumalanga Department of Education (Appendix 2), draft a letter of informed consent (Appendix 4) to the participants ensuring voluntary participation (Leedy and Ormrod 2005:101). The researcher was also asked to produce a courtesy letter to the

principals (Appendix 3) of the participating schools over and above the letter from Mpumalanga Department of Education, which served to inform them of the study to be conducted in their schools. Finally, the researcher had to complete the ethical clearance check list and had to sign a declaration. As a result, the university Institutional Research Ethics Committee (IREC) gave permission to continue with research.

4.11.2 Informed consent

Ruan (2005: 21) describes informed consent as a procedure during which participants choose to participate in an investigation after being informed of facts that would be likely to influence their decision. This means that those to be given questionnaires should give permission in full knowledge of the purpose of the research, assurance of participant confidentiality (Reis and Judd 2000: 306) and the consequences of their participation (Somekh and Lewin 2011: 26).

Leedy and Ormrod (2005: 101-102) identify some information to be considered when dealing with issues of consent which were included in the letter of informed consent (Appendix 4) to SMTs:

- brief description of the nature of the study;
- description of what participation will involve in terms of activities and duration;
- statement indicating that participation is voluntary and can be withdrawn at any time without being penalised;
- list of potential risks, if any;
- guarantee of confidentiality and anonymity;

- researcher's name, or his/her supervisor and how they can be contacted;
- an offer to provide detailed information about the study findings upon completion; and
- a place for the participant to sign and date on the letter of informed consent, indicating agreement to participate in the study.

The researcher telephonically informed principals and the SMT members of the nature of the study to be conducted and indicated that they had the choice to participate in the study or not. In other words, principals and SMT members were made aware that their participation in the study was voluntary. Participants were then given informed consent forms to read and sign. Creswell *et al.* (2003: 64) state that consent forms should include and highlight the right to participate voluntarily, the purpose of the study, the procedures of the study, the right to ask questions, obtain a copy of the results, and have one's privacy respected. To that effect, the researcher ensured that all such provisions were included in the consent forms which the participants signed.

4.11.3 Confidentiality and anonymity

Any research study should respect a participant's right to privacy (Leedy and Ormrod 2005: 102). In terms of ensuring confidentiality and anonymity, the researcher used letters of the alphabet to label the schools. For instance, they were named school A, B, C,...R. Each participating member of a school was given a code according to the school code. For example, SMT members from school A were given codes such as A1, A2, and so forth up to and including school R, where participants were given codes R1, R2 etcetera. Furthermore, the information obtained about the participants was kept confidential, which guaranteed that no one had access to individual information or the names of the participants except the researcher himself (Pedroni and Pimple 2001: 11;

Keats 2000: 30). Participants were reassured that their identity, their names and addresses would not be revealed in any way. The data from the questionnaires will be stored for 15 years and will be disposed by the researcher. Only the researcher and supervisors will have access to the data.

4.11.4 Accessibility of research findings

The underlying ethical principle is that participants have a right to know the outcomes of a study (Coleman and Briggs 2007: 117). Sammons (1989: 55) argues that participants should always have an account of the findings of the research in which they participated. Schools which participated (SMT members), their circuit managers, and the Mpumalanga Department of Education will have access to the research results after the completion of the study. This further ensured confidentiality and protected the privacy of participants by allowing participants (SMT members) to confirm whether their identities had been revealed or not (McMillan and Schumacher 2006: 335). Further, each participating school was given a copy of the research report for verification of confidentiality and anonymity, which ensured that participants had confidence in the researcher as far as anonymity and access to research results were concerned.

4.12 Conclusion

The chapter dealt with the interpretative approach, particularly the constructive-interpretative paradigm, in investigating the research problem. During this process, a mixed methods approach was used as the main design. Purposive sampling was used for collecting the qualitative and quantitative data, which were then subject for interpreting, complementing and triangulating. Questionnaires were administered as the main primary data

collection techniques which elicited data that were confirmed, corroborated and augmented by the questionnaires from the eighteen schools SMT members and the WSE reports' analysis, particularly during data analysis. During data analysis, the researcher inductively segmented and coded the data to develop themes, categories and sub-categories (Thorne 2000: 68; Taylor-Powell and Renner 2003:3; Saldaña 2012: 9; Suter 2006: 317). Finally, ethical measures, such as informed consent, confidentiality, and anonymity as being recommended worldwide (Pedroni and Pimple 2001: 11; Ruan 2005: 21; Du Toit 2006: 10), were considered and applied.

The next chapter focuses on the presentation and analysis of the empirical data.

CHAPTER 5: PRESENTATION AND ANALYSIS OF DATA

5.1 Introduction

In this chapter, the focus will, firstly, be on the state of schools based on the external WSE process as presented both quantitatively and qualitatively in the WSE reports. This will be through a brief description of the outline of the WSE reports, analysis of the overall rating of the schools, summary of the main findings on AFE4, findings on the various themes in AFE4, as well as management of the teaching and learning process by the SMTs in these schools. Secondly, the focus will shift to the situation after WSE's external evaluation, as expressed by the SMT members in the surveyed schools. The results and findings obtained from the questionnaires will be discussed in detail. The questionnaire was the primary tool that was used to collect data and was distributed to SMTs in the four (4) schooling districts of Mpumalanga Province. Finally, analysis of the Grade 12 results of the sampled schools prior- and post- external WSE process will be made. The data collected from the responses was analysed with the SPSS version 21.0. The results will present the descriptive statistics in the form of graphs, cross tabulations and other figures for the quantitative data that was collected. Inferential techniques include the use of correlations and chi square test values; which are interpreted using the p-values. The presentation of findings and discussion of the collected data from the sampled schools follows below.

5.2 The Whole-School Evaluation reports

The WSE reports contain the information about the school such as the number of learners, number of teachers, learner-teacher ratio, learners with special needs, as well as languages spoken in the school. Secondly, it contains main

findings in all nine AFEs presented as a school's strengths, the areas for development, recommendations and an overall rating of the school. Thirdly, there is a section on key characteristics of the school which focus on the school's location, socio-economic circumstances of the learners, estimated standards of achievement of learners on entry (literacy and numeracy performance) and any other relevant features unique to the school, such as whether learners and staff can access the school on rainy days, etc. Fourthly, is the qualitative presentation of the findings under each AFE followed by subject reports of all subjects observed by WSE supervisors. This is followed by quantitative in-depth rating of AFEs in each criterion and some sub-criteria. Finally, there is a signature page where the head of the WSE section in Mpumalanga Province, team leader in that particular school (WSE supervisor), the principal, and the SGB chairperson sign and the report becomes a public document.

For the purpose of this study, only the overall rating of the schools, the overall rating of AFE4, and the results of the five themes comprising AFE4 will be presented. The statistical analysis, especially the graphs, is based on the quantitative ratings drawn from the WSE reports (secondary data). Table 5.1 represents the levels and performance indicators.

Table 5.1 The Whole School Evaluation ratings

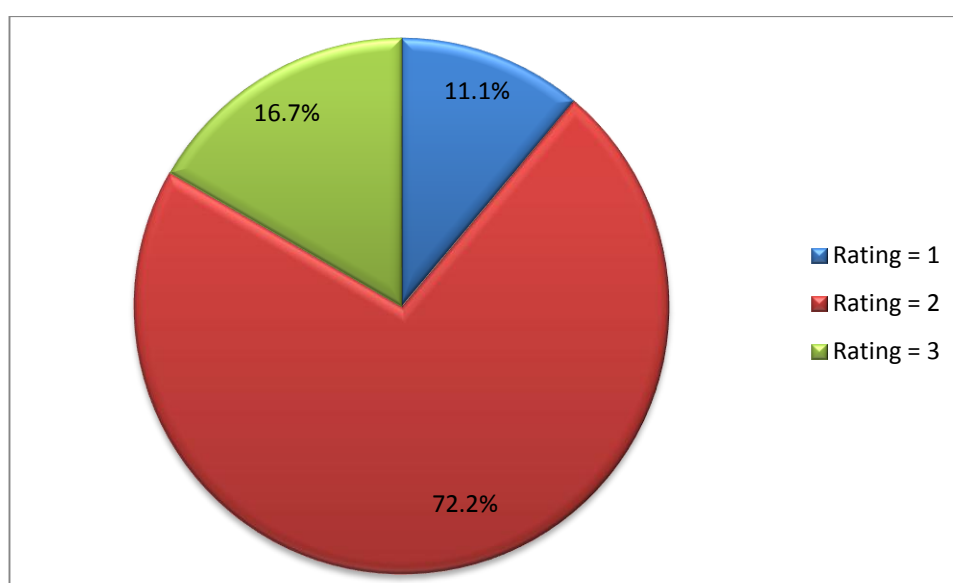
Levels	Performance indicator
1	Needs urgent support
2	Needs improvement
3	Acceptable
4	Good
5	Outstanding

Source: Department of Education (2001)

5.2.1 Overall rating of the schools

This section deals with the overall rating of the underperforming secondary schools in the study, as depicted from the external WSE reports. The overall ratings represent the status quo based on the external WSE reports. The overall rating is influenced by the ratings of the nine AFEs. The pie chart below represents the overall rating of these schools.

Figure 5.1 Overall rating of the schools

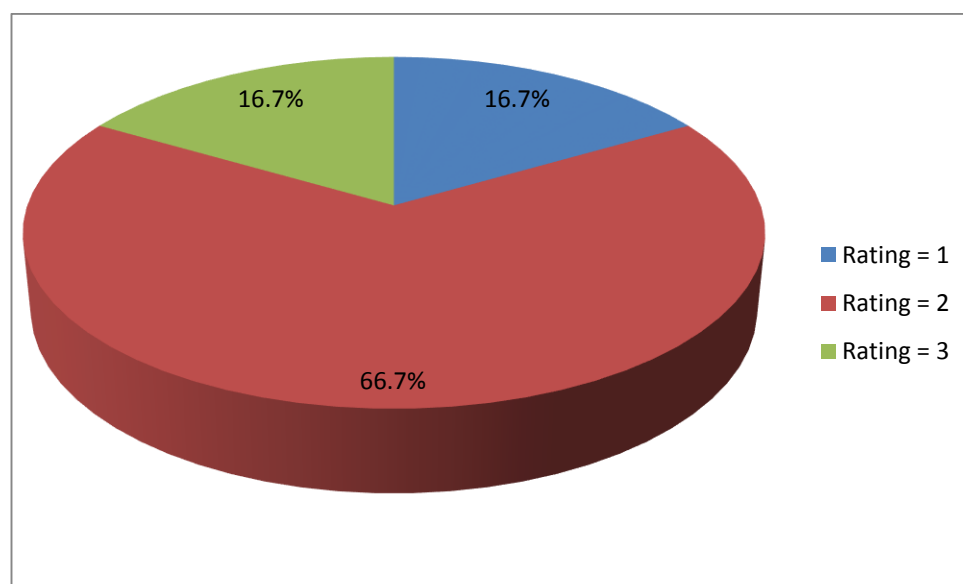


From the above pie chart, there is no school which obtained a rating of four or five, which represent “good” and “outstanding”, respectively. Only three schools (16.7%) were rated acceptable (a rating of 3). A further two schools (11.1%) were rated as needing urgent support (rating of 1). The majority of remaining schools (72.2%) had a rating of two (need improvement). From this analysis, it is clear that 83.3% of these schools either needed improvement or urgent support. In other words, they are generally underperforming and need urgent support to improve.

5.2.2 Composite findings on quality of teaching, learning and teacher development (AFE4)

Quality teaching, learning and teacher development (AFE4) constitute the core-business of the MDoE. In this section, the overall rating of these schools is presented. The rating of AFE 4 is informed by nine criteria which have been grouped into four themes for the purpose of this study. These themes are: planning for teaching and learning by teachers, teaching strategies employed by teachers, assessment of learners by teachers, and development initiatives provided for teachers. The overall rating is presented in the pie chart below.

Figure 5.2 Overall rating of AFE4 in sampled schools



In the above pie chart, three schools (16.7%) were rated acceptable (rating of 3). However, three schools (16.7%) rated as needing urgent support (rating of 1) and the remaining twelve were rated as needing improvement. In all, 83.3% of the schools (15 schools) did not rate well in AFE4, which may partly explain poor Grade 12 results.

According to Todd and Mason (2005:15), better quality of teaching, effective management classes and assessment maximises the quantity of teaching. This section deals with the findings of AFE4 by focusing on what is done well

and the areas for development. This is presented with a focus on the four themes developed for the purpose of this study. The analysis is presented below.

5.2.2.1 Planning for teaching and learning by teachers

The primary function of planning is to provide learners with a good opportunity to learn (Sánchez and Valcarcel 1999:3). Effective planning of lessons is measured against whether the lesson plans mainly contain objectives, indicate resources (teaching aids) to be introduced, both learners' and teacher's activities, teaching strategies to be used, assessments to evaluate the success of the lesson, as well as planning for learners with learning difficulties and those with accelerated abilities. The reports revealed that, in all the schools, 100% of the teachers are adequately qualified and knowledgeable about the subjects they teach. However, it is not clear how these qualifications and knowledge are used for the benefit of learners. Only two schools (11.1%) effectively plan their lessons. The remaining 16 schools (88.9%) did not effectively plan lessons. The main areas identified as areas for development are that lessons do not have expectations for learners of varying abilities. Secondly, the lesson plans do not clearly stipulate the actual activities for both learners and teachers.

5.2.2.2 Teaching strategies employed by teachers

According to Bonwell and Eison (1991:3), some of the major characteristics associated with active learning strategies include:

- learners are involved in more than passive listening;
- learners are engaged in activities (e.g., reading, discussing, writing);

- there is less emphasis placed on information transmission and greater emphasis is placed on developing learners skills;
- there is greater emphasis placed on the exploration of attitudes and values;
- learner motivation is increased;
- learners can receive immediate feedback from their teacher; and
- learners are involved in higher order thinking (analysis, synthesis, evaluation).

From the external WSE reports, only one school (5.6%) was found to employ good teaching strategies for the benefit of learners. In the remaining seventeen schools (94.4%), teachers were found not to be using appropriate teaching strategies. The main findings were that lessons are teacher centred, and little resources are used to enhance the lessons. Furthermore, learners with varying abilities are not catered for and classroom accommodation (grouping of learners according to learning abilities) as a resource to enhance teaching is not fully utilised.

5.2.2.3 Assessment of learners by teachers

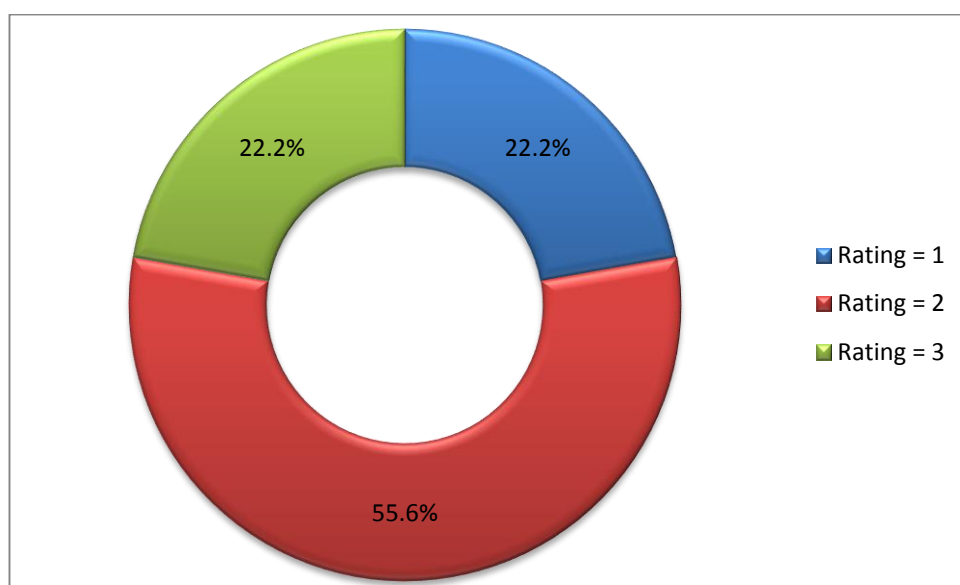
The effective use of assessment by teachers can have a significant impact on improving learning, however, teachers require adequate support and appropriate resources to enhance their classroom assessment practices (Kanjee 2009:3). The external WSE reports found that six schools (33.3%) assessed learners well. However, the remaining 12 schools (66.7%) did not appropriately assess learners. Except for common formal assessment tasks provided by districts, the informal tasks were not pitched to the learning outcomes. These included homework and classwork activities. This was further substantiated by learner achievement (AFE6), which indicated that

there was a gap between the internal assessments when compared with external assessment results. Learners perform well in internal assessments, but struggle in external assessments.

5.2.2.3 Developmental initiatives for teachers at school level

The purpose of developmental initiatives is to ensure that the personnel are competent and able to execute their technical or professional skills (Brew 106:1995). This section deals with development of teachers provided by the school after classroom observations by the SMTs as part of curriculum management. Secondly, development of teachers is carried out after completion of IQMS processes which are carried out by the Development Support Groups (DSGs) and are led by the Staff Development Teams (SDTs). Below is the pie chart indicating the findings from the external WSE reports.

Figure 5. 3 Rating of development initiatives at school level



There were four schools (22.2%) that provided comprehensive teacher development initiatives and these were rated 3 (acceptable). Four schools (22.2%) were rated 1, which indicated that they needed urgent support in

teacher development. The remaining ten schools (55.6%) were rated 2, which indicated that their teacher development needed improvement.

5.2.3. Management of teaching and learning process by the school management teams (SMTs)

This section of the WSE report deals with how curriculum is managed in the schools and is an aspect of school performance within AFE5 (curriculum provision and resources). Curriculum management involves the following tasks: timetabling, instrumentality from the SMTs, and learning and teaching activities (Lofthouse, Bush, Coleman, O'Neill, Westburnham and Glover 1995:10). From the findings in external WSE reports, it is clear that the majority of schools did not manage the teaching and learning process well. In fourteen schools (77.8%), there was no structured monitoring of planning and assessment activities by the SMTs. Furthermore, there was no classroom observation programme by SMTs in fifteen schools (83.3%). It means that teaching strategies could not be observed by the SMTs, which should inform teacher development.

5.3 The questionnaires

This section describes respondents findings from the SMTs' questionnaires. In total, 88 questionnaires were despatched to the SMTs of the 18 schools which formed the survey. However, since six (6) posts of SMT members in different schools were vacant, this reduced the population of SMT members in the study to 82 eligible respondents. Of these 82 questionnaires, 62 were returned, which gave a 75.6% response rate.

5.3.1 The Research Instrument

The research instrument consisted of 52 items, with a level of measurement at a nominal or an ordinal level. The questionnaire consisted of three sections which were: biographical data (Section A); general section on external WSE, and four themes from AFE4 and one theme from AFE5 (Section B); and general views on external WSE (section C). Sections A and B were made up of pre-coded questions on a 5 level Likert scale (quantitative data), while Section C was made up of open-ended questions (qualitative data). The questionnaire was divided into 6 sections which measured various themes, as illustrated below:

- biographical data;
- Whole School Evaluation (WSE) process;
- planning for teaching;
- teaching strategies;
- assessment of learners;
- Developmental initiatives for teachers; and
- management of teaching and learning process.

5.3.2 Reliability Statistics

The two most important aspects of precision are reliability and validity. Reliability is computed by taking several measurements on the same subjects. Cronbach's alpha is a reliability coefficient that indicates how well the items in a set are positively correlated to one another (Sekaran and Bougie 2009:324). Validity can be established by submitting the data for factor analysis and the results of factor analysis (multivariate or bivariate) will confirm whether or not the theorised dimensions emerge. A reliability coefficient of 0.70 or higher is considered as "acceptable".

The table below reflects the Cronbach's alpha score for all the items that constituted the questionnaire.

Table 5.2 Reliability statistics

Section	Cronbach's Alpha
Whole-school evaluation (WSE) process	.840
Planning for teaching	.817
Teaching strategies	.864
Assessment of learners	.698
Developmental initiatives for educators	.826
Management of teaching and learning process	.835
Overall	.935

The overall reliability score of 0.935 exceeds the recommended value of 0.70. This indicates a high (overall) degree of acceptable, consistent scoring for this research. All of the sections also have high reliability scores. None of the items in any of the sections was omitted.

5.3.3 Analysis of questionnaire

5.3.3.1 Section A: Biographical details of respondents

This section summarises the biographical characteristics of the respondents.

5.3.3.1.1 Gender distribution by age of respondents

The researcher wanted to establish the gender distribution by age of the respondents to determine if age was a factor influencing their responses with regards to WSE process and AFE4 understanding. The table below describes the gender distribution by age.

Table 5.3 Gender of respondents by age

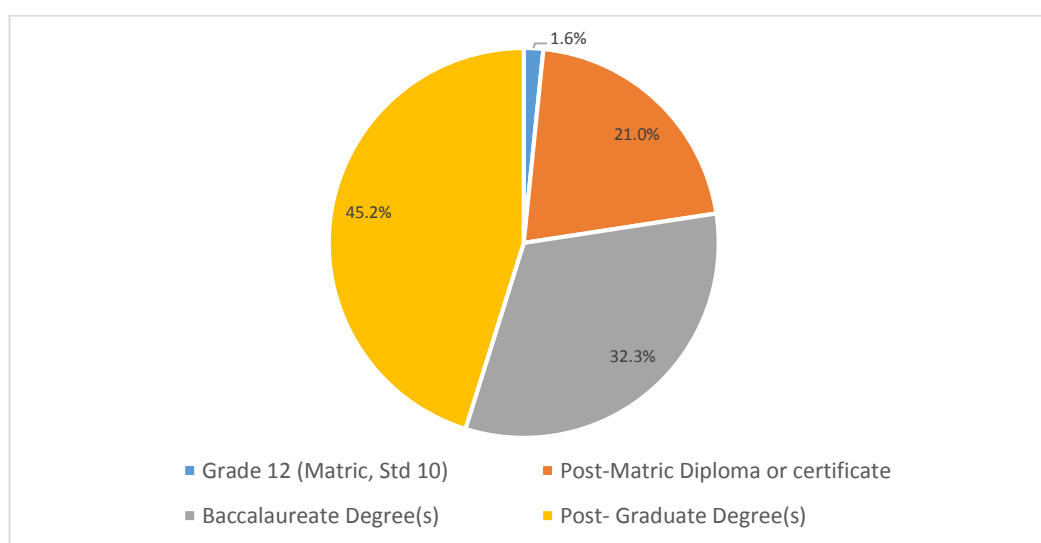
		Gender		Total
		Male	Female	
Age 20 - 39	Count	7	3	10
	% within Age	70.0%	30.0%	100.0%
	% within Gender	17.9%	13.0%	16.1%
	% of Total	11.3%	4.8%	16.1%
40 - 49	Count	23	14	37
	% within Age	62.2%	37.8%	100.0%
	% within Gender	59.0%	60.9%	59.7%
	% of Total	37.1%	22.6%	59.7%
50 - 65	Count	9	6	15
	% within Age	60.0%	40.0%	100.0%
	% within Gender	23.1%	26.1%	24.2%
	% of Total	14.5%	9.7%	24.2%
Total	Count	39	23	62
	% within Age	62.9%	37.1%	100.0%
	% within Gender	100.0%	100.0%	100.0%
	% of Total	62.9%	37.1%	100.0%

The ratio of males to females was approximately 3:2 (62.9%: 37.1%). Within the age category of 20 to 39 years, 70.0% were male. This shows that, in secondary schools, despite the current government's insistence on transformational goals, the school management team SMTs are still male dominated. Within the category of males (only), 17.9% were between the ages of 20 to 39 years. This category of males between the ages of 20 to 39 years formed 11.3% of the total sample. It is important to note that 83.9% of the combined gender fell in the category of ages between 40 - 65. These age groups represent a mature group in the education field. This indicates the SMTs are made up of matured and experienced people who understand the system well. On the other hand, this could be disadvantageous for the system if there is no succession plan in place, as it means that the majority of respondents may be exiting the system soon.

5.3.3.1.2 Educational qualifications of respondents

It was considered important to establish qualifications of the respondents who were part of the survey, because the level of education has direct proportionality to the in-depth understanding of educational management and the influence they can play in influencing the curriculum in the modern school (Ylimaki 2011:11). The figure below indicates the educational qualification of the respondents.

Figure 5.4 Educational qualifications of respondents



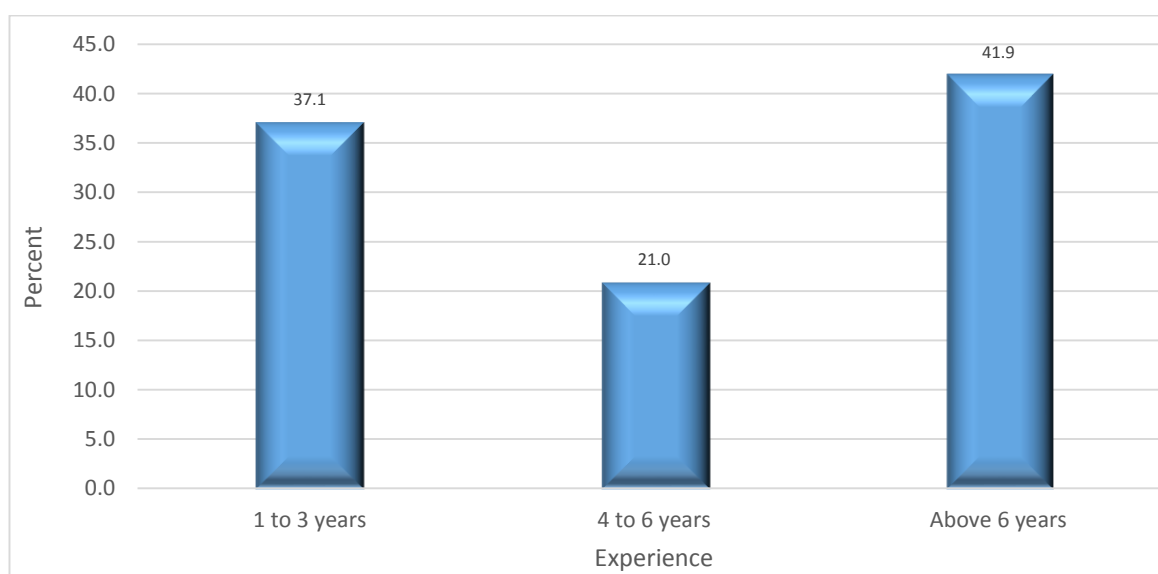
Approximately one-third of the respondents (32.3%) had a Bachelor's Degree, with a little less than half of the respondents (45.2%) having a post graduate degree. The high levels in terms of qualifications are useful as they indicate that the sample comprised well qualified individuals. This is useful as the responses are from a mature and experienced group of individuals, which gives credibility to this study.

5.3.3.1.3 Experience of respondents in the SMT

The number of years that an individual has served on the SMT denotes his or her familiarity and experience in educational management. It was considered

relevant because experience in the SMT benefits the way respondents view managerial issues from an experience perception. Therefore, when the researcher asked this question, he had in mind that probably experience in the SMT may turn out to be a factor on the dependent variable, which is the effectiveness of WSE process. The figure below reflects the experience levels of the respondents.

Figure 5.5 Experience levels of respondents



Nearly two-thirds (62.9%) had more than 4 years of experience. This shows that the sample had rich information from participants with experience of four to six (21.0%) years in curriculum management. Furthermore, 41.9% of respondents had experience of more than six years of curriculum and educational management, and their views contribute a lot towards the reliability and authenticity of this study.

5.3.3.2 Section B and C: AFE 4 themes

The section that follows analyses the scoring patterns of the respondents per variable per section of the questionnaire. Levels of disagreement (negative statements) were collapsed to show a single category of “disagree”. A similar

procedure was followed for the levels of agreement (positive statements). This is allowed due to the acceptable levels of reliability. The results are first presented using summarised percentages for the variables that constitute each section. Results are then further analysed according to the importance of the statements.

Discussion integrates quantitative data from Section B and the corresponding qualitative feedback relevant to these statements (items) from Section C.

5.3.3.2.1 The SMTs' general views of whole-school evaluation from a quality assurance perspective

This section deals with how SMT views external WSE from a quality assurance perspective to management in their schools. This is perceived as how the external WSE has assisted the schools in their general operations and in organisational development. Swaffield and MacBeath (2005:3) argue that schools are more likely to improve when they enjoy external support. The results are summarised below. Accompanying the summarised results is a pictorial presentation of the same results. This is to assist in better understanding Table 5.4 as the predictors are referred to as GQ1, etc. GQ is a code referring to general questions on external WSE, as indicated in Table 5.4.

Table 5.4 SMTs' general view of whole-school evaluation

		Disagree	Neutral	Agree
The external WSE process assisted the school to improve its operations	GQ1	1.6	3.2	95.2
The external WSE process is good for overall organisational development	GQ2	1.6	1.6	96.8
As a result of the external WSE process, the school is able to conduct internal WSE or Self-school evaluation (SSE) process	GQ3	11.3	3.2	85.5
The external WSE process recommendations were essential in the school's overall development	GQ4	3.2	1.6	95.2
The external WSE process findings were a true reflection of the state of the school at the time of external WSE evaluation	GQ5	6.5	4.8	88.7
Implementation of external WSE evaluation recommendations has had a positive impact on teaching and learning at the school	GQ6	3.2	3.2	93.5
The external WSE process has contributed positively towards the Grade 12 results of the school	GQ7	11.3	9.7	79.0
Educators' perception of the WSE process has positively changed since external evaluation by the WSE team	GQ8	12.9	9.7	77.4
I can recommend the WSE process to be maintained as a process and tool to assist schools to improve performance and organisational development	GQ9	3.2	3.2	93.5
The WSE process has assisted the school to be accountable for its overall actions and performance	GQ10	3.2	4.8	91.9
The WSE process in the form of SSE should be conducted yearly by each school for accountability purposes	GQ11	8.1	4.8	87.1
The WSE process in the form of SSE should be conducted yearly by each school for improvement purposes	GQ12	6.5	1.6	91.9
The WSE process in the form of SSE should be conducted yearly as basis for change management in the school	GQ13	9.7	0.0	90.3
The WSE and/or SSE process findings should inform the school improvement plan (SIP)	GQ14	1.6	0.0	98.4
The WSE or SSE process should result in a SIP	GQ15	3.2	1.6	95.2
The SIP objectives should be translated to operational or action plans	GQ16	1.6	0.0	98.4
The school has successfully implemented the external WSE process recommendations	GQ17	11.3	12.9	75.8

The average score for the level of agreement for this section is 90.2%. This indicates a high level of agreement with the statements in this section. The lowest amongst these were GQ7, GQ8 and GQ17. These essentially refer to a noted improvement due to the correct implementation of the WSE. Although fewer respondents agreed with these statements than with any other, the overall perception of the WSE roll-out is that it has benefitted the stakeholders concerned.

On whether external WSE process has contributed positively towards the Grade 12 results of the school (GQ7), the respondents were of the opinion that although the results improved, the WSE process was one of the contributors. They argue that as much as the WSE process helped them, they also had other programmes to improve results. These programmes included winter, weekend and afternoon classes. As a result of these programmes, it justified

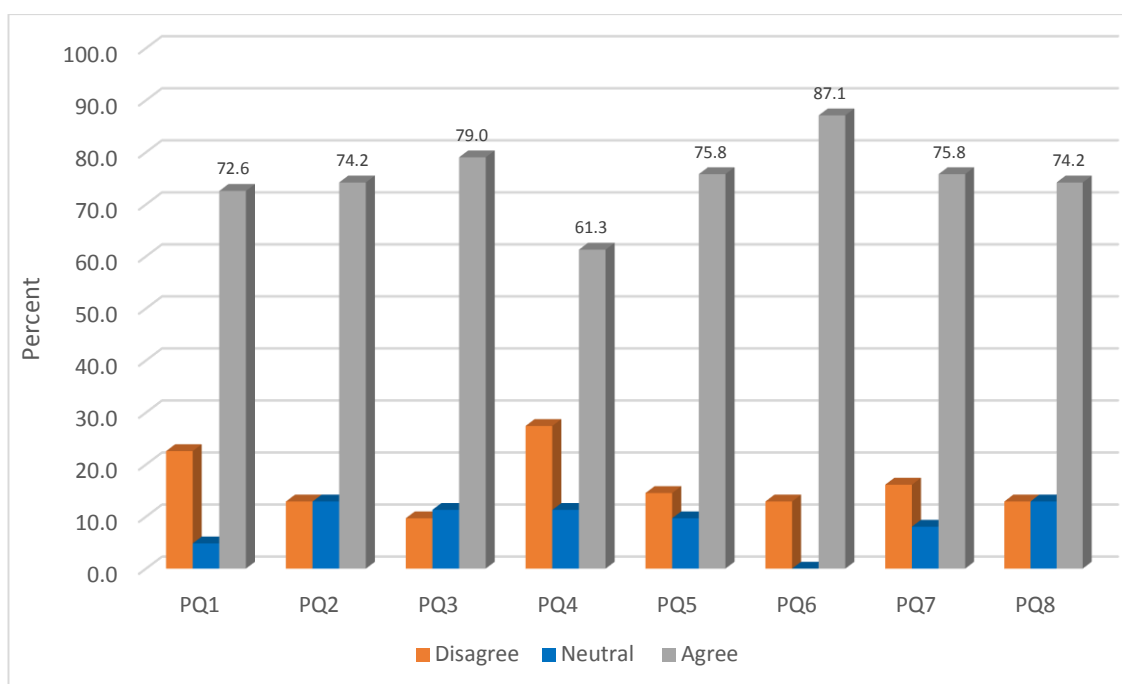
them scoring this question on a low level of agreement. On the implementation of the WSE recommendations, the level of agreement was low because in their opinion, the districts pressure them to focus on making SIPs concentrate on improvement of Grade 12 results. As a result, many recommendations from WSE reports are not included in their SIPs.

However, on the positive side, GQ1, GQ2, GQ14 and GQ16 levels of agreement were extremely high. Firstly, 95.2% of respondents agreed that the external WSE process assisted their schools to improve their operations. Secondly, 96.8% of respondents agreed that external WSE process is good for overall organisational development. Thirdly, 98.8% of the respondents strongly agreed that WSE and/or SSE process findings should inform the school improvement plan (SIP). Lastly, 98.4% of respondents agreed that the SIP objectives should be translated to operational or action plans for easy implementation and monitoring.

5.3.3.2.2 The SMTs' views on planning for teaching after external whole-school evaluation

This section deals with the views of the SMT members with regard to planning after being external evaluated by WSE supervisors. Planning for teaching includes decisions on how allocation of subjects is done, whether work schedules are closely followed, effectiveness of lesson plans and classroom management. Figure 5.6 represents respondents' responses on the various questions posed to them regarding planning for teaching.

Figure 5.6 Responses on planning for teaching



The graph indicates that the average score for the level of agreement for this section is 75.0%. The graph indicates a high level of agreement (87.1%) on the teachers' use of resources as means of increasing the learners' knowledge, understanding and skills (PQ6). The inclusion of a detailed teachers' and learners' activities (PQ3) level of agreement is high at 79.0%. This indicates that teachers changed the way they plan after the external WSE process. This is based on the findings of the WSE supervisors who pointed to that the teachers' lesson plans were very scanty and did not include detailed teachers' and learners' activities. From the respondents' views from Section C of the questionnaire, they argue that, since the implementation of external WSE, most teachers' lesson plans include both learners' and teachers' activities for a particular lesson. They are of the view that tasks are based on correct and engaging activities and relate directly to the specified objectives of the lesson (Burden and Byrd 2003:5).

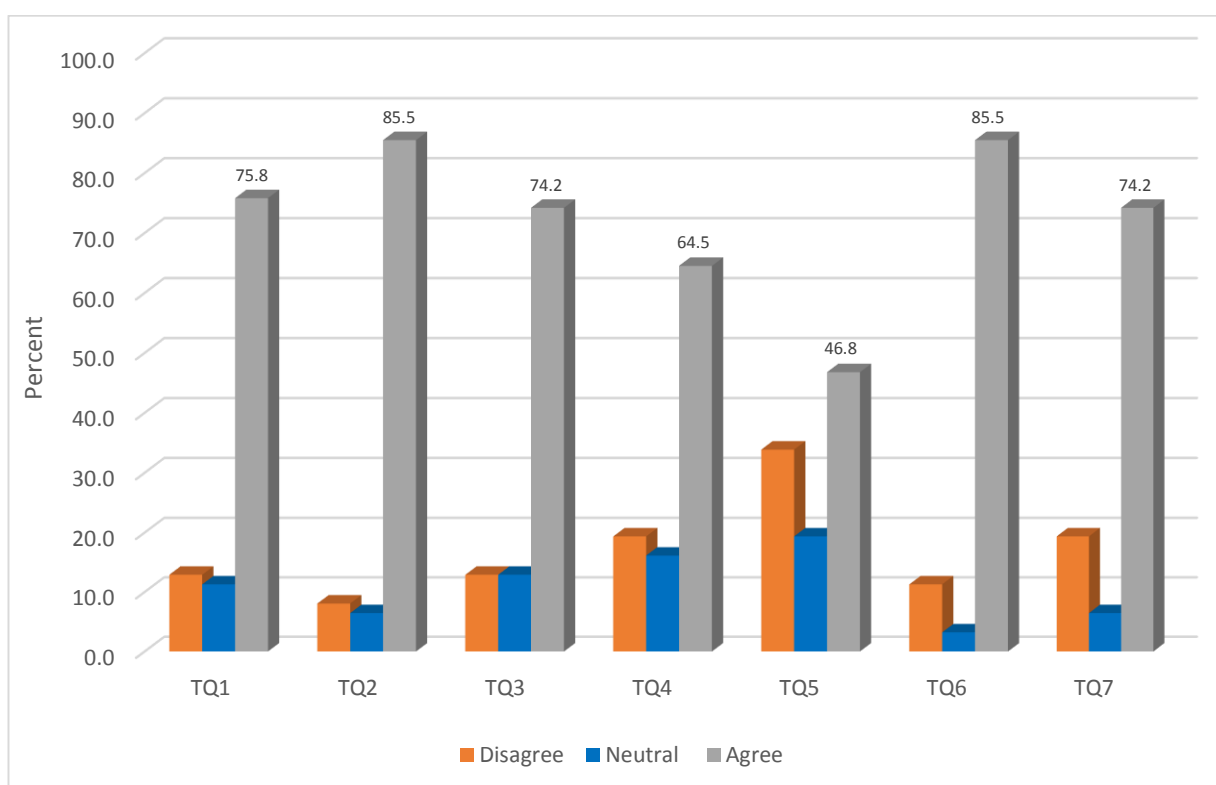
However, on teachers' lesson planning for all learners with learning difficulties and accelerated abilities (PQ4), the response was low (61.3%). It showed that the teachers still do not take into consideration that they are dealing with

heterogeneous classes. In other words teachers still plan a generic lesson for the average learners. Lesson planning in most schools, although having both teachers' and learners' activities, still do not take into consideration the heterogeneous nature of their classes.

5.3.3.2.3 The SMTs' views on teaching strategies employed by teachers after external whole-school evaluation

This section deals with the teacher in practice inside the classroom. It focuses on the effectiveness of teaching strategies and skills used for learners to acquire knowledge. This section further interrogates the organisation of learners in a range of different ways to enhance teaching and learning. It further investigates the effectiveness of arrangements for learners of different abilities as a means of enhancing learning. Figure 5.8 represents how teaching strategies were rated by respondents. The coding of questions in this section is TQ, which represent teaching (T) strategies' questions (Q).

Figure 5.7 Responses on teaching strategies



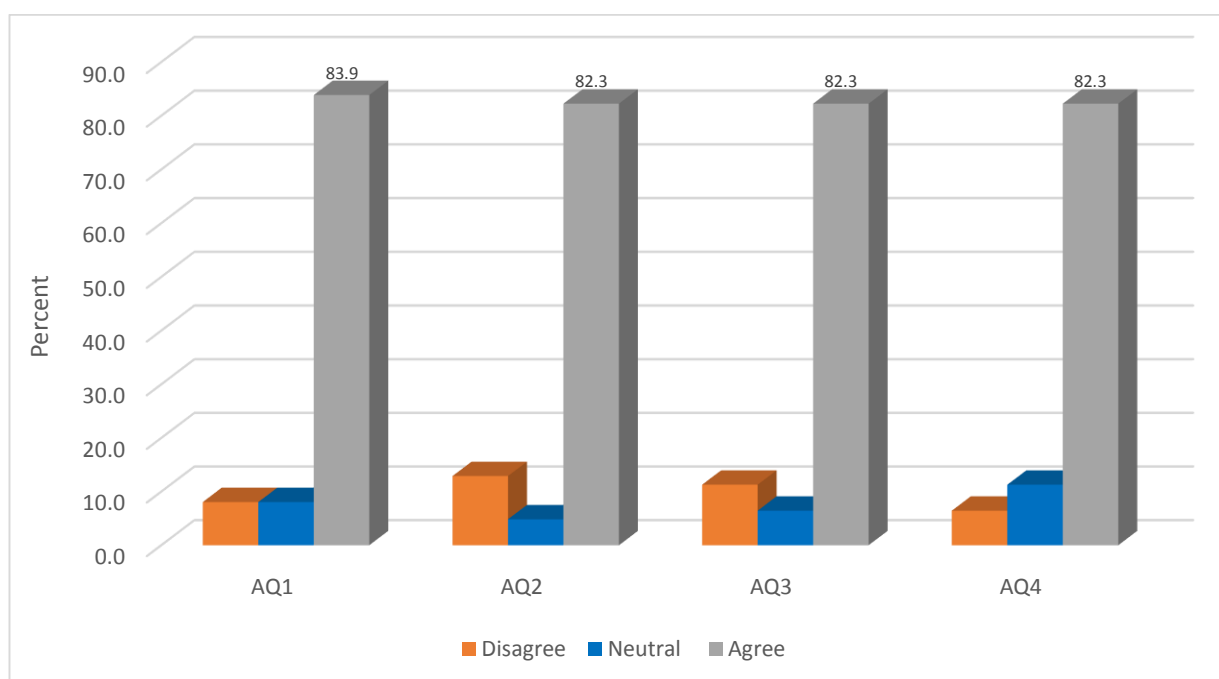
The average score for the level of agreement for this section is 72.4%. From the respondents, TQ2 and TQ6 highly scored at 85.5% each. In other words, the respondents mostly agreed that questioning of learners by teachers, as a way of enhancing teaching and learning, has improved TQ2. Secondly, that the manner in which teachers evaluate the success of their lesson through use of various forms of assessment, such as tests, assignment, classwork and homework has improved.

There is, however, a low level of agreement (46.8%) on the effectiveness of arrangements for learners of different abilities, especially the most able and those experiencing barriers to learning (TQ5). This is in agreement with the low level of planning for them (PQ4) in the preceding section (5.4.2). This is indicative that teachers still plan generic lessons for the average learners and use teaching strategies directed at average learners only.

5.3.3.2.4 The SMTs' views on assessment of learners after external whole-school evaluation

According to Harlen and James (2006:2), the requirements of assessment for formative and summative purposes differ in several dimensions, including reliability, the reference base of judgements and the focus of the information used. This section deals with assessment of learners by teachers in both formal and informal tasks for formative and summative purposes. It focuses on the manner in which teachers assess levels of performance achieved (relationship between practical performance and scores/recorded marks), accuracy of assessment (assessment tasks pitched to learning outcomes and varied for different abilities and achievement levels) as well as the regularity in which homework given to learners is in line with assessment programmes. Figure 5.8 gives a clear indication of the responses.

Figure 5.8 Responses on assessment of learners



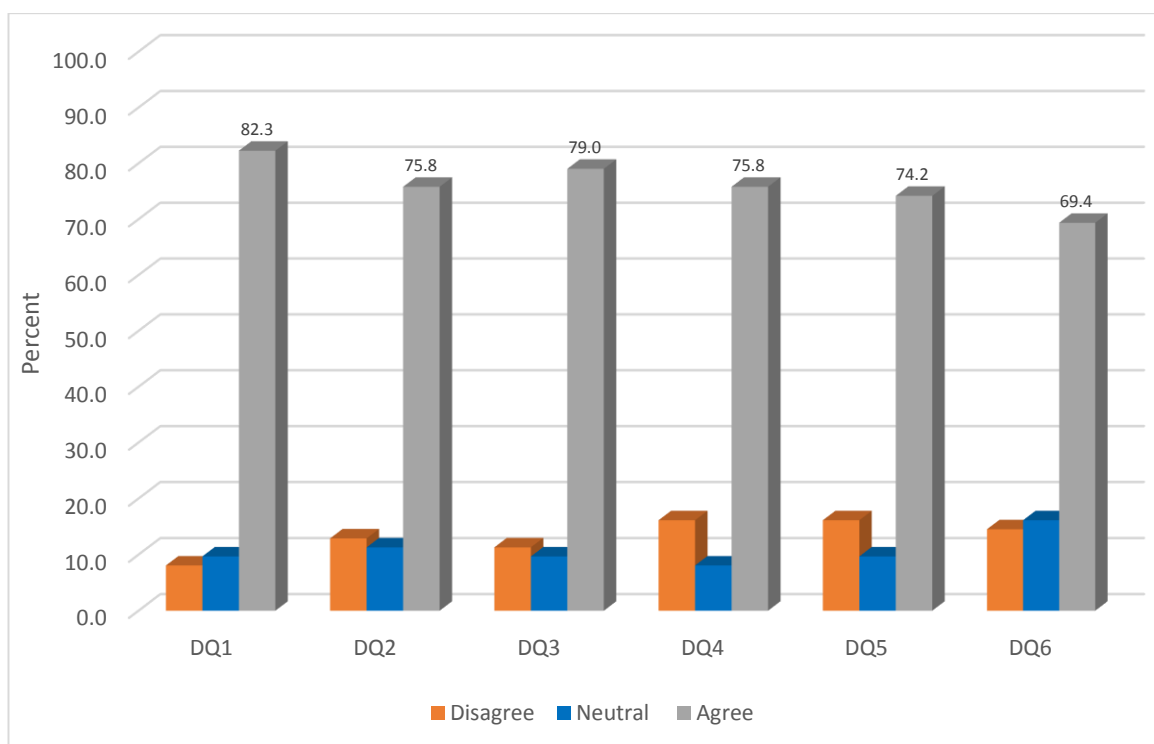
The average score for the level of agreement for this section is 82.7%. This section had a high agreement score in all the questions. This is primarily because, in MDoE, there is standardisation of formal tasks. This is done

centrally by the curriculum section at the provincial level. The assessment programmes for the various subjects are prepared for the schools. The formal tasks are written as common papers. Therefore, this ensures that the learning outcomes and objectives are covered by teachers in teaching and in informal assessments at classroom level. Teachers adhere to the assessment programmes given to schools, because the learners write common papers and marks are sent to circuits quarterly for circuit analysis. Moreover, curriculum implementers and cluster leaders moderate teachers and learners work every school term.

5.3.3.2.5 The SMTs' views on developmental initiatives at school level after external whole-school evaluation

This section deals with the development of teachers at school which is aimed at improving teacher performance in curriculum delivery. This section investigates the manner in which IQMS processes are followed. This is investigated through: classroom observations by SMTs and by the DSGs leading to a school development plans for teachers; the extent to which the school development programmes provide developmental opportunities for teachers in relation with identified needs; and whether an implemented programme for teachers' developmental needs is put in place. Figure 5.9 illustrates the responses from SMTs on the state of development initiatives for teachers.

Figure 5.9 Developmental initiatives for teachers



The average score for the level of agreement for this section is 76.1%. There is a high level of agreement (82.3%) that IQMS processes are followed (DQ1). However, there is a lower level of agreement (69.4%) on an implementation programme for teacher development (DQ6). The WSE reports indicate that schools tend to respond to district programmes of IQMS, as compared to initiating their own programmes. The response is, therefore, not surprising as schools are slowly moving away from a compliance paradigm toward their own development perspective paradigm.

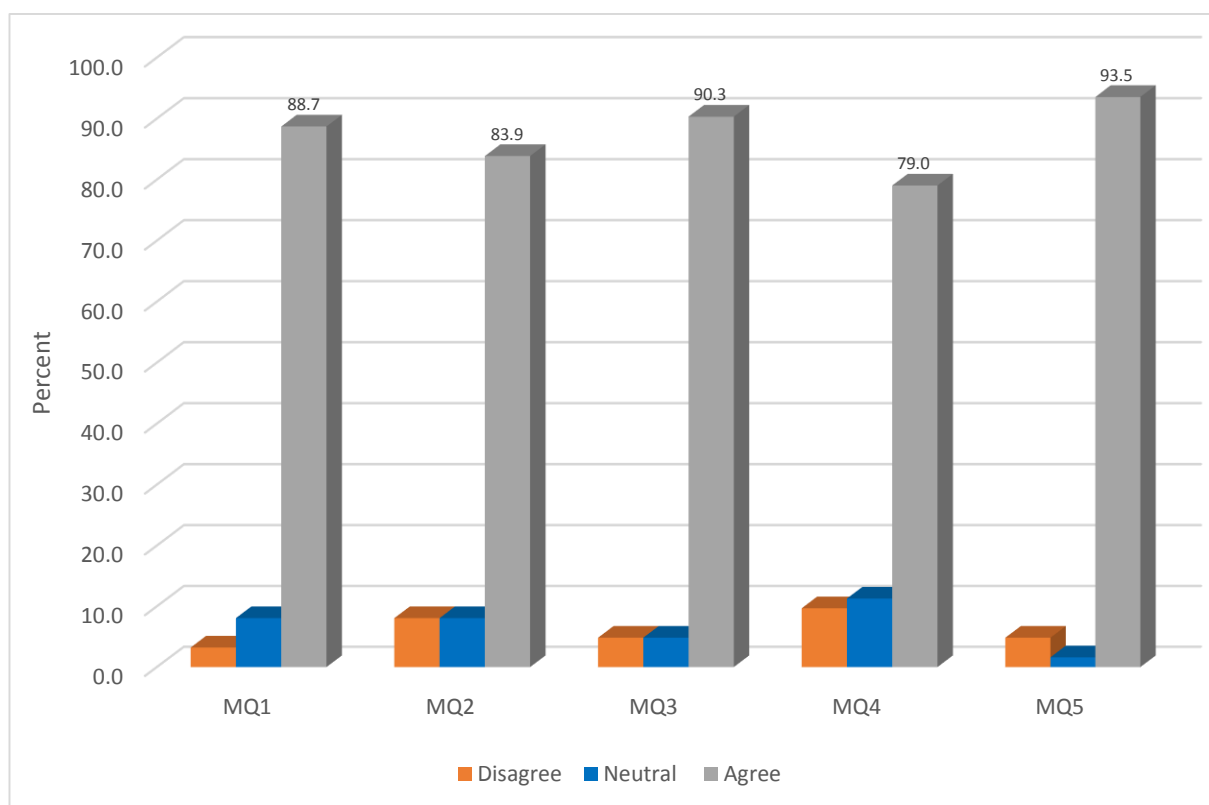
5.3.3.3 Section B and C: AFE5

5.3.3.3.1 The SMTs' views on the management of teaching and learning processes after external whole-school evaluation

This section deals with SMTs' view on management of curriculum and curriculum-related matters. This is investigated through interrogation of

whether SMTs have put in place the following: a comprehensive monitoring plan to monitor teachers' overall planning processes; comprehensive lesson observation programmes to evaluate teachers' teaching strategies; comprehensive programmes and plans to monitor whether teachers appropriately assess learners; comprehensive programmes and plans, to ensure that developmental initiatives for teachers identified through classroom observation and IQMS processes; and improvement in the way teaching and learning processes are managed in their schools. The results are represented in Figure 5.10.

Figure 5.10 Management of teaching and learning process



The average score for the level of agreement for this section is 87.1%. The greatest degree of agreement was in regards to the improvement in the way teaching and learning processes are managed in these schools (MQ5) (93.5%). In other words, the external WSE process assisted the SMT members to manage curriculum better. In this section, however, management of development initiatives for teachers (MQ4) scored lowest (79.0%). This is in

agreement with section 5.4.5 (DQ6), which indicates that the development initiative for teachers is still not appropriately managed.

5.5 Grade 12 results prior and post external WSE process

This sections deals with the analysis of the Grade 12 results prior (2011) and post (2012) external evaluation. These results are the schools' average percentage pass for Grade 12. The average Grade 12 results represent the total number of learners who passed.

Table 5.5 Comparison of average Grade 12 results prior- and post- WSE external evaluation

School	Results before external WSE (%)	Results after external WSE (%)	Difference (%)
A	27.6	63.2	35.6
B	27.8	53.3	25.6
C	22.9	50.0	27.1
D	26.2	43.0	16.8
E	27.6	48.1	20.5
F	26.6	41.8	15.2
G	11.1	51.7	40.5
H	20.8	47.1	26.4
I	28.9	59.7	30.8
J	20.8	54.8	34.0
K	27.8	69.3	41.6
L	27	37.8	10.8
M	29.5	66.3	36.8
N	28.9	80.8	51.9
O	27.6	57.9	30.3
P	26.7	38.3	11.6
Q	26.3	15.4	-10.9
	22.1	68.9	46.8

Source: Adapted from Mpumalanga Department of Education (2012)

From Table 5.5, it is evident that seventeen of the eighteen schools (94.4%) improved their Grade 12 pass rate. Four schools had a substantial increase in the Grade 12 pass rate with a difference of more than 40%. School N increased its pass rate from 28.9% to 80.8%, a difference of 51.9%. School R had a difference of 46.8% from 22.1% to 68.9%, while schools K and R recorded differences of 41.6% and 40.5%, respectively.

School Q had a decrease of 10.9% from 26.3% to 15.4%. In this particular school Q, an analysis of the WSE report indicated that, in AFE2 (Leadership,

management and communication), the school did not have a single strength, only areas for development. The areas for development found by the WSE supervisors were:

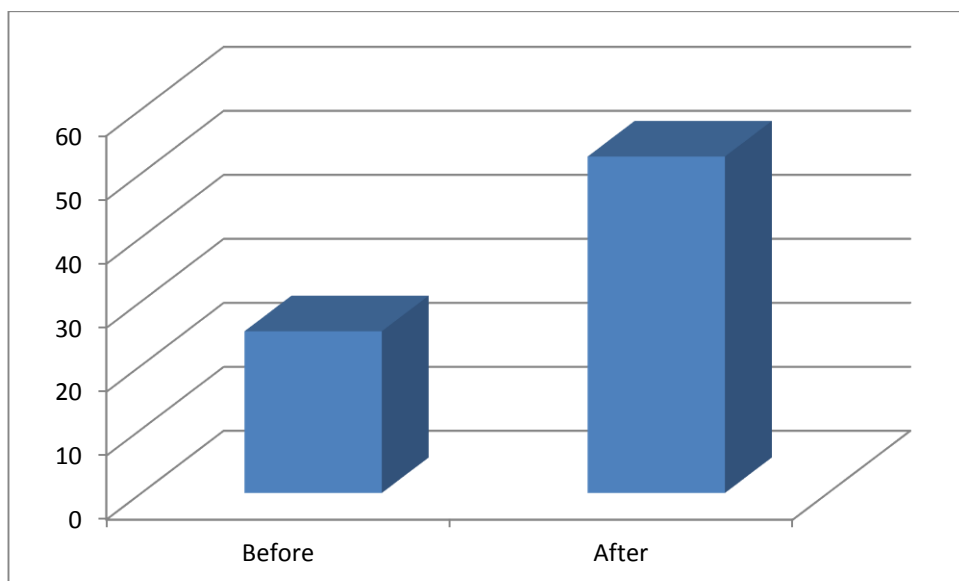
- The school does not have a clear direction;
- Leaders at all levels are not fully utilised;
- The school management does not communicate their intentions clearly to all stakeholders; and
- That school policies and procedures do not assist the school to attain its aims.

Secondly, the WSE report also revealed that, in AFE4, a key component:

- Teachers did not plan well;
- Teachers did not use appropriate teaching strategies;
- Teachers did not use resources effectively;
- There was poor classroom management; and
- There was no provision of development initiatives for teachers.

Figure 5.11 represents an overall average pass rate for these externally evaluated schools. Intervention measures have been introduced subsequent to the external WSE process in school Q but details are omitted to preserve anonymity and confidentiality in line with ethical considerations.

Figure 5.11 Average % Grade 12 results prior- and post- WSE external evaluation



The average pass rate increased from prior- external evaluation of 25.3% to 52.6%. This shows an increase of 27.3% overall. This increase is remarkably substantial when compared to the national average of 3.7% and MDoE's increase of 5.2%% over the same period. Table 5.5 clearly indicates this significance.

Table 5.5 Paired Samples Test

Paired Differences					t	df	Sig. (2-tailed)
Mean	Std. Deviation	Std. Error Mean	95% Confidence Interval of the Difference				
			Lower	Upper			
-27.28889	15.09651	3.55828	-34.79621	-19.78157	-7.669	17	.000

Since the p-value is less than 0.05 (the level of significance), it implies that the difference is significant.

5.6 Factors impeding teaching and learning in schools

Phurutse (2005:5-9) identified class size, formal contact hours and socio-economic status of learners as some factors affecting teaching and learning in South African schools. There were various factors identified by respondents. These included poor class attendance by both learners and teachers, poor lesson planning, lack of development initiatives for teachers, lack of resources and lack of parental involvement. However, the factors that were common from most respondents were: poor lesson planning; negative attitude of learners towards their school work; lack of parental involvement and lack of teacher development.

Respondents argued that, despite workshops provided by the department, there was no serious development taking place at school level. The IQMS processes were mainly done for compliance to districts. Classroom observations by SMTs did not lead to structured development programmes.

Lesson planning done by teachers was not comprehensive enough. They argue that lesson plans done by teachers did not enhance teaching as expected. This is in agreement with external WSE reports. Lesson planning is done for compliance, as compared to directing the actual teaching and learning in classes.

The other critical factor mentioned by respondents was lack of resources. These resources ranged from teaching aids to infrastructure, such as laboratories, computer centres and libraries. This, the respondents argue, had a negative impact on their teaching and enhancement of the lessons.

The negative attitude displayed by both teachers and learners toward their work was one of the factors impeding teaching and learning. This negative attitude manifested itself in the poor attendance of classes by both learners and teachers. The ill-discipline problem in most schools added to the negative attitude experienced in most schools.

Finally, the lack of parental involvement in schools was a contributory factor impeding teaching and development. Respondents felt that parents were not co-operating with teachers and SMTs, which led to truancy by learners. Learners did not do their tasks and the problem escalated as there was no co-operation between the school and parents.

5.7 Hypothesis testing

Hypothesis testing offers an enhanced understanding of the relationship that exists among variables and it can establish cause-and-effect relationships (Sekaran and Bougie 2009:109). The null hypothesis states that there is no association between two variables. The alternate hypothesis indicates that there is an association. The traditional approach to reporting a result requires a statement of statistical significance. The chi-square test was performed to determine whether there was a statistically significant relationship between the variables (Sekaran and Bougie 2009:321). A p-value (probability value) is generated from a test statistic. A significant result is indicated by " $p < 0.05$ ". These values are highlighted with a *.

Table 5.6 summarises the results of the chi-square tests. This is an average score of the various items under each variable.

Table 5.6 The test between the biographical data and the average section scores

		Gender	Age	Qualification	Experience
Whole-school evaluation (WSE) process	Chi-square	41.180	49.367	79.707	42.660
	df	24	48	72	48
	Sig.	.016*	0.418	0.25	0.691
Planning for teaching	Chi-square	23.729	38.860	92.844	37.848
	df	18	36	54	36
	Sig.	0.164	0.342	.001*	0.385
Teaching strategies	Chi-square	13.381	33.378	70.577	37.108
	df	18	36	54	36
	Sig.	0.768	0.594	0.064	0.418
Assessment of learners	Chi-square	10.632	19.463	25.406	21.242
	df	10	20	30	20
	Sig.	0.387	0.492	0.705	0.383
Developmental initiatives for educators	Chi-square	22.977	23.832	35.561	28.590
	df	13	26	39	26
	Sig.	.042*	0.586	0.628	0.33
Management of teaching and learning process	Chi-square	7.163	24.189	37.618	22.284
	df	12	24	36	24
	Sig.	0.847	0.451	0.395	0.562

Table 5.6 serves as a summary of the variables. A detailed table is found in Appendix 6. The individual scores for each item pertaining to a particular section were combined to reflect an average for that section. For example, the theme of effective planning comprises of: subject allocation, covering of all the prescribed work for each term, planning for learners of different learning abilities, inclusion of resources (teaching aids) in lesson plans, organisation of learners of varying abilities, and time (as a resource) management indication in lesson plans. All values with a * indicate a significant relationship. A brief explanation of variables, which are of importance for this study will be discussed next.

The p-value between “After external evaluation by WSE team, the manner in which educators’ plans indicate resources (books and equipment) to be introduced at various stages of the lesson has improved” and “Qualification” is

0.030 (which is less than the significance value of 0.05). This means that there is a significant relationship between the variables. That is, the qualification level of a respondent does play a role in terms of how resources are added to a lesson. Furthermore, the correlation between teacher development and gender had a significant relationship, as depicted in Table 5.7.

Table 5.7 The external WSE process assisted the school to improve its operations * gender cross-tabulation

			Gender		Total
			Male	Female	
The external WSE process assisted the school to improve its operations	Disagree	Count	1	0	1
		% of Total	1.6%	0.0%	1.6%
	Neutral	Count	2	0	2
		% of Total	3.2%	0.0%	3.2%
	Agree	Count	23	17	40
		% of Total	37.1%	27.4%	64.5%
	Strongly Agree	Count	13	6	19
		% of Total	21.0%	9.7%	30.6%
Total		Count	39	23	62
		% of Total	62.9%	37.1%	100.0%

Table 5.7 indicates that, for example, no female (0%) disagreed with the fact that external WSE process assisted their schools to improve its operations. This shows that gender contributed to how the respondents viewed external WSE process from a quality assurance perspective.

5.8 Correlations

Bivariate correlation was also performed on the (ordinal) data. The complete results for individual items (statements) are found in the Appendix 6. The results indicate the following patterns.

Positive values indicate a directly proportional relationship between the variables and a negative value indicates an inverse relationship. Table 5.8 below indicates the correlation between the main themes (sections) comprising AFE4. All significant relationships are indicated by a * or **.

Table 5.8 A cross-tabulation of the sections

			Whole-school evaluation (WSE) process	Planning for teaching	Teaching strategies	Assessment of learners	Developmental initiatives for teachers	Management of teaching and learning process
Spearman's rho	Whole-school evaluation (WSE) process	Correlation Coefficient	1.000					
		Sig. (2-tailed)						
		N	62					
	Planning for teaching	Correlation Coefficient	.382**	1.000				
		Sig. (2-tailed)	.002					
		N	62	62				
	Teaching strategies	Correlation Coefficient	.439**	.757*	1.000			
		Sig. (2-tailed)	.000	.000				
		N	62	62	62			
	Assessment of learners	Correlation Coefficient	.214	.678**	.701*	1.000		
		Sig. (2-tailed)	.094	.000	.000			
		N	62	62	62	62		
	Developmental initiatives for educators	Correlation Coefficient	.308*	.630*	.599*	.674*	1.000	
		Sig. (2-tailed)	.015	.000	.000	.000		
		N	62	62	62	62	62	
	Management of teaching and learning process	Correlation Coefficient	.148	.646**	.631**	.655**	.559**	1.000
		Sig. (2-tailed)	.250	.000	.000	.000	.000	
		N	62	62	62	62	62	62

In Table 5.8, the correlation between “teaching strategies employed by teachers” and “planning for teaching” is 0.757. The higher the correlation (and significance), the stronger the relationship. This shows that most respondents agreed that planning had an influence in teaching strategies employed by

teachers. This is also true for the correlation between “assessment” and “planning” and between “assessment” and “teaching strategies” with values of 0.678 and 0.701, respectively.

Furthermore, there was a high correlation between “management of teaching and learning processes” and all the variables of AFE4 themes (planning for teaching, teaching strategies, assessment of learners, as well as developmental initiatives for teachers). This may be as a result of the SMTs being clear on how to monitor curriculum after external WSE process recommendations.

With reference to Appendix 7, which indicates full correlation analysis, the correlation value between “teachers’ perception of the WSE process has positively changed since external evaluation by the WSE team” and “Implementation of external WSE evaluation recommendations has had a positive impact on teaching and learning at the school” is 0.552. This is a directly related proportionality. Respondents agree that the better the perception of WSE, the more positive the impact on teaching and learning, and vice versa. The statement “The external WSE process assisted the school to improve its operations” is significantly correlated to 29 out of the 49 statements (62% of the time), as depicted in Appendix 6. This indicates that this statement is somewhat significant with most sections. An analysis of the correlation table reveals that it is not significant with some of the statements in WSE and management of teaching and learning processes.

The cross tabulation between “developmental initiatives for teachers” and “management of teaching and learning processes” has 40 values. Of these, 33 are significant, showing a high percentage of correlation between the statements of this section.

Furthermore, the correlation between “WSE as a tool to assist schools improve” and the “true findings of external WSE” is 0.583, which is significant. The direct proportionality between these two variables shows that the findings of external WSE assisted the schools to improve. This is also true for the

correlation between the “external WSE process” and “external WSE process being good for overall organisational development”, which is 0.450. A significant correlation of 0.490 exists between the “findings of external WSE process” and “contribution towards Grade 12 results improvement”.

However, there are also negative correlation values as well. Negative values imply an inverse relationship. That is, the variables have an opposite effect on each other. For example: The correlation between “external WSE recommendations” and “implementation of IQMS processes” was insignificant at -0.084. The correlation between “external WSE recommendations” and “classroom visits by SMTs” was also insignificant at 0.055. This insignificant correlation is collaborated by the -0.112 value between “external WSE process” and “implementation of development initiatives for teachers”. These negative correlations on teacher development negatively impact AFE4. From Section C of the questionnaire, the aforementioned view is strengthened by the responses from respondents, where they argue that despite external WSE process, teachers still do not plan well, yet there are no development programmes in place to address this problem.

5.9 Model Construction

Using “effectiveness of Whole School Evaluation (WSE) process” as the dependent variable, the linear model below indicates the following.

Table 5.10 Model Summary

Model	R	R Square	Adjusted R Square	Std. Error of the Estimate
1	.551 ^a	.304	.242	.34310

a. Predictors: (Constant), Management of teaching and learning process, Developmental initiatives for educators, Teaching strategies, Planning for teaching, Assessment of learners

Model - SPSS allows one to specify multiple models in a single regression command. This tells you the number of the model being reported.

R - R is the square root of R-Squared and is the correlation between the observed and predicted values of dependent variable (Vernoy and Kyle 2002:184).

R-Square - R-Square is the proportion of variance in the dependent variable (effectiveness of Whole-school evaluation (WSE) process) which can be predicted from the independent variables (Management of teaching and learning process, Developmental initiatives for educators, Teaching strategies, Planning for teaching, Assessment of learners). This value indicates that 30.4% of the variance in Whole-school evaluation (WSE) process can be predicted from the variables Management of teaching and learning process, Developmental initiatives for educators, Teaching strategies, Planning for teaching, Assessment of learners. R-Square is also called the coefficient of determination.

Adjusted R-square - As predictors are added to the model, each predictor will explain some of the variance in the dependent variable simply due to chance. One could continue to add predictors to the model which would continue to improve the ability of the predictors to explain the dependent variable, although some of this increase in R-square would be simply due to chance variation in that particular sample. The adjusted R-square attempts to yield a more honest value to estimate the R-squared for the population. The value of R-square was 0.304, while the value of Adjusted R-square was 0.242.

Standard Error of the Estimate - The standard error of the estimate, also called the root mean square error, is the standard deviation of the error term, and is the square root of the Mean Square Residual (or Error) (Vernoy and Kyle 2002: 221).

Table 5.11 shows the univariate analysis of variance (ANOVA) which shows data distribution and the level of significance.

Table 5.11 ANOVA^a

Model	Sum of Squares	df	Mean Square	F	Sig.
1 Regression	2.876	5	.575	4.887	.001 ^b
Residual	6.592	56	.118		
Total	9.468	61			

a. Dependent Variable: effectiveness of Whole-school evaluation (WSE) process

b. Predictors: (Constant), Management of teaching and learning process, Developmental initiatives for educators, Teaching strategies, Planning for teaching, Assessment of learners

F-statistic and Significance. - The F-value is 4.887. The p-value associated with this F value is 0.001. These values are used to answer the question "Do the independent variables reliably predict the dependent variable?" The p-value is compared to the alpha level (typically 0.05) and, if smaller, it can be concluded that the predictors can be used to give a good indication of performance since the significance value is less than 0.05.

Since the p-value is less than 0.05 (the level of significance), it implies that the predictors do indeed have influence on the dependent variable.

Table 5.12 shows the standardised and unstandardized co-efficients and their significance to the model.

Table 5.12 Coefficients^a

Model	Unstandardized Coefficients		Standardized Coefficients	t	Sig.
	B	Std. Error	Beta		
1 (Constant)	3.605	.360		10.026	.000
Planning for teaching	.219	.127	.321	1.719	.091
Teaching strategies	.348	.116	.573	3.001	.004
Assessment of learners	-.290	.142	-.399	-2.041	.046
Developmental initiatives for educators	.072	.105	.110	.680	.500
Management of teaching and learning process	-.169	.123	-.226	-1.372	.176

a. Dependent Variable: effectiveness of Whole-school evaluation (WSE) process

The first column of Table 5.12 column shows the predictor variables (management of teaching and learning process, Developmental initiatives for educators, teaching strategies, Planning for teaching, Assessment of learners). The first variable represents the constant, also referred to in textbooks as the Y intercept, i.e., the height of the regression line when it crosses the Y axis. In other words, this is the predicted value of effectiveness of the Whole School Evaluation (WSE) process when all other variables are 0.

β - These are the values for the regression equation for predicting the dependent variable from the independent variable(s). These are called unstandardized coefficients because they are measured in their natural units. As such, the coefficients cannot be compared with one another to determine which one is more influential in the model, because they can be measured on different scales.

The regression equation can be presented in many different ways, for example:

$$Y_{\text{predicted}} = b_0 + b_1 \cdot x_1 + b_2 \cdot x_2 + b_3 \cdot x_3 + \dots$$

The column of estimates (coefficients or parameter estimates, from here on labelled coefficients) provides the values for b_0 , b_1 , b_2 , and b_3 for this equation. Expressed in terms of the variables used in this example, the regression equation is:

Effective external Whole School Evaluation (WSE) process (Predicted) = $3.605 - 0.169 \times \text{Management of teaching and learning process} + 0.072 \times \text{Developmental initiatives for educators} - 0.290 \times \text{Assessment of learners} + 0.348 \times \text{Teaching strategies} + 0.219 \times \text{Planning for teaching}$.

These estimates tell one about the relationship between the independent variables and the dependent variable. These estimates tell the amount of increase in the effectiveness of Whole School Evaluation (WSE) process that would be predicted by a 1 unit increase in the predictor.

In other words, the model predicts that even if other predictor variables from other AFEs are added into the model, it strengthens the dependable variable (effective external Whole School Evaluation (WSE) process). This means, for instance, one can add the AFE2 (leadership, management and communication) four criteria themes as predictor variables in the model, and the dependent variable will be strengthened.

Std. Error - These are the standard errors associated with the coefficients. The standard error is used for testing whether the parameter is significantly different from 0 by dividing the parameter estimate by the standard error to obtain a t-value (see the column with t-values and p-values).

Beta - These are the standardized coefficients. These are the coefficients that one would obtain if one standardised all of the variables in the regression, including the dependent and all of the independent variables, and ran the regression. By standardizing the variables before running the regression, one has put all of the variables on the same scale, and one can compare the magnitude of the coefficients to see which one has more of an effect. One will also notice that the larger betas are associated with the larger t-values.

t and Sig. - These columns provide the t-value and 2-tailed p-value used in testing the null hypothesis that the coefficient/parameter is 0. Coefficients having p-values less than alpha are statistically significant for a 2-tailed test. For example, for alpha equal to 0.05, coefficients having a p-value of 0.05 or less would be statistically significant (i.e., one can reject the null hypothesis and say that the coefficient is significantly different from 0).

Although all of the predictors have non-zero coefficients, meaning that they contribute to the model, only two, with the exception of the constant, have a statistically significant effect on the effectiveness of the external WSE process. These are teaching strategies employed by teachers and assessment of learners.

5.10 Conclusion

The descriptive statistics, as contained in external WSE reports, revealed that 83.3% of the schools were rated 1 and 2 overall, which meant that they either needed improvement or urgent support. The overall rating of AFE4, which is a focus of this study indicated that 83.3% of the schools were also rated 1 and 2.

Furthermore, the qualitative reports of external WSE on AFE4, based on the four themes, showed that:

- In planning for teaching and learning by teachers, in 88.9% of schools, teachers did not effectively plan their lessons;
- In teaching strategies employed by teachers, in 94.4% of schools, teaching strategies employed were not appropriate.
- Assessment in 66.7% of the schools was not effectively done; and
- Development initiatives for teachers in 77.8% of the schools were not comprehensively managed.

Furthermore, in 77.8% of the schools, there was no structured monitoring of planning and assessment by SMTs.

From the questionnaires, which represent the situation in schools post evaluation, the statistics revealed that:

- The SMTs general view on WSE from a quality assurance perspective showed that the level of agreement was 90.2% that agreed with the external WSE process for overall organisation development;
- The SMTs' view on planning for teaching, the level of agreement was 75.0%. Since implementation of the external WSE process, planning has improved;
- The SMTs' view on teaching strategies employed by teachers. The level of agreement was 72.4% that viewed external WSE process had contributed to their improved teaching strategies;
- The SMTs' view on assessment of learners. The level of agreement was 82.7% that there is an improvement in the way teachers assess learners, especially the school-based assessments.
- The SMTs' views on development initiatives for teachers at school level. The level of agreement was 76.1%. There is an improvement on how the development of teachers is handled at school; and
- The SMTs' view on management of teaching and learning process. The level of agreement was 87.1%. After the implementation of the external WSE process, the manner in which managers manage curriculum has substantially improved.

The Grade 12 results also showed a remarkable improvement in seventeen of the eighteen schools (94.4%). The Grade 12 pass rate improved by an average of 27.3%. However, the responses from schools indicated there were still some factors impeding teaching and learning in those schools. The factors included poor lesson planning, negative attitudes towards teaching and learning from

both teachers and learners, lack of resources, and lack of development initiatives for teachers.

A simple model of the effectiveness of the external WSE was hypothesized based on the main themes or components of AFE4. Of the five components, two were shown to have a statistically significant, albeit small, impact on the effectiveness of WSE. These predictors are teaching strategies employed by teachers and assessment of learners. The model explained 30.4% of the variation in the dependent variable. While a better fit is to be desired, it must be noted that many factors, not included in the model, will also play a role in determining the effectiveness of the external WSE process.

This chapter dealt with the findings, the following chapter will focus on the conclusions and recommendations of the study.

CHAPTER 6: CONCLUSIONS AND RECOMMENDATIONS

6.1 Introduction

This chapter will discuss the extent to which the research aims and objectives were achieved. An overview of the study is made with regards to literature, the methodology employed and the conclusions with recommendations are presented.

The aim of this study was to investigate the role of external WSE in contributing towards enhanced teaching, learning and teacher development. The objectives of the study were:

- To analyse the purpose of WSE from a quality assurance perspective;
- To investigate the significance of teaching, learning and teacher development as a key component of WSE;
- To analyse the Grade 12 results of externally evaluated underperforming secondary schools prior and post evaluation;
- To analyse monitoring and evaluation reports for changes in teaching, learning and educator development;
- To identify factors impeding teaching, learning and teacher development at Grade 12 level in underperforming secondary schools; and
- To develop strategies for reviewing the external WSE model currently adopted by DBE.

6.2 Overview of literature

Firstly, the literature review indicated that the characteristics of new public management guides management in South Africa. Secondly, education plays an important role in public sector management in ensuring that the system is made to function economically, efficiently and effectively through complying with public management functions and principles, including Batho Pele principles. The study was also able to account for the various education changes prior- and post- 1994 in South Africa which have a direct bearing on the current system of schooling.

It is apparent, from the presented literature review, that programme evaluation, as a field, is relatively new and is still undergoing evolution. This is clear from the perspective of the various periods in development and history of evaluation. These periods range, from the age of originality (1444 – 1700) to the age of expansion and integration (1984 – 2000). WSE, as a process, has borrowed a lot from the various periods as seen from their criteria-referenced assessments' (CRAs) approach to evaluation.

From a quality assurance and improvement/accountability perspective, South Africa has also been through various forms of evaluations, some of which have been in the past and others are still in operation. For instance, the system has moved from radical school inspection to a more acceptable WSE, as well as from Systemic Evaluation to Annual National Assessment. All these forms of evaluation in South Africa are performed with a view to improving quality in the education provision, as well as accounting to the nation on the status of education from time to time.

The study also revealed that external WSE in South Africa is conducted in line with inspections and external evaluations of countries with developed education systems. In line with these developed education systems, it is clear that evaluation in South Africa (either through external WSE or internal SSE),

from a quality assurance perspective, is designed and conducted to ensure that there is improvement and accountability in the education system.

The South African empirical studies also revealed that WSE is either not known or not implemented by the SMTs in schools. These studies also revealed that there is poor learner achievement, which can be attributed to: poor teaching and learning processes management; lack of teacher development initiatives; lack of resources to enhance curriculum offering; and learner ill-discipline.

This study also revealed that WSE has adopted mainly the improvement and accountability approach out of the twenty-six approaches to evaluation (Stufflebeam and Shinkfield 2007:137). It is also apparent that WSE operations comply fully with the accountability/improvement evaluation theory and approach as each contributes either to improvement and accountability.

For this study, mixed methods approach to data collection and analysis was used. This was done with an aim of triangulation and complementing secondary and primary, as well as quantitative and qualitative data. A census survey of all the eighteen external evaluated underperforming secondary schools was conducted. The data collected through external WSE reports and SMT questionnaires was statistically (using SPSS version 21.0) and thematically analysed.

6.3 Conclusions

6.3.1 General performance of schools

The study found that, prior external WSE, 83.3% of schools were rated 1 and 2, which meant that they needed urgent support and needed improvement, respectively. From the respondents' responses, an aggregate of 90.2% agreed that external WSE assisted their schools to improve. The study confirmed that WSE, from a quality assurance perspective, can assist schools improve their overall performance. Furthermore, the study revealed that prior external WSE

in quality of teaching, learning and teacher development (AFE 4), 83.3% were rated a low 1 and 2. It meant that the quality of teaching and learning offered by the schools at that time was of low standard.

6.3.2 Planning for teaching and learning

The WSE reports revealed that planning was satisfactorily done in only two schools, the other 89.9% did not appropriately plan their lessons. Although the SMTs' responses indicate that there was an improvement in planning, this theme did not rate high amongst respondents. This was an indication that planning for teaching was still a challenge in most schools. In other words, the effectiveness of the lessons will lead to the effectiveness of the planning (Mgijima 2002:12).

6.3.3 Teaching strategies employed by teachers

The external WSE reports indicated that, before evaluation, only one school employed acceptable teaching strategies to enhance learning. In 94.4% of schools, strategies used by teachers were not appropriate. The lessons were too teacher-centred and learners with learning disabilities were not catered for in actual teaching and in the arrangement of accommodation in classes. However, the only aspects of teaching strategies that improved after external WSE were the way in which teachers question learners and how teachers evaluate the success of their lessons. These two aspects scored highly amongst respondents, at 85.5% each. There was no improvement in the way teachers involve learners with learning disabilities as a strategy of teaching a heterogeneous class.

6.3.4 Assessment of learners by teachers

The external WSE reports indicated that assessment was satisfactorily handled in most schools. The findings revealed that the measure of discrepancy was between the internal informal assessment and external assessments. Internal assessment in 66.7% of the schools was not aligned to learning outcomes. Due to the incompatibility of process learning and product assessment and the discrepancy between the information needed and the information derived through standardized assessment, alternative forms of student assessment are essential and a paradigmatic shift in assessment is required (Barootchi and Keshavarz). However, responses from the SMT questionnaires gave an aggregate of 82.7% agreement that this area had improved. This improvement could be attributed to external WSE, and also to the fact that assessment programmes and formal assessment tasks are set centrally by the curriculum section of the department, hence, they are common.

6.3.5 Development initiative for teachers at school level

The external WSE reports rating of schools in this section indicated that 77.8% of schools did not offer comprehensive teacher development initiatives at school level. Although the agreement level from SMTs' responses was 76.1%, the responses indicated that, in most cases, there were not teacher development programmes in place at school level. There is a structural mismatch with no communication or co-ordination between the curriculum, teacher development and quality assurance directorates and this hinders teacher development (Mgijima 2002:44).

6.3.6 Management of teaching and learning processes

From the external WSE reports, the study found that, in fourteen of the schools (77.8%), there were no structured programmes to monitor planning and assessment. Furthermore, in fifteen schools (83.3%), there were no classroom observation programmes to monitor actual teaching and learning classroom practice. The responses from the SMTs revealed that, after external WSE, there was a great improvement (93.5% agreement) in the monitoring of teaching and learning processes. This improvement, some respondents attribute to the external WSE empowerment. This meant that there were no arguments between teachers and SMTs regarding classroom observations.

6.3.7 Grade 12 results

The study found that the Grade 12 results of the schools that were referred to as “underperforming secondary schools”, after the external WSE process, improved. Seventeen of the schools (94.4%), out of the eighteen, improved their results. Only one school recorded a decline. The average Grade 12 pass percentage increased from 25.3% (prior- evaluation) to 52.6% (post-evaluation). Although there was improvement in Grade 12 results, the responses indicated that external WSE was not the only factor which contributed to results’ improvement. There were other factors such as weekend, afternoon, and winter classes, as well as camps for learners in some schools. However, other respondents emphasized that external WSE assisted the schools to put systems and procedures in place to ensure that there is consistent improvement in Grade 12 results, as well as other grades in their schools.

6.3.8 Factors impeding teaching, learning and teacher development

There were various factors identified by respondents which are in line with Phurutse (2005:5-9) and Mbalati (2012:232). These factors included poor class attendance by both learners and teachers, poor lesson planning, lack of development initiatives for teachers, lack of resources and lack of parental involvement. However, the study found that factors that were common from most respondents were: poor lesson planning; negative attitude of learners towards their school work; lack of parental involvement and lack of teacher development.

6.3.9 Strategies for reviewing the external WSE model

From the study, it was clear that, even though the SMTs had been trained on School Self Evaluation (SSE), the experience of external WSE was totally new and a revelation to them. The responses indicated that they were not fully conversant with external WSE. Therefore, they were not in a position to make a meaningful contribution to strategies which can assist the WSE model currently being offered by DBE. Their major contribution was the recommendation for external WSE supervisors to visit their schools (quarterly) to assist them in the implementation of recommendations.

6.4. A new theoretical model

The new knowledge which this study presents is the researcher's emerging theoretical model of the effectiveness of external WSE on underperforming schools, as presented in Figure 6.1. This model could be emulated by schools for their own development. A broader discussion is also presented below.

Figure 6.1 A model of the effectiveness of external WSE on underperforming schools

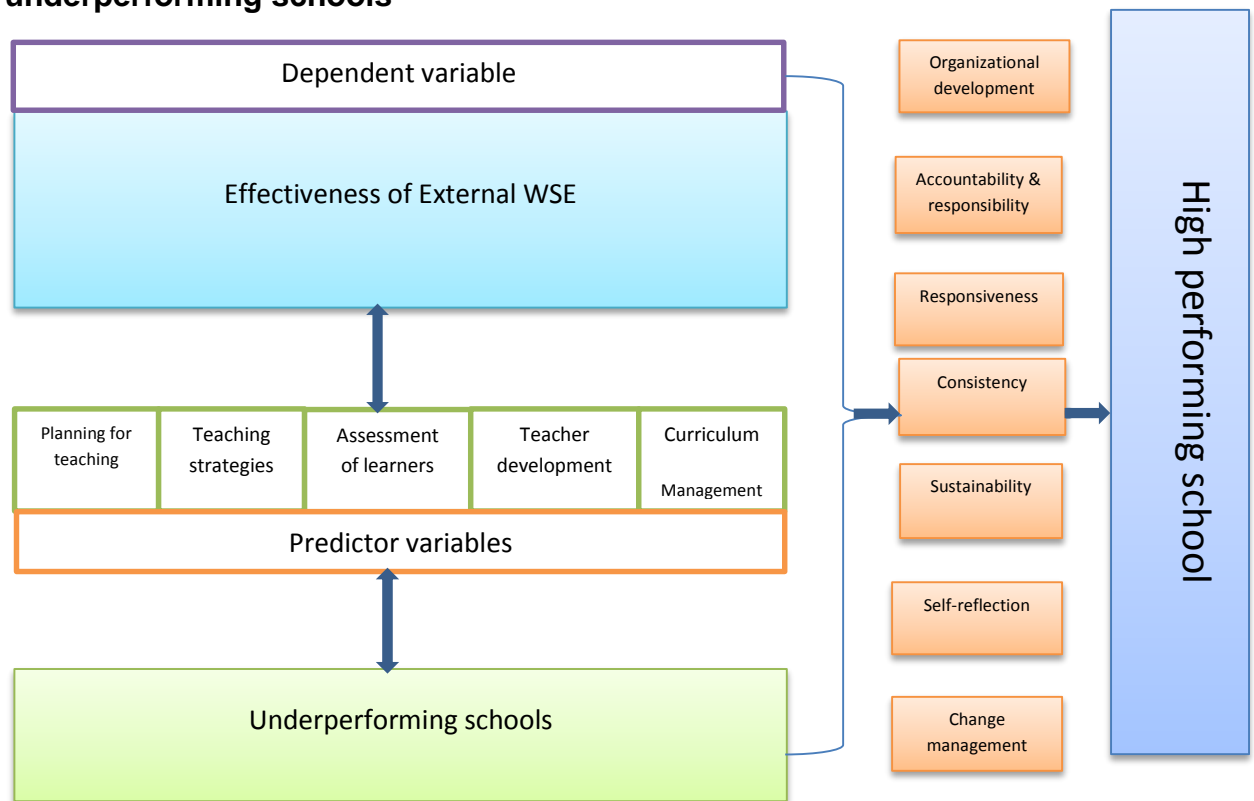


Figure 6.1 represents the emerging model of the effectiveness of external WSE on the underperforming secondary schools. The effectiveness of external Whole School Evaluation is the dependent variable which can be predicted from the independent variables. These independent variables are:

- Planning for teaching;
- Teaching strategies;
- Assessment of learners;
- Teacher development; and
- Management of teaching and learning processes (Curriculum management).

The R-square value for this model is 30.4% which is relatively low although not unusual in cross-sectional studies of this nature, and in models in which there may be a large number of relevant omitted variables. This value is also called the coefficient of determination.

In other words, external WSE is dependent on the predictors on independent variables. In this study, the independent variables of planning for teaching, teaching strategies, assessment of learners, teacher development, and management of teaching and learning processes were used to measure the relationship between them and the dependent variable of effectiveness of external WSE. The relationship established is that there is a direct proportionality between the dependent variable and independent variables. The results show that two of the predictors have coefficients that are not zero and it shows they are significant and contribute to the model. These are teaching strategies employed by teachers and assessment of learners.

Simply put, underperforming schools that undergo external WSE process show remarkable improvement in their overall performance. These schools are characterised by the following outputs:

- Organizational development;
- Accountability and responsibility for their actions;
- As an open-system, they become more responsive;
- Show consistency in their performance;
- There is sustainability in their operations;
- They are able to self-reflect on their actions and operations; and
- They are able handle change management.

The outcome of these outputs is that these schools become high performing schools, a desired outcome in the country's education system.

6.5 Recommendations

The next section discusses the recommendations made in the study.

6.5.1 Monitoring and support of implementation of external WSE recommendations

The respondents pointed out that external WSE assisted their schools to improve operations and performance. However, there was a suggestion from many respondents that the WSE supervisors, who were part of the evaluation, should visit the school every term to assist the SMTs in the implementation of the recommendations and support, in general. From the MDoE's allocation of adopters to these schools, it was discovered that the programme failed. It failed because it was centralised at senior management level and the monitoring of the programme was not well coordinated. Therefore, the researcher recommends that the WSE supervisor, who is the team leader in that particular school, should adopt the school and assist it to implement recommendations. In other words, the monitoring and support of evaluated schools should be decentralized to the Whole School Evaluation sub-directorate. The WSE supervisors have an in-depth understanding of the challenges facing these schools; as a result, they are better placed to offer meaningful monitoring and support to the schools. This monitoring and support should not be a once off activity, but the underperforming schools should be monitored and supported for a three-year period such that they do not relapse to underperformance.

6.5.2 Management of teaching and learning processes

The study revealed that management of teaching and learning processes (curriculum management), prior- external WSE, was not effectively practised by SMTs. There was very limited monitoring of planning for teaching and classroom observation by most schools in this study. Monitoring of planning

(lesson) and classroom observation ensures that teachers are well prepared for teaching and learning. Secondly, classroom observation visits assist the teachers in identifying areas which need development.

Therefore, the researcher recommends that Circuit Managers (CMs) are tasked with monitoring if schools (SMTs) have put in place curriculum monitoring plans. Circuit Managers can do a random sampling of schools every month to ascertain if management of teaching and learning processes is taking place in schools.

6.5.3 Integration of SMTs management activities and IQMS processes for maximised teacher development at school level

The findings of this study suggest that teacher development is not prioritized in schools. In line with these findings and the researcher's experience as a WSE supervisor, management of teacher development by SMTs and IQMS processes by Staff Development Teams (SDTs) are viewed as separate processes. It should be mentioned that classroom observation visits by SMTs should lead to teacher development. Moreover, the Development Support Groups' (DSGs) classroom visits should lead to teacher development too. Therefore, these two activities cannot be viewed separately when they are aimed at the development of the same teacher. Therefore, the researcher recommends that the SMTs and SDTs should jointly plan programmes aimed at teacher development. This will limit duplication of activities such as classroom observation visits and the resultant teacher development plans. In other words, there will be an integrated approach to teacher development in the school.

6.5.4 Strengthening of School Self Evaluation

A system of school self-evaluation can be understood from several positions depending on the school's goals, ranging from a restricted view that focuses purely on the school's outcomes (output) to a broad perspective in which the school's input, internal processes at the school and classroom levels, and performance are assessed (Hoffman, Dijkstra and Adriaan: 2009:2). The external WSE reports revealed that schools do not conduct SSE on an annual basis. Therefore, SIPs in most schools are not based on any criteria referenced assessment (CRA). Consequently, plans are drawn for compliance for submission to the circuits and, in turn to the districts. Even the resultant SIPs are not implemented properly.

Firstly, the SIPs are not reflected in the schools' budgets. The SIPs are a strategic plan document. Therefore, it is not easy to implement a strategic plan without developing an operational or action plan. Therefore, there is need to produce an action plan for each strategic objective of the SIP. In line with this finding, the researcher recommends that the MDoE should make it compulsory for each school to conduct SSE. From the SSE, the schools should develop SIPs which are budgeted for. From these SIPs, each school should develop operational plans to achieve each and every objective of the SIP.

Each operational plan should be accompanied by a monitoring plan of each of the SIPs' strategic objectives. As a further recommendation, the researcher is of the opinion that the SSE done by schools should be focused on four AFEs. These AFEs are:

- Leadership, management and communication (AFE2);
- Governance and relationships (AFE3);
- Quality of teaching, learning and teacher development (AFE4); and
- Learner achievement (AFE6).

6.5.5 Strategies for reviewing the external Whole School Evaluation model currently adopted by Department of Basic Education

The study revealed that the respondents were satisfied with the current WSE model. However, most schools did not know much about the WSE model and, therefore, were not qualified to make a credible input on this topic. However, the DBE has developed a new instrument for evaluating schools. This instrument is primarily quantitative in approach which is a shift from the old instrument which was more qualitative in approach. The DBE's introduction was mainly to make evaluations easier to increase the number of schools that are evaluated per year. However, discussions of Mpumalanga WSE supervisors in meetings portray another picture. These supervisors are of the opinion that this instrument must be used by the schools for SSE. They argue that evaluating schools using this new instrument does not help schools especially those that are underperforming and dysfunctional. They instead argue for a focused or themed evaluation and qualitative approach which delves deeper into issues which affect teachers most (Risimati 2007:263). Therefore, the researcher recommends that for the province should evaluate many schools per academic year and should embark on a focused or themed evaluation. This evaluation will be in line with evaluations and inspections done in developed education systems such as in England, New Zealand, Singapore, Trinidad and Tobago, Australia and Ireland. For these focused or themed evaluations, the themes could be arranged as follows:

- Leadership, management and communication (policies, tools, systems and procedures which leads to basic functionality of the school);
- School governance (policies, resources management, establishment of relations with outside structures);
- Quality of teaching, learning and teacher development (planning for curriculum and curriculum management, and its impact on learner achievement or attainment); and

- Safety and security of school's total resources (physical and human resources).

6.6 Suggestions for further studies

A study could be conducted to investigate the possible factors that impede the successful implementation of IQMS for teacher development in schools.

Research could be conducted to investigate whether the problems of the implementation of the WSE policy in the form of SSE is due to ignorance of school management teams (SMTs).

A similar study can be conducted at national level to provide a broader picture on the effect of external WSE on underperforming schools.

Furthermore, a study of Circuit Managers' role on the externally evaluated schools in their circuits could be conducted to evaluate their roles.

6.7 Limiting factors to this research work

This study was conducted on a limited scale as a result of the following factors:

- Unavailability of the monitoring reports by adopters;
- Withholding of information by some SMT members; and
- No generalisation of the findings to the entire population since a non-probability purposive sampling was employed.

6.8 Conclusion

The National Policy on Whole School Evaluation is a tool to ensure that school evaluation is carried out in line with an agreed model to promote quality teaching, learning and teacher development in schools. It stipulates the legal basis for the school evaluation, purposes, what is to be evaluated and the persons to conduct the evaluation. It gives a clear indication on how evaluations should be conducted. This policy clarifies ways in which under-performing schools should be supported.

WSE policy is aimed at improving the overall quality of education in South African schools. It seeks to ensure that all children are given an equal opportunity to make the best of their capabilities. As a result, whole school evaluation, as a process, is meant to be supportive and developmental rather than punitive and judgemental. WSE policy facilitates improvement, development and performance of schools. The focus of whole school evaluation is both on internal and external evaluation, monitoring and support.

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Appendices

Appendix 1: Questionnaire

SCHOOL : _____

School Management Teams (SMTs) Questionnaire

INSTRUCTIONS

- Please answer all questions
- Provided information will be kept and treated as strictly and highly confidential
- Please note that there are no right or wrong answers

PLEASE ANSWER THE FOLLOWING QUESTIONS BY CROSSING (X) THE RELEVANT BLOCK OR WRITING DOWN YOUR ANSWER IN THE SPACE PROVIDED.

EXAMPLE of how to complete this questionnaire: What is your gender?

If you are female:

Male	1X
Female	2

SECTION A – Background information

This section of the questionnaire refers to background or biographical information. Although we are aware of the sensitivity of the questions in this section, the information will allow us to compare groups of respondents.

1. Gender

Male	1
Female	2

2. Age (in complete years)

20 – 39	1
40 - 49	2
50 - 65	3

3. Ethnicity

Black	1
White	2
Coloured	3
Indian or Asian	4

4. Your highest educational qualification?

Grade 11 or lower (Std 9 or lower)	1
Grade 12 (Matric, std 10)	2
Post-Matric Diploma or certificate	3
Baccalaureate Degree(s)	4
Post- Graduate Degree(s)	5

5. Years in this SMT?

1 to 3 years	1
4 to 6 years	2
Above 6 years	3

SECTION B

GENERAL QUESTIONS ON WSE EVALUATION

Beside each of the statements presented below, please indicate whether you **Strongly Agree (SA)**, **Agree (A)**, **Disagree (D)**, **Strongly Disagree (SD)**, **Neutral (N)**. Put a cross (X) in the appropriate box.

Whole-school evaluation (WSE) process	SA	A	D	SD	N
1. The external WSE process assisted the school to improve its operations.					
2. The external WSE process is good for overall organisational development.					
3. As a result of the external WSE process, the school is able to conduct internal WSE or Self-school evaluation (SSE) process.					
4. The external WSE process recommendations were essential in the school's overall development.					
5. The external WSE process findings were a true reflection of the state of the school at the time of external WSE evaluation.					
6. Implementation of external WSE evaluation recommendations has had a positive impact on teaching and learning at the school.					
7. The external WSE process has contributed positively towards the Grade 12 results of the school.					
8. Educators' perception of the WSE process has positively changed since external evaluation by the WSE team.					
9. I can recommend the WSE process to be maintained as a process and tool to assist schools to improve performance and organisational development.					
10. The WSE process has assisted the school to be accountable for its overall actions and performance.					
11. The WSE process in the form of SSE should be conducted yearly by each school for accountability purposes.					
12. The WSE process in the form of SSE should be conducted yearly by each school for improvement purposes.					
13. The WSE process in the form of SSE should be conducted yearly as basis for change management in the school.					
14. The WSE and/or SSE process findings should inform the school improvement plan (SIP).					
15. The WSE or SSE process should result in a SIP.					

16.The SIP objectives should be translated to operational or action plans.					
17.The school has successfully implemented the external WSE process recommendations.					

SECTION B

Beside each of the statements presented below, please indicate whether you **Strongly Agree (SA)**, **Agree (A)**, **Disagree (D)**, **Strongly Disagree (SD)**, **Neutral (N)**. Put a cross (X) in appropriate box.

Planning for teaching	SA	A	D	SD	N
1. After external evaluation by WSE team, subject allocation at the school is done closely following the qualifications and expertise of educators (including workshop and training received).					
2. After external evaluation by WSE team, educators closely follow work schedules as such cover all the prescribed work for each term.					
3. After external evaluation by WSE team, lessons are planned effectively by educators to include both educators' and learners' activities and the content of lesson plans is linked with what is taught.					
4. After external evaluation by WSE team, educators' lesson plans have appropriate expectations for all learners, including learners experiencing barriers to learning and those with accelerated abilities. (These expectations are recorded clearly in lesson plans for easy implementation).					
5. After external evaluation by WSE team, the manner in which educators' plans indicate resources (books and equipment) to be introduced at various stages of the lesson has improved.					
6. After external evaluation by WSE team, educators' use of resources to help increase learners' knowledge, understanding and skills has improved.					
7. After external evaluation by WSE team, the extent to which educators organise classroom accommodation to enhance their teaching and learners' learning, has since improved.					
8. After external evaluation by WSE team, the structuring and pacing of lessons by educators thereby make use of time as a resource to enhance teaching and learning has improved. (This is traceable on educators' lesson plans)					
Teaching strategies	SA	A	D	SD	N
1. After external evaluation by WSE team, the effectiveness of teaching strategies (stimulating according to learner needs) and styles (suitable to the content and educators' skills used for learners to acquire knowledge), has improved.					

2. After external evaluation by WSE team, the suitability of questioning learners by educators as a way of enhancing teaching and learning has improved.					
3. After external evaluation by WSE team, the suitability of explaining content by educators has improved.					
4. After external evaluation by WSE team, the suitability of organizing the learners in a range of different ways to enhance teaching and learning by educators has improved.					
5. After external evaluation by WSE team, the effectiveness of arrangements for learners of different abilities, especially the most able and those experiencing barriers to learning by educators has improved (use of inclusive strategies and promote individuality and diversity).					
6. After external evaluation by WSE team, the manner in which educators measure the success of the lesson has improved. (use of forms of assessment such as tests assignment, homework etc.)					
7. After external evaluation by WSE team, the manner in which planning for remedial teaching is done as a result of the findings has improved. (Mark, diagnose and plan intervention.)					
Assessment of learners	SA	A	D	SD	N
1. After external evaluation by WSE team, the manner in which educators assess levels of performance achieved (relationship between practical performance and scores/recorded marks), has since improved.					
2. After external evaluation by WSE team, assessment of learners is now accurate (assessment tasks are pitched to learning outcomes and varied for different abilities and achievement levels).					
3. Homework given to learners by educators, in order to assist in the evaluation of the understanding of lessons by learners, has since improved after external evaluation by WSE team.					
4. After external evaluation by WSE team, the regularity in which homework given to learners in line with assessment programmes has since improved.					
Developmental initiatives for educators	SA	A	D	SD	N

1. After external evaluation by WSE team, the manner in which IQMS processes are followed at the school has improved.					
2. After external evaluation by WSE team, classroom visits by SMT members leads to developmental initiatives and plans for educators.					
3. After external evaluation by WSE team, classroom observations by SMTs and by the DSGs lead to a school development plans for educators.					
4. After external evaluation by WSE team, the extent to which the school development programmes provide developmental opportunities for educators in relation with identified needs has improved.					
5. The developmental initiatives for educators are now seriously considered and implemented by the school after external evaluation by WSE team					
6. There is an implemented programme for educators' developmental needs after external evaluation by WSE team.					
Management of teaching and learning process	SA	A	D	SD	N
1. Since external evaluation, the SMT has put a comprehensive monitoring plan to monitor educators' overall planning process.					
2. Since external evaluation, the SMT has put a comprehensive lesson observation programme to evaluate educators' teaching strategies.					
3. After external evaluation, the SMT has put a comprehensive programme and plan to monitor whether educators appropriately assess learners.					
4. Since external evaluation, the SMT has put a comprehensive programme and plan, to ensure that developmental initiatives for educators identified through classroom observation and IQMS processes, are implemented for the benefit of educators and learners, as well as teaching and learning in general at the school.					
5. Since external WSE evaluation, there is an improvement in the way teaching and learning processes are managed at the school.					

SECTION C

N.B. In this section please give as much information as possible of your opinions and views as you perceive the situation in your school.

1. Explain your overall perception of the external WSE process's role in the improvement of your school's overall performance.

2. How has the external WSE process assisted the school in planning for teaching and learning?

3. How has external WSE process assisted the school in the monitoring of educators' assessment of learners?

4. Explain how external WSE process has assisted the school in the management of development initiatives for educators.

5. Explain how the external WSE process has assisted the school in the management of the teaching and learning process in general.

6. In which ways have you responded to recommendations made by WSE team pertaining to area for evaluation four (AFE4), which is teaching, learning and educator development.

7. From the WSE report, which are the factors that have a negative impact on teaching and learning?

8. What other factors in your opinion impede teaching and learning in the school?

9. In your own opinion would you say other factors identified by the WSE team in the report for development had a direct link to past Grade 12 poor performance? Explain your answer.

10. Explain whether the external WSE process had or had no impact on the Grade 12 results in 2012? Please explain in detail-

11. If the results did not improve or did not improve significantly, what in your opinion were the critical factors leading to this?

12. As a school, explain whether you have been able to draw SIP which is informed by recommendations of either external WSE or SSE?

13. Explain whether you were able to implement that SIP successfully, if not, explain the causes of the failures to implement.

14. If there are any issues that have not been addressed by the questions above with which you think the external WSE assisted the school , briefly discuss them below.

15. If you were to make recommendations on the improvement of the WSE process from its current form, explain what changes you would suggest.

Appendix 2: Letter of approval from MDoE



education
DEPARTMENT: EDUCATION
MPUMALANGA PROVINCE

Private Bag X 11341
Nelspruit 1200
Government Boulevard
Riverside Park
Building 5
Mpumalanga Province
Republic of South Africa

Litiko leTsimfundo Umnyango weFundo Departement van Onderwys Umnyango wezeMfundo
Enquiries: A.H Baloyi (013) 766 5476

MR. MATHABA RICHARD SIPHAMANDLA RYAN
NELSPRUIT
02 OCTOBER 2013

**RE: APPLICATION TO CONDUCT EDUCATIONAL RESEARCH IN THE
MPUMALANGA SCHOOLS.**

Your application (Dated 02 September 2013) to conduct educational research on the topic: "External Whole School Evaluation of underperforming Secondary Schools in Mpumalanga Province" was received on the 02 September 2013.

Your objectives, aims and the background give an impression that your study will benefit the entire department especially the learners who are the beneficiaries of the program. Given the motivation and the anticipated report of the study, I approve your application to conduct your research in the institutions of the department.

You are further requested to read and observe the guidelines as spelt out in the attached research manual. The importance of this study cannot be overemphasized; therefore you are expected to share your findings with the department and to effectively implement your findings. It will be appreciated if

nan

you can present your findings in electronic form and make formal presentation to the strategic planning's' research unit.

For more information kindly liaise with the department's research unit @ 013 766 5476 or a.baloyi@education.mpu.gov.za.

The department wishes you well in this important study and pledge to give you the necessary support you may need.

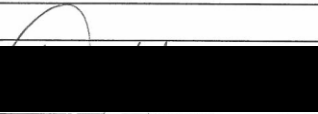
RECOMMENDED/NOT RECOMMENDED.

Recommended for approval.


MR. H. A. BALOYI
RESEARCH SUBDIRECTORATE

02/10/2013
DATE

APPROVED/NOT APPROVED:


MRS MOC MHLABANE
HEAD OF DEPARTMENT

02/10/13
DATE

Appendix 3: Courtesy letter to principals

210 Rose Bridge Manor
3 Joe Hanna Street
White Rive
1240

Date : _____

Subject : Information Letter

To : The Principal

Name of School : [Name omitted]

TOPIC OF RESEARCH : *External Whole School Evaluation of underperforming secondary schools in Mpumalanga Province*

This matter has reference.

Permission to conduct research in schools in Mpumalanga has been granted by the

Head of Department (Mrs M.O.C. Mhlabane), see the accompanying letter. I am currently undertaking a research project as part of my studies towards a Doctoral degree in Technology: Public Management at Durban University of Technology. The study aims to analyse the purpose of Whole-school evaluation (WSE) from a quality assurance perspective. Hope you and your SMT will be kind to co-operate with me and thanking you in advance.

Yours Truly,

Mr. Mathaba R.S.R.

Appendix 4: Letter of informed consent



LETTER OF INFORMATION

Title of the Research Study:

Principal Investigator/s/researcher: (Name, qualifications)

Co-Investigator/s/supervisor/s: (Name, qualifications)

Brief Introduction and Purpose of the Study:

Outline of the Procedures: (Responsibilities of the participant, consultation/interview/survey details, venue details, inclusion/exclusion criteria, explanation of tools and measurement outcomes, any follow-ups, any placebo or no treatment, how much time required of participant, what is expected of participants, randomization/ group allocation)

Risks or Discomforts to the Participant: (Description of foreseeable risks or discomforts to for participants if applicable e.g. Transient muscle pain, VBAI, post-needle soreness, other adverse reactions, etc.)

Benefits: (To the participant and to the researcher/s e.g. publications)

Reason/s why the Participant May Be Withdrawn from the Study: (Non-compliance, illness, adverse reactions, etc. Need to state that there will be no adverse consequences for the participant should they choose to withdraw)

Remuneration: (Will the participant receive any monetary or other types of remuneration?)

Costs of the Study: (Will the participant be expected to cover any costs towards the study?)

Confidentiality: (Description of the extent to which confidentiality will be maintained and how will this be maintained?)

Research-related Injury: (What will happen should there be a research-related injury or adverse reaction? Will there be any compensation?)

Persons to Contact in the Event of Any Problems or Queries:

(Supervisor and details) Please contact the researcher (tel no.), my supervisor (tel no.) or the Institutional Research Ethics administrator on 031 373 2900. Complaints can be reported to the DVC: TIP, Prof F. Otieno on 031 373 2382 or dvctip@dut.ac.za.

General:

Potential participants must be assured that participation is voluntary and the approximate number of participants to be included should be disclosed. A copy of the information letter should be issued to participants. The information letter and consent form must be translated and provided in the primary spoken language of the research population e.g. isiZulu.



CONSENT

Statement of Agreement to Participate in the Research Study:

- I hereby confirm that I have been informed by the researcher, _____ (name of researcher), about the nature, conduct, benefits and risks of this study - Research Ethics Clearance Number: _____,
- I have also received, read and understood the above written information (Participant Letter of Information) regarding the study.
- I am aware that the results of the study, including personal details regarding my sex, age, date of birth, initials and diagnosis will be anonymously processed into a study report.
- In view of the requirements of research, I agree that the data collected during this study can be processed in a computerised system by the researcher.
- I may, at any stage, without prejudice, withdraw my consent and participation in the study.
- I have had sufficient opportunity to ask questions and (of my own free will) declare myself prepared to participate in the study.
- I understand that significant new findings developed during the course of this research which may relate to my participation will be made available to me.

Full Name of Participant Right Thumbprint	Date	Time	Signature /

I, _____ (name of researcher) herewith confirm that the above participant has been fully informed about the nature, conduct and risks of the above study.

Full Name of Researcher	Date	Signature
Full Name of Witness (If applicable)	Date	Signature
Full Name of Legal Guardian (If applicable)	Date	Signature

Please note the following:

Research details must be provided in a clear, simple and culturally appropriate manner and prospective participants should be helped to arrive at an informed decision by use of appropriate language (grade 10 level - use Flesch Reading Ease Scores on Microsoft Word), selecting of a non-threatening environment for interaction and the availability of peer counseling (Department of Health, 2004)

If the potential participant is unable to read/illiterate, then a right thumb print is required and an impartial witness, who is literate and knows the participant e.g. parent, sibling, friend, pastor, etc. should verify in writing, duly signed that informed verbal consent was obtained (Department of Health, 2004).

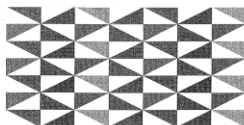
If anyone makes a mistake completing this document e.g. wrong date or spelling mistake a new document has to be completed. The incomplete original document has to be kept in the participant file and not thrown away and copies thereof must be issued to the participant.

References:

Department of Health: 2004. *Ethics in Health Research: Principles, Structures and Processes*
<http://www.doh.gov.za/docs/factsheets/guidelines/ethnics/>

Department of Health. 2006. *South African Good Clinical Practice Guidelines*. 2nd Ed.
Available at: http://www.nhrec.org.za/?page_id=14

Appendix 5: Ethical clearance letter from DUT IREC



Institutional Research Ethics Committee
Faculty of Health Sciences
Room PS 49, Plansfield School Site
Gate 8, Etison Campus
Durban University of Technology
P O Box 1334, Durban, South Africa, 4001
Tel: 031 373 2900
Fax: 031 373 2407
Email: lavishad@dut.ac.za
http://www.dut.ac.za/research/institutional_research_ethics
www.dut.ac.za

6 September 2013

IREC Reference Number: **REC 78/12**

Mr R S R Mathaba
210 Rose Bridge Manor
3 Joe Hanna Street
White River
1240

Dear Mr Mathaba

External whole-school evaluation of underperforming secondary schools in Mpumalanga Province

The Institutional Research Ethics Committee acknowledges receipt of your final data collection tool for review.

We are pleased to inform you that the questionnaire has been **APPROVED**; you may now proceed with data collection on the proposed project.

Yours Sincerely



Prof J K Adam
Chairperson: IREC

Appendix 6: Composite correlations table

See attachment table